

Appendix

Mayor Michael John Pantelides, 2014 Citizen Advisory Transition Team

<i>Document Title</i>	<i>Referenced In</i>	<i>Issue, Recommendation</i>	<i>Page</i>
City's 2009 Comprehensive Plan Annual Report	Boards & Commissions Committee Report	Issue 27, Recommendation 2	44
Collaborative Stewardship: Guiding Principles and Metrics	Financial Management Committee Report	Issue 1, Recommendation 5	8
November 2008 Interim Report of the City Blue Ribbon Commission	Financial Management Committee Report	Issue 4, Recommendation 4	12
City Ordinance O-3-14	Public Housing Transition Team Report	Issue 14, Recommendation 5	28
Brian Woodward's Proposed Organizational Chart for Recreation and Parks	Recreation and Parks Committee Report	Issue 2, Recommendation 2	8
Brian Woodward's Better Environmental Practices for Recreation and Parks	Recreation and Parks Committee Report	Issue 9, Recommendation 2	15
Ward One Parking Committee Recommendations	Transportation Team Report	Issue 5, Recommendation 1	16

2009 Comprehensive Plan Annual Report



**City of Annapolis
Planning Commission**

Acknowledgments

Mayor and City Council

Joshua Cohen, Mayor
Richard Israel, Ward One
Frederick Paone, Ward Two
Classie Gillis Hoyle, Ward Three
Sheila Finlayson, Ward Four
Mathew Silverman, Ward Five
Kenneth Kirby, Ward Six
Ian Pfeiffer, Ward Seven
Ross Arnett III, Ward Eight

Planning Commission

David M. DiQuinzio, Chair
Patricia Allen
Eleanor M. Harris, ED.D
Wilford Scott, Ph.D.
James R. Urban, FASLA
Robert H. Waldman

Report Prepared by the Department of Planning & Zoning

Jon Arason, AICP, Director of Planning and Zoning
Virginia Burke, AICP, Chief of Comprehensive Planning
Sean O'Neill, LEED GA, Land Use & GIS Planner

Table of Contents

Introduction

Reports: Chapter 3 - Land Use & Economic Development

Chapter 4 - Transportation

Chapter 5 - Municipal Growth & Community Facilities

Chapter 6 - Parks

Chapter 7 - Environment

Chapter 8 - Housing

Chapter 9 - Water Resources

Education Course for Planning Commission and Board of Appeals

Planning Commission Recommendations on Improving the Planning & Development Process

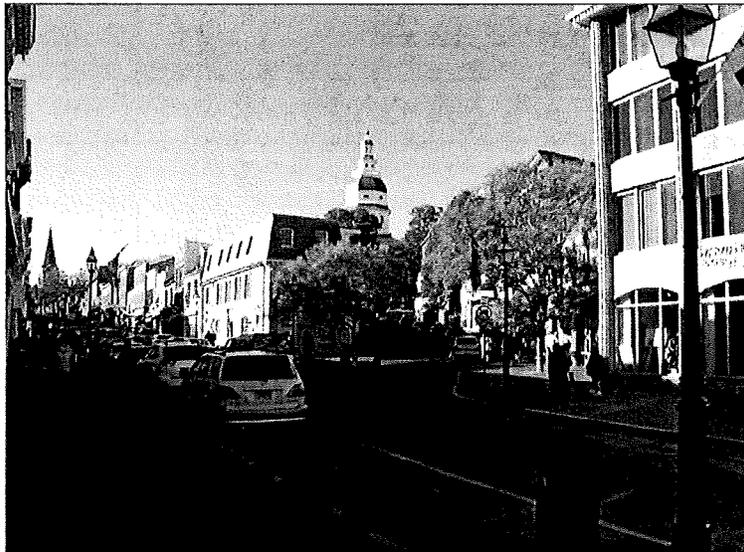
Planning Commission Recommendations for the Capital Improvement Program

Introduction

Article 66B of the Annotated Code of Maryland requires planning commissions to prepare an annual report on the Comprehensive Plan, file it with the local legislative body, make it available for public inspection, hold a public hearing, and send a copy to the Maryland Department of Planning. Thus, the Annual report becomes the principal mechanism for monitoring the progress made in implementing the Comprehensive Plan. Legislation passed by the State in 2009 added new reporting requirements as part of the Governor's "Smart, Green and Growing" initiative. This report addresses the new and existing requirements in Article 66B.

The Implementation chapter of the Comprehensive Plan affirms the State's annual reporting requirement. The Annapolis Comprehensive Plan was adopted October 5, 2009, replacing the previous Comprehensive Plan completed in 1998. The Plan is organized around three main ideas that define the approach to planning for the City's next decade. The three ideas are 1) Preserve and Enhance Community Character, 2) Maintain a Vibrant Economy, and 3) Promote a 'Green' Annapolis. The major policies of the Plan are all directed toward these three overarching ideas.

The following is a report on the seven topical chapters of the Comprehensive Plan, with actions and progress listed according to the policy it supports. This report does not attempt to recite the range of day-to-day activities occurring as part of standard operations, such as Code administration, even though much of the day-to-day operations support the Comprehensive Plan policies. Rather, this report focuses on progress milestones and new initiatives. Any omissions are unintentional. The information was requested and acquired from a variety of sources with varying rates of response and detail.



Main St & Franklin St

Report on Chapter 3 - Land Use & Economic Development

The Land Use and Economic Development policies do not lend themselves to a progress report as they inform a myriad of decisions and determinations made on a daily basis by various City departments. These include the development review process, the permitting and inspections process, and economic development activities. The policies are re-stated here for reference purposes. A map of projects in the development review process as of June of 2009 is attached to the end of the report.



Inner West St

Policy 1. Growth will be directed primarily to four Opportunity Areas: West Annapolis; south of Bay Ridge Road near Hillsmere; along Forest Drive near its intersection with Spa Road; and Outer West Street.

Policy 2. Infill development, redevelopment, and expansion outside of the four defined Opportunity Areas should be consistent with the character of the surrounding community.

Policy 3. Land areas devoted to light industrial and flex space will remain productive and sound for the operation of business.

Policy 4. Support the expansion of professional office space such that office employment and the services provided by office - based businesses are readily accessible to all residents.

Policy 5. Protect and promote the neighborhood commercial retail centers in the city.

Policy 6. Enhance the public realm of City Dock and its environs.

Policy 7. Acknowledging the importance of the Maritime industry to Annapolis' character, identity, and economy, strive to ensure the Maritime industry's sustained health and viability.

Policy 8. Continue to maintain stringent historic preservation requirements in the downtown area and protect and conserve neighborhoods utilizing the neighborhood conservation zoning designation.

2009 Comprehensive Plan Annual Report

Policy 9. Annapolis' rich cultural history and wealth of current historic and cultural offerings will be protected and enhanced.

Policy 10. Evaluate risks from sea level rise in decisions involving land use along the waterfront.

Policy 11. Through land use planning and economic development activities work to ensure the maintenance of the City's AA+ bond rating or better.



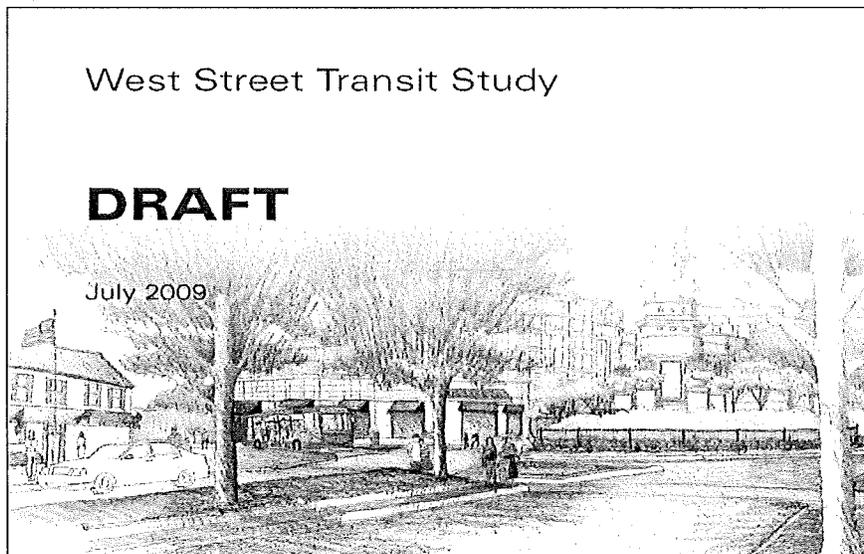
Acton's Landing

Report on Chapter 4 - Transportation

Policy 1. The Opportunity Areas recommended in the Land Use Chapter will each contribute system - wide transit demand such that this demand (i.e. transit ridership) can be leveraged to efficiently operate and expand the entire transit system.

Policy 2. Public transit vehicles, which carry far more passengers per gallon of fuel and per unit of street infrastructure than individual automobiles, will be given priority on all major streets and highways serving Annapolis.

- The update of the City's *Transit Development Plan (TDP)* began, a plan for the City's transit operations and transit routes, which is updated every five years.
- The *West Street Transit Study* was completed in 2009 to examine ways to create a premier transit route along the West Street corridor.



Policy 3. Pursue the creation of a regional transit system serving the needs of Annapolis commuters, residents, and visitors.

The City participates in regional transportation planning via the Unified Planning Work Program (UPWP) of the Baltimore Region Transportation Board (BRTB). The 2009 UPWP included¹:

- Bicycle and Pedestrian planning - regional bicycle and pedestrian planning meetings and outreach efforts to encourage cycling and walking.
- Transportation Improvement Program (TIP) - coordinating with the City's Department of Public Works and Parking & Transportation on requests for the upcoming fiscal year, updating and submitting the TIP form, and updating the project tracking sheets.
- Subarea Analysis - participating in the implementation of Comprehensive Plan, and participating in the travel analysis advisory group activities.

¹ UPWP FY 2009 "Projects and Budgets for City of Annapolis"

2009 Comprehensive Plan Annual Report

Policy 4. Specific and targeted improvements to the local street system should be made with priority to those that improve cross - town circulation, route continuity for public transit, and intersection capacities.

Policy 5. In light of the continuing growth of congestion in the Forest Drive corridor, preserve and enhance the array of solutions currently at the City's disposal.

Policy 6. Street improvements should be made to support the implementation of the Opportunity Areas.

Policy 7. Parking throughout the City will be priced and the supply managed to reduce demand for automobile travel during peak congestion periods and to help fund transit, biking, walking, and ferry service.

Policy 8. The City will invest in system - wide improvement to convert main streets and avenues into "complete streets" – that is, streets which serve the full needs of the community.

Bicycle program accomplishment included adding "sharrows" (pavement markings for bicycles) on select Annapolis streets, conducting the "Free Wheeling Annapolis" program, holding the 1st Bicycle Valet event on July 4th, the most successful Bike-to- Work event in the region, and giving away 100 reflectors as part of the "Be bright, be seen" program.



Bike to Work Day

Policy 9. Conventional methods for evaluating a development project's traffic impacts will be replaced with a more coherent and balanced urban planning - based evaluation of accessibility and mobility.

Policy 10. The City will focus on travel demand management as a tool for improving circulation, accessibility, and mobility through Annapolis.

Report on Chapter 5 – Municipal Growth and Community Facilities

Policy 1. Continue Municipal Annexation as opportunities benefiting the City arise.

There was no expansion of municipal boundaries in 2009.

Measures and Indicators of Growth

Adequate Public Facilities. In 2009 there were no projects that were restricted by the City's Adequate Public Facilities review² (Title 22 of the City Code). Projects that were reviewed for Adequate Public Facilities in 2009³:

- Aleph-Bet Jewish Day School
- Washington Square
- Obery Court, Phase 1
- Lighthouse Shelter - exempted from APF review

Building Permits. In 2009, the City issued 13 building permits for new construction⁴ - 11 single family homes and 2 commercial buildings. These numbers are representative of a very slow real estate market and a down economy in 2009. Because the City issued fewer than 50 building permits, it is exempted from reporting on further measures and indicators of growth⁵.

Other methods for tracking development activity.

- The number of building permits issued for additions and replacements over \$50,000 in assessed construction value was: 18 home additions, 21 home replacements, 3 commercial additions, and 3 commercial replacements. This is indicative of Annapolis as a built-out City where both expansion of existing buildings and redevelopment is part of its ongoing growth.
- City business activity was tracked by the Department of Economic Affairs in monthly business reports. Business loss and job loss was not tracked. In 2009 the City experienced: 33 New Businesses, 3 Business Expansions, 58 Relocated Businesses, and 2 Renovated Businesses. This activity represented 659 new jobs.

² This is a new requirement per MD SB273/HB294 "Smart, Green & Growing – The Planning Visions". A restriction is defined as "a restriction, moratorium, or capacity limitation imposed on development as a result of an ordinance or law".

³ Source: Current Planning Division. Currently there is no systematic process to log Adequate Public Facility reviews in the City's Project Tracking program (Trak-It). We recommend that "APF Review" be added to the menu of Review Types in the Trak-It system. This adjustment to the Trak-It program will facilitate the annual report on the APF reviews required by State law and ensure consistent application of the ordinance.

⁴ Trak-It Report: PERM133.

⁵ MD SB276/HB 295 "Smart Green & Growing – Goals, Measures, and Indicators and Implementation of Planning Visions"

2009 Comprehensive Plan Annual Report

- For the Annapolis region (a larger area than the City), in the 4th quarter of 2009, the Office market vacancy rate was 15.5%, the Retail market vacancy rate was 7.0%, the Warehouse vacancy rate was 10.7% and the Flex space vacancy rate was 2.0%.⁶

Population Growth. Population estimates for the City are generated on a continual basis by a variety of sources. They vary slightly depending on the source, but virtually all sources estimate the total population to be approaching 37,000 in 2009. The decennial Census count underway this year will yield the most accurate snapshot of Annapolis population since 2000, however, it will not be available until early in 2011.

Year	Annapolis Population	Source
2000	35,838	US Census (Count)
2005	36,483	Baltimore Metropolitan Council (Projection)
2006	36,408	US Census (Estimate)
2007	36,603	Maryland Department of Planning (Estimate)
2008	34,281	2006-2008 American Community Survey, US Census Bureau (Estimate)
2009	36,727	AA County Cooperative Forecast, Round 7C (Projection) ⁷
2010	37,056	Baltimore Metropolitan Council (Projection)

Community Facilities

In 2009, the following community-serving facilities or projects, as referenced in the Community Facilities chapter of the Comprehensive Plan, were completed:

- The new Police Station on Taylor Avenue was completed. This projects includes an expansion of the Police Department and the addition of the Emergency Operations Center, featuring a command center and communications room that will be utilized in the event of an area emergency.
- The new Roger “Pip” Moyer Recreation Center at Truxtun Park was completed. This Green Building features numerous environmentally friendly techniques, including a vegetated greenroof, underground cisterns for grey-water irrigation, and use of non-toxic paints and carpets.
- The historic Annapolis Fire House on Duke of Gloucester Street was renovated into new office space. This facility houses the City’s Information Technology Department and an electronic media and television studio.
- The Hanover Street Reconstruction Project in the historic district undergrounded utilities and replaced water, stormwater and sanitary sewer pipelines.

⁶ MacKenzie Market Reports for Office, Retail, and Industrial Markets.

⁷ The Cooperative Forecast is generated by the Anne Arundel County Department of Planning and Zoning for growth in population, households, and employment. Projections are done by Census-defined Traffic Assignment Zone (TAZ) on the basis of the County Small Area Plans, zoning changes, household size projections by the MD Department of Planning, and several other factors. All the counties in the Baltimore region perform forecasts with similar methods and on the same schedule as a part of regional planning activity.

Report on Chapter 6 - Parks

Policy 1. Enhance existing parks and facilities with the objective of supporting structured and informal recreation, protecting the natural environment, and encouraging human health and fitness.

See new Recreation Center in report on Chapter 5 – Municipal Growth and Community Facilities.



Roger "Pip" Moyer Annapolis Recreation Center

Policy 2. Complete the network of pedestrian and bicycle pathways.

See bicycle achievements in report on Chapter 4 – Transportation – Policy 8.

Policy 3. Expansion of the parks system should be undertaken selectively and strategically, with the objective of taking advantage of rare opportunities, providing parks and recreation services to underserved areas, allowing public access to the waterfront, and furthering environmental goals.

Report on Chapter 7 – Environment

The City administers environmental regulations through the development review process and incorporates best environmental practices into its capital projects and operations. These include tree preservation activities, grading, erosion and sediment control, stormwater management, critical area regulations and others. This report only lists new initiatives and progress milestones and does not attempt an exhaustive recitation of all activity related to Code administration and standard operations.

Policy 1. Reduce the polluting effects of stormwater runoff into the Chesapeake Bay and its tributaries.

- City continued work toward the goal of increasing the tree canopy to 50% of its land area by 2036 by working with the Alliance for the Chesapeake Bay. 320 trees, 129 shrubs and 214 seedlings were planted within the City in the Fall of 2009. City staff also visited six local elementary schools to educate students about the value of trees, and six pounds of acorns were handed out to students. In separate efforts, the City gave away 700 white oak seedlings to City staff and residents, gave away 359 native trees to City residents, and planted 33 trees. Overall community forestry expenditures exceeded the 2008 total (\$227,877 in 2009 and \$215,657 in 2008).⁸
- The Gotts Court Parking Lot Renovation incorporated significant LEED features: 5 bio-retention ponds with native plantings; permeable pavers over the entire parking surface lot; salvage and restoration of street lighting; salvage and reuse of streetscape paver materials; and salvage and reuse of plant materials.



Tree City USA Event

Policy 2. Protect and restore environmentally sensitive areas and other natural resources within the city.

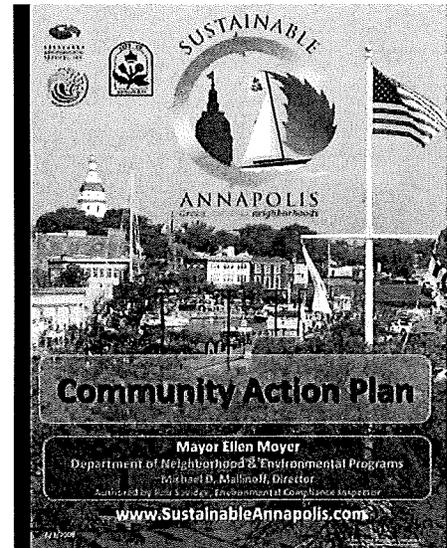
- City secured a conservation easement with the Admiral Oaks community off Admiral Drive.

⁸ 12/11/09 Memo to Maryland Department of Natural Resources.

- Development of a Site Development Manual started in 2009. The new Site Development Manual will provide guidance on design of the landscape on public and private development sites. The Manual will aim to make the site design process more predictable and will be coordinated with the City's Green Building standards and other sections of the City Code governing trees and other planting, grading, critical areas, and rainwater.

Policy 3. Shrink the City's Carbon Footprint and become a community of Green buildings to combat climate change.

- Adoption of Clean Air Vehicle legislation (0-12-09A).
- Adoption of the *Sustainable Annapolis – Community Action Plan*.
- Carbon calculator posted on the City website for residents to measure their carbon footprint.
- Sea Level Rise Study began.
- Update of Hazard Mitigation Plan began, last completed in 2004.



Policy 4. Improve community environmental stewardship and education.

Launch of the Environmental Stewardship Program.

Rain Gardens

Steps: *You can make a difference by building a rain garden in your own backyard!*

are just what they sound like: gardens that soak up rain water and allow the water to slowly filter into the ground. This prevents pollutants from finding their way into our streams and waterways.

By reducing the amount of water that enters local storm drain systems, rain gardens can both reduce local flooding and mitigate shoreline damage where storm drains empty into the Bay's watershed.

Location:
There are three different areas where rain gardens work most effectively:

In a depression where rainwater collects naturally

Where rainwater collects from a downspout

Where rainwater collects from a truck or driveway through curbing water

Step 1: Figure out the rain garden size you need. To be effective, the rain garden should be 25% of the size of the impervious area surrounding it. Impervious areas are surfaces which don't absorb water. Lay out the boundaries of the garden with rope or string.

Step 2: Dig your rain garden 4 or 5 inches below the yard level. Make sure that the surface of the rain garden is level.

Step 3: Plant native plants of your choice in your rain garden. Plants should be resistant to drought but able to survive ponding (standing in water) for up to 24 hours at a time.

Department of Public Works Rain Garden Brochure

Policy 5. Minimize noise and light pollution.

Report on Chapter 8 - Housing

Policy 1. Support development of housing affordable to workforce or middle income households

- No Moderately Priced Dwelling Units (MPDUs) were constructed in 2009. This is a reflection of the depressed housing construction market. The MPDU Ordinance applies to developments of 10 or more units.
- A Housing Market Analysis for the Clay Street area was begun in 2009, building on the Clay Street Area Commercial Market Analysis done the year prior. These studies are intended to help City staff and residents gain an understanding of the type of development that is most viable for the Clay Street neighborhood.
- Median home values in Anne Arundel County dropped over the last two years due the downturn in the economy, and median incomes continued to rise. The affordability of housing for workforce or middle income households continues to be an issue in Annapolis, compounded by the fact that historically, housing prices in Annapolis are 15-25% higher than in the county as a whole.

	Median Home Sales Price (Anne Arundel County)	Median Household Income (Baltimore Region)
2005	\$325,000	72,150
2006	\$344,000	72,800
2007	\$340,000	75,800
2008	\$322,000	78,200
2009	\$295,000	82,100
	Source: Maryland Association of Realtors	Source: U.S. Department of Housing & Urban Development

Policy 2. Support the Revitalization of Public Housing.

- The first phase of the redevelopment of Obery Court started construction in 2009.
- Planning for the redevelopment of the Annapolis Gardens & Bowman Court complexes began.



Annapolis Gardens/Bowman Court redevelopment



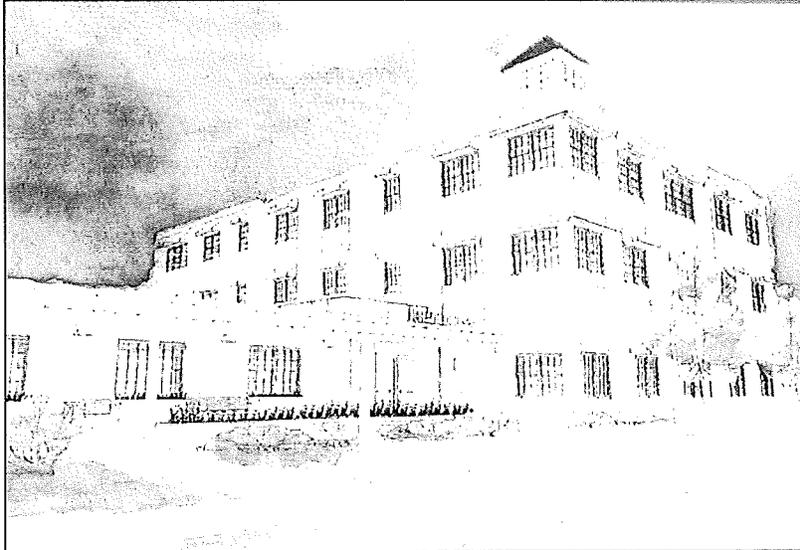
Obery Court Phase 1

Policy 3. Support housing programs that assist low and moderate-income households with homeownership and housing rehabilitation.

- In 2009 the City began the process of developing a new *Consolidated Housing and Community Development Plan for FY2011-2015*. This Plan is submitted to the Department of Housing and Urban Development every five years to implement federal programs, including the City's Community Development Block Grant (CDBG) allotment.
- The City filed its *Consolidated Annual Performance and Evaluation Report (CAPER)* for Fiscal Year 2009 with HUD to report its progress on meeting housing and community development goals and objectives identified in the *Consolidated Housing and Community Development Plan for FY2006-2010*. Prioritized objectives for housing and community development needs are:
 1. Provide assistance to low-income homeowners for housing rehabilitation.
 2. Preserve and expand the supply of affordable housing through acquisition with rehabilitation and/or new construction.
 3. Provide opportunities for first-time homebuyers.
 4. Support housing counseling for first-time low and moderate-income homebuyers and other housing issues.
 5. Continue financial support to homeless shelter programs.
 6. Continue financial support for prevention of homelessness.
 7. Provide assistance to supportive housing providers.
 8. Support improvement or construction of recreational facilities in low and moderate-income neighborhoods.
 9. Support vital public services that address the needs of children, youth and families and other initiatives that promote family stability.
 10. Provide support for economic development and creation of decent jobs.
 11. Provide support and technical assistance for neighborhood revitalization and overall planning and administration of community development activities.

2009 Comprehensive Plan Annual Report

- The new Lighthouse Homeless Shelter broke ground on Hudson Street, with the City contributing \$100,000 to the design of the new building through CDBG and other general funds.

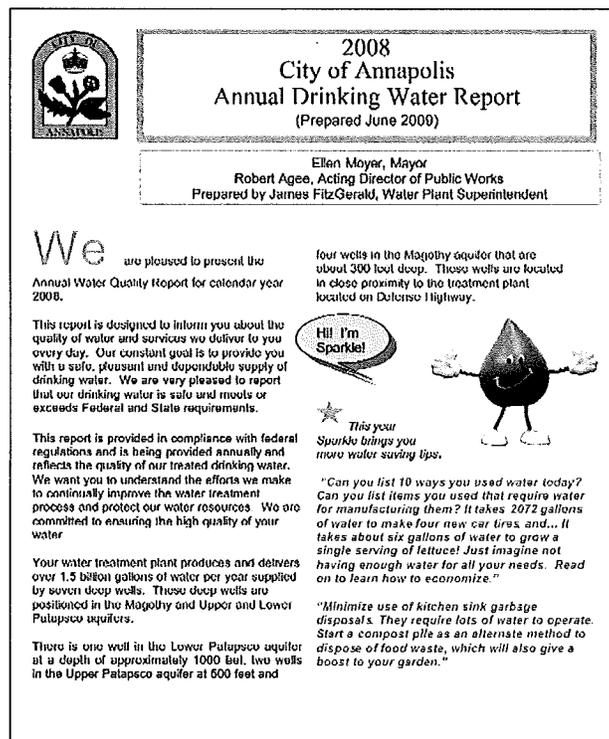


Rendering for the New Lighthouse Shelter

Report on Chapter 9 – Water Resources

Policy 1. Protect and Conserve the Existing Water Supply and Distribution Systems

- Completion of the Water and Sewer Systems Study was delayed to 2010 due to the need for additional verification of existing system details.
- A Facility Plan Report on the Water Treatment Plant was completed in 2009. The Treatment Plant serves the city, all of the state facilities located in Annapolis, public housing, and an emergency connection to the Naval Academy. The Report evaluated refurbishing the existing facility versus construction of a new treatment plant, and recommended a new facility based on life cycle costs and constructability issues. Construction of a new facility is included in the City's Capital Improvements Program (CIP).



Policy 2. Enhance the Wastewater Collection and Treatment Systems

- Completion of the Water and Sewer Systems Study was delayed to 2010 due to the need for additional verification of existing system details.
- As passed by O-25-09 in 2009, the City will begin producing a Ten-Year Water and Sewerage Plan, supplementing the requirement under Title 9 of the Environmental Article of the Annotated Code of Maryland. The Annapolis Water/Sewer Master Plan will be coordinated and consistent with the County Master Plan as required by State law. It will schedule and set priorities for water and wastewater projects in the CIP based on a variety of factors, including planned growth patterns consistent with the Comprehensive Plan.

Policy 3. Maintain Water Resource Management Areas

*2009 Comprehensive Plan Annual Report***Education Course for Planning Commission and Board of Appeals**

An education requirement for planning commissions and boards of appeals was established in State legislation passed in 2009⁹. Several members of the Annapolis Planning Commission and Board of Appeals participated in the on-line course created by the Maryland Department of Planning. All Planning Commission and Board of Appeals members plan to take the course, and the Annapolis Department of Planning and Zoning is keeping a record of their participation.

Planning Commission Recommendations on Improving the Planning & Development Process

City Zoning Code should be revised in order to set standards for review that can be approved administratively. There should be a review of the types of development approvals requiring a public hearing. Planning Commission should continue to review broad-based policy and projects of significant importance in the community, but feels that the number of projects requiring Planning Commission review are perhaps too many. Planning Commission should still maintain some standard of design control, and all projects with a public impact should be given to the Commission earlier in the design stage than is done currently.

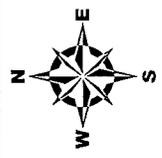
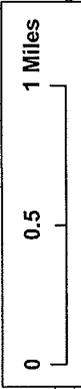
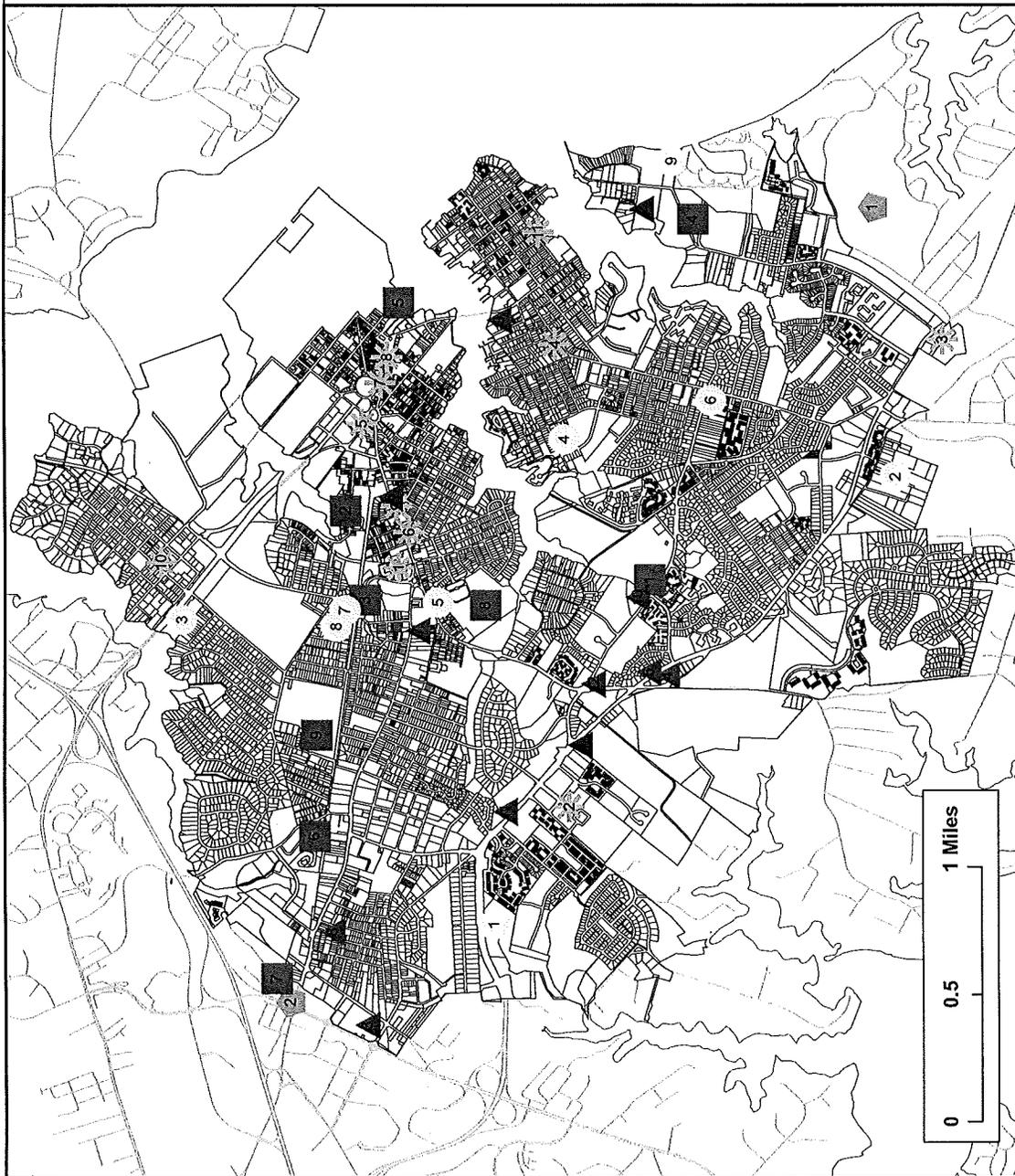
The City should commit staffing and resources to producing the community facilities plan, also termed an infrastructure master plan, as required by Title 22: “Adequacy standards (established in the APFO) should be achievable within a six-year timeframe and the annual Capital Improvement Program should be based on a community facilities plan that insures that existing deficiencies are corrected within that timeframe.” An infrastructure master plan would help guide the annual capital budgeting process and support the implementation of several recommendations in the Comprehensive Plan.

Planning Commission Recommendations for the Capital Improvement Program

The following projects are indicated by the Comprehensive Plan and this annual report (in no particular order):

- Capital projects resulting from the City Dock Design Study (expected to begin in 2010)
- Under-grounding of utilities in the Historic District
- Multi-Modal Transportation Hub
- Intersection Realignment of Chinquapin Round Road/West Street/Admiral Drive
- Outer West Street
- Parking System Management Technology
- Capital projects resulting from the Bicycle-Pedestrian Master Plan (expected to begin in 2010)

⁹ MD SB280/HB297 – ‘Smart Green & Growing – Smart and Sustainable Growth’



Projects Under Development Review June 2009

- Legend**
- ▲ Commercial
 - ※ Mixed Use
 - Residential
 - ◆ Public
 - ◆ Annexations

- | | | |
|---|--|--|
| <p>Commercial</p> <ol style="list-style-type: none"> 1 Light of the World Church
1000 West Street
SIP review 2 Peri Annapolis Marina
7075 Boston Road
permits approved 3 Shopper's Food and Pharmacy
1500 Old Station Island Road
SIP review 4 1503 Forest Drive
1503 Forest Drive
SIP approved 5 Dr. Albert Lee Property
1000 Forest Drive
Permits issued 6 102 West Street
Office building expansion
Restaurant expansion
complete 7 Mt Olive AME Church Community Center
New Community Center
complete 8 ATC - Junior College Center
Bathrooms expansion
complete 9 Stinson Army
Bldg expansion
permits approved 10 1798 Forest Drive
Bldg expansion 11 Kennelwood Synagogue
Historic Rd at Sp Rd
Special exception under review | <p>Mixed Use</p> <ol style="list-style-type: none"> 1 Park Place
100 Westgate Circle
Perform/Arts under review; Office II complete 2 Village Courts of Annapolis
Forest Drive and S. Cherry Grove
permits review 3 Bay Village
Bay Ridge Row at Edgewood Road
Subdivision approved; SIP review 4 Washington Square
Annapolis, MD
New development; SIP review 5 US Post Office
Cannon and Old Station
Special exception approved 6 213 West Street, AKA, "Old Capital Newspaper Site"
Subdivision and SIP/Multi-family
SIP review approved; plat under review 7 184188 Main St.
Subdivision Bldg
complete 8 122 Main Street
New Mixed Use Bldg.
SIP approved 9 West Village, Phase II
About 1000 sq ft Residential
Permits approved; withdrawn by applicant 10 508 Broadway
Residential Bldg
complete 11 Turner Marina, LLC
210 State Avenue
Permits Approved; Mixed Use
SIP review | <p>Public / Institutional</p> <ol style="list-style-type: none"> 1 Pot Mover Extension Center
Thurgood Park/Ally Lane
SIP review 2 Obery Court
City Street
Special Exception review; permit review 3 Annapolis Police Station
190 N. Taylor Avenue
Under Construction; Performance Bond Issues 4 Annapolis Water Reclamation Facility
Improvements to 100000 sq ft
Improvements to 100000 sq ft
permits review 5 National Geologic Map of Farms
Annapolis, MD
SIP review 6 Annapolis Charles S. Brown Court
Armed Drive at Bowen Drive
SIP review 7 Homeless Shelter
Relocation from current West Street property 8 Brues Middle School
Pondy & Street Modification 9 Cornerstone Elementary School
New construction (bond) <p>Annexations - Proposed</p> <ol style="list-style-type: none"> 1 Annapolis Country Club Annexation
Caretton Rd 2 Deo Corporation Annexation
West Street |
|---|--|--|

City of Annapolis Planning and Zoning

By acceptance of this map material, you agree as follows: This map material (the "material") is made available by Annapolis, Maryland (the "City") as a public service. The material is for reference purposes only and is not intended to be used for any other purpose. THE CITY MAKES NO WARRANTIES, INCLUDING WARRANTIES OF MERCHANTABILITY, INTEGRITY, TITLE AND FITNESS FOR A PARTICULAR PURPOSE, FOR THE material or any of it, including its accuracy, availability, use, and misuse. In no event shall the City be liable for any direct, indirect, incidental, consequential, or other damages, including those arising from the use or misuse of the material or any of it, including its accuracy, availability, use, and misuse. The material is in the public domain and may be copied without permission. Citation to this source is requested. Any reproduction of this material should be referred to the City of Annapolis Information Technology.

**City of Annapolis
Financial Advisory Commission**

**Collaborative Stewardship: Guiding Principles and Metrics
for City of Annapolis Financial Improvement
Adopted November 15, 2013**

The inaugural Financial Advisory Commission was assembled in July, 2010. The Mayor, City Council, City Manager, and Director of the Finance Department welcomed the FAC as (1) a sounding board with respect to the immediate financial crisis and (2) a consultancy to recommend solutions for the profound structural¹ and operational deficiencies² that precipitated the crisis.

The FAC's deliberations and advisory opinions *vis a vis* the City's day to day operations are a matter of public record. Behind the scenes, the FAC concurrently engaged in substantive discussions with the Finance Director and members of the City Council's Finance Committee about the nuts and bolts of the collaborative stewardship envisioned in the FAC's charter: How can we safeguard proper financial controls with prudent policy and oversight to ensure the City's financial solvency and sustainability over the long-term? The blueprint below summarizes these consultative discussions for the public record.

It is the intent of the FAC that the guiding principles in this outline be accepted and adopted by the Mayor and City Council and that FAC members with relevant expertise and interest in specific topics will provide assistance and guidance, individually or in small work groups, to the Mayor, the City staff and the City Council to develop and implement the recommended models and metrics. In order to oversee implementation and compliance, the FAC should request, minimally annually, that the City Administration make a report to the Commission.

The Financial Advisory Commission recommends structural and operational remedies for the City's financial improvement. In order to implement these remedies, it is critical that the City take specific actions for each. The following is an outline of recommendations to achieve these goals.

Structural Remedies

I. Corporate governance

Introduction:

Corporate governance is the overall system by which the City is managed, directed, controlled and otherwise governed. An organization having a strong Corporate Governance model and corporate culture will make it more likely that goals will be realized. The components of corporate governance include state laws, City Code/Charter, policies and

¹ Structural considerations include corporate governance, strategic planning models and developing a human capital model- the stock of competencies, and knowledge and personal attributes that are embodied by an organization.

² Operational considerations include financial reporting, budgeting, collective bargaining, risk management, and balance/non balance sheet oversight. Major categories being cash, fixed assets, debt, pension, Other Post Employment Benefits (OPEB) and fund balance/retained earnings.

Financial Advisory Commission; Collaborative Stewardship for City of Annapolis Financial Improvement

procedures and stakeholder relationships. The responsibility, and therefore the advocacy, for corporate governance lie with the City Council, Mayor and Administration. Core components of corporate governance are strong financial oversight, including a Financial Oversight Board, the internal control environment, and established and documented policies.

Recommended Metrics:

- Establish and adopt a corporate governance model.
Because corporate governance is driven downward, it is important that a resolution embracing corporate governance be adopted and that management be held accountable to implement and achieve stated goals. It is recommended that the City's measurement focus be by fiscal year and that, as part of the budget adoption process, performance measurements, goals and objectives are adopted annually and management report on each quarterly.
- Develop and maintain planning models.
 - i. An annual Strategic Planning model identifying core functional service levels tied to annual performance budgets which are correlated to industry benchmarks.
 - ii. An annual 5 year Capital Plan tied to the annual operating budget, identifying capital needs including the impact of operational expenditures, increases or decreases, debt service, the cost of deferring the project, inflationary costs and project present value calculations. If debt service will be used to finance a capital project, amortization schedules should be created for each such project and then summarized by fund. As part of the presentation, a tax rate and/or fee impact analysis should be included.

II. Human Capital

The backbone of any organization and, therefore, its ability to achieve and sustain high levels of success is the people the organization hires. In order to define the core competencies the City expects from its employees and then to perpetuate organizational culture, it is recommended that the City develop a comprehensive Human Capital Assessment and Accountability Framework. This step should begin immediately by developing an implementation plan with the City Manager and HR Director.

Operational Remedies

It is the intent of the City to achieve and then maintain a Triple A bond rating. In order to achieve this goal, the City needs to remedy the operational deficiencies noted above. In order to accomplish this goal, the City should implement the following steps.

The core financial functions of the City can be segregated into the following broad operational categories, financial reporting, budget implementation and oversight, balance and off-balance sheet management, risk management, employee and labor relations, and finally, economic strength. Each of these activities should be managed from a City-wide perspective. This approach can then be further driven down to each fund level, specifically general fund and by each enterprise fund. These categories are a reflection of key categories considered by rating agencies and also reflect operational functions.

Financial Advisory Commission; Collaborative Stewardship for City of Annapolis Financial Improvement

- I. Financial Reporting should include a policy requiring the frequency of financial reporting, such as; monthly, quarterly, and annually, the scope of the financial reports, and the completion date for each.

- II. Budget implementation and oversight should include policy development that addresses each revenue and expenditure category. Revenue categories include taxes, local receipts, intergovernmental and state aid, and grants. Although grants are typically considered intergovernmental receipts, the City should adopt specific grant policies and procedures to preclude unintended and unforeseen future responsibilities. Expenditure categories should include salaries, benefits, operating, debt service and capital expenditures.

Specific Metrics and/or policies should include:

- a. By revenue.
 - i. Property tax should be based on constant yield / constant levy rather than the tax rate floating with the assessed values.
 - ii. External revenue sources as a percentage of revenue, by category, ex., grants and by fund.
 - iii. Fees should be correlated to the cost of service, including future capitalization costs.
- b. A policy on one-time revenues. Ideally, one time revenues should only be used for one-time expenditures thereby correlating operating expenditures with operating revenues. However, for items such as "rainy day" transfers, there should be a threshold of non-recurring revenues as a percentage of total revenue used for recurring expenditures.
 - i. A policy on subsidies from other funds as a percentage of revenue.
 - ii. A policy that stipulates for what purpose reserves and retained earnings and/or fund balance can be appropriated.
- c. A policy requiring that budget to actual performance be reported monthly and that variances exceeding 10% be documented.
- d. A policy requiring a percentage of fund balance as a percentage of revenues.
- e. A budget development policy.
 - i. A policy requiring that budgets provide a three year history for trending purposes, and a five year forecast, including capital. The impact of capital improvements, including debt service and additional operating services should be noted. Debt service projections should include projections included in the 5 year capital plan.
 - ii. A policy requiring that budgets provide key assumptions. Budgets should also provide stress test assumptions.
 - iii. A policy requiring that supplemental budgets be adopted for budgets, by fund, not meeting projected revenues by quarterly thresholds or are over budget for expenditures by quarterly thresholds.
 - iv. A policy requiring the impact of collective bargaining contracts to be footnoted as part of the budget.
 - v. The budget should reflect a tax rate/fee impact analysis for each budget enhancement, including changes in debt service resulting from debt financing.
- f. An expenditures policy.
 - i. Fixed costs as a percentage of expenditures, by fund.

Financial Advisory Commission; Collaborative Stewardship for City of Annapolis Financial Improvement

- III. Management of the balance and off-balance sheet categories is essential to the success of the City. The primary categories include cash, investments, receivables, capital assets, accounts payable, debt, pension and OPEB liabilities, and fund balance/retained earnings.
- Specific Metrics and/or policies should include:
- a. Cash and investments is a measure of liquidity – short term liquidity needs.
 - i. Cash as a percentage of expenditures.
 - b. Accounts Receivable is a measure of collections - should be no more than 2-3%.
 - c. Capital Assets - much of the oversight and management of capital assets is part of the Capital Plan.
 - d. Accounts Payable.
 - i. Payables as a percentage of expenditures.
 - ii. Payables as a percentage of cash.
 - e. Debt - a policy formalizing debt planning and debt policies incorporating debt burdens, operational debt service costs as a percent of total expenditures, and maximum debt levels. Consideration should be given to inside and outside debt as related to enterprise funds and self supporting debt. Additionally, the use of variable rate obligations and interest rate swaps should be addressed in relation to interest rate exposure and liquidity. The policy should require tying the amortization period to the useful life of the underlying asset and using level principal versus level payment amortization methods.
 - i. Total debt outstanding, inside plus outside, as a percentage of full assessed value.
 - ii. Inside debt, that inside the debt calculation, as a percentage of full assessed value.
 - iii. Debt service as a percentage of the operating budget, in aggregate and by fund.
 - iv. Full value per capita.
 - f. Pension and OPEB liabilities.
 - g. Fund Balance / Retained Earnings.
 - i. Fund balance as a percentage of budgeted revenues, by fund.
 - ii. Fund balance as a percentage of assets.
 - h. Off balance sheet items.
 - i. Unsettled labor contracts.
 - ii. Pending litigation.
- IV. The City needs to adopt an organization risk management assessment which focuses not only on the city risks pools, such as the self insured health and general liability plans, but a risk analysis from a City-wide perspective.
- V. The City needs to adopt human capital strategies that address pension and OPEB obligations, while also complementing the Human Capital Assessment and Accountability Framework.
- VI. Rating agencies place the greatest weight on economic strength because it provides the source of leverage to support the tax base and drives other revenues including sales tax, utility fees and local receipts. Although the City may not be able to immediately influence this category, it is imperative that the policy makers of the City be familiar with the key attributes.

Financial Advisory Commission; Collaborative Stewardship for City of Annapolis Financial Improvement

Specific Metrics and/or policies should include:

- a. A policy requiring the development of key economic indicators and that they be reviewed as part the annual budget process and that financial policies be adjusted if necessary.
 - i. Valuation and new growth trends, including comparing trends to other local municipalities and national trends.
 1. Occupancy rates.
 2. New building permits.
 - ii. Percentage of commercial versus residential valuations - establish goals for diversifying the City's assessable tax base and implementing and providing for payment in lieu for exempt properties.
 - iii. Zoning and development factors.
 - iv. Type of economy, including:
 1. Diversity of the local economy - top ten tax payers as a percentage of valuation.
 2. Concentration of specific industries, especially vulnerable sectors within the economy - top ten tax payers by sector as a percentage of valuation.
 - v. Socioeconomic and demographic profile:
 1. Population trends.
 2. Medium family income as a percentage of state income.
 3. Medium family income as a percentage of US income.
 4. Unemployment rates and trends.
 5. Foreclosure activity and trends.



FREDERICK C. SUSSMAN
Writer's E-Mail: fsussman@cbknlaw.com
Writer's Telephone Extension: 3407

November 14, 2008

Mayor and Aldermen of the City of Annapolis
160 Duke of Gloucester Street
Annapolis, Maryland 21401

Re: Blue Ribbon Commission on City's Finances Interim Report

Dear Mayor and Aldermen:

The Blue Ribbon Commission on City's Finances is pleased to submit its Interim Report. This Interim Report addresses the Commission's review of the annual payment made by the State of Maryland to the City of Annapolis to offset the expense burden to the City resulting from Annapolis being the State capital.

In January the Commission will resume its deliberations on the remaining matters within its charge. The Commission expects to issue its final report to you prior to the City Council Finance Committee's review and consideration of the City's FY 2010 budget in April, 2009.

In the meantime, please let me know if you have any questions about the Commission's Interim Report.

Sincerely,

Frederick C. Sussman
Chair

FCS:tbm

INTERIM REPORT OF CITY OF ANNAPOLIS BLUE RIBBON COMMISSION ON THE CITY OF ANNAPOLIS FINANCES

November 14, 2008

The City of Annapolis Blue Ribbon Commission on the City of Annapolis Finances ("Commission") is pleased to submit this Interim Report to the Mayor and City Council. A final Report will be submitted at a later date upon completion of the Commission's work as described below.

Background and Scope of Interim Report

The Commission was created as a result of Annapolis City Council Resolution R-31-08 adopted on June 19, 2008. This Resolution provided for the creation of a nine member Commission. Only six members of the Commission have participated in the work of the Commission. Those members have subscribed to this Interim Report.

The Commission's charge was described in the Resolution as follows:

...to review the city's expenditures and revenue, and to report its findings and any recommendations to the City Council by November 15, 2008. The Commission shall (1) identify services provided by the city government to the State and county governments and Naval Academy, as well as other non-profit organizations, and the extent to which the City is compensated, (2) identify services provided to the city, (3) identify services provided to private parties and the extent to which the city is compensated, (4) consider reliance on property taxes, the prospects for property tax revenue in the near future, and the need for alternative taxing powers, and (5) judge the adequacy of PILOTs. The consideration of these matters does not preclude consideration of other matters relating to the city's finances.

This Interim Report focuses on the payment in lieu of taxes contribution provided to the City by the State of Maryland, and addresses items (1), (2) and (5) of the Commission's Charge as they relate to this issue. Due to the delay in organizing the Commission and the substantial charge given to the Commission, the Commission recognized that it would not be able to accomplish its entire charge by November 15. Therefore the Commission focused initially on the State payment in lieu of taxes contribution to the City so that the Mayor and City Council would have the views of the Commission on this important issue prior to the beginning of the 2009 session of the Maryland General Assembly. The Commission intends to continue its work and provide the Mayor and City Council with a final report on remaining matters within the charge to the Commission.

Work of the Commission

The Commission held its organizational meeting on June 30, 2008, and conducted subsequent meetings on August 7, September 11, October 8, October 21, November 6 and November 14, 2008. The Commission requested, and City staff provided, significant data to assist in evaluating the first phase of the Commission's charge addressed in this Interim Report.

As part of its evaluation the Commission considered services that the City provides to the State government because Annapolis is the State capital, the cost to the City for providing those services and the amounts paid by the State for those services. The Commission also looked at fourteen other state capitals around the country that the Commission deemed to be most "comparable" to Annapolis to determine what types of compensation those capitals received from their State governments for being the state capital. Finally, the Commission reviewed the City's annual tax value to the State and the assessment summary of taxable and tax-exempt properties in the City.

Interim Findings of the Commission

The Commission makes the following findings:

1. The City of Annapolis has a population of approximately 36,000 residents. The City also is the home to numerous visitors and employees in the City generated by the presence of the United States Naval Academy, the City being the seat of County government and the County's judicial system, the City being the "sailing capital of the world" and a historic city destination, the City being a place for people from outside the City to engage in commerce, and the City being the State capital. These additional visitors and employees create demands for City services, and their associated costs, which are substantially greater than otherwise would be required. However, the City government is not necessarily the direct beneficiary of the economic and tax benefits from these visitors and employees. Demands and costs for City services also are enhanced because of the significant population density and compact physical density of the City and the substantial amount of public housing within the City's borders.

2. The State provides certain services within the corporate limits of the City that are provided to other jurisdictions as well. As examples, the State Highway Administration maintains State roads within the boundaries of the City, and the Maryland State Police operates the Medevac service and is authorized by State law to exercise its police powers within the City. It also is anticipated that in the upcoming fiscal year the Maryland General Services Police will provide approximately \$10,000 worth of overtime services for additional police foot patrols in the City, to be paid for by a Capital Cities Safe Streets Grant. Additionally, General Services Police officers are expected to expand their patrolling services beyond the State office complex in the vicinity of Rowe Boulevard, Calvert Street, Lawyers Mall and State Circle as time and manpower permits.

3. The State has paid the City of Annapolis a payment in lieu of taxes ("PILOT") each fiscal year since 1980. (See Exhibit 1.) This is a misnomer since a payment in lieu of taxes usually presumes that there may be an obligation to pay property taxes in the first instance. As the sovereign, the State government does not pay taxes to Annapolis or any other subordinate jurisdiction. Rather, the PILOT is intended to be a reimbursement to the City for services provided to the City for the benefit of the State as the State capital. The PILOT each year since 1980 has taken into account police and fire services provided by the City to the State. Between 1980 and 1994 the PILOT also accounted for refuse collection services then provided by the City to the State. The amount of the State contribution has ranged for a low of \$90,000 in 1980 and 1981 to a high of \$417,000 in 2003 through 2005. For the past four fiscal years the annual amount has been \$367,000. The annual payment has never been indexed to account for inflation.

4. The amount of the PILOT is determined annually by the State, upon request of the City. The City's request is accompanied by a formulaic analysis that justifies the amount requested. The annual contribution as determined by the State is included as a line item in the Department of General Services budget request to the General Assembly. The amount of money allocated by the State each year has been less than the amount requested by the City, without any explanation, agreement or apparent objective justification. The current manner in which the State considers the City's annual request does not provide any revenue flow predictability to the City from year to year, leaves the amount of any State contribution for City services to subjective State determination and political considerations, and does not ensure that the State will reasonably compensate the City for the added burden placed on City services because Annapolis is the State capital.

5. Historically, the City's requests to the State for the annual reimbursement contribution have been based upon a formula that has attempted to isolate and quantify the amount and costs of police and fire services provided by the City to the State because Annapolis is the State capital. The City also provides some Public Works services to the State that are not, but should be, accounted for in the formula. Because the City as the state Capital is only one of many factors that contribute to the City's cost of providing services, there will be some subjectivity in the allocation of City costs attributable services provided because the City is the State capital. However, the methodology adopted by the City appears to be a reasonable approach to this complex task. See Exhibit 2.

6. There is no model for cost reimbursement in other states that have capital cities "comparable" to Annapolis that we can look to for a model as to how cost reimbursement should be managed. While the Commission recognizes that Annapolis is unique because of the multiple factors described in Paragraph 1 above, the Commission looked at 15 other state capitals that were relatively comparable in size to Annapolis. Data relating to Annapolis and these other capital cities are depicted on Exhibit 3. While there are numerous differences between these capitals, what is striking is that none of the other capital cities are provided services reimbursement by their states according to any defined formula. Seven of the capitals receive no services reimbursement contribution from their states. Six of the capitals receive contributions less than Annapolis receives from Maryland. Trenton, New Jersey receives the largest contribution, in part because its contribution from the State of New Jersey includes contributions towards the funding of education in the City.

7. The City receives significant amounts of State fiscal aid as depicted on Exhibit 4. For FY 2009 these revenues are projected to amount to approximately \$5,000,000. These various types of State revenues are provided through State mandated payments to all municipalities or through various State grant programs for specific designated purposes. None of these State revenues are designed or intended to compensate the City of Annapolis for the additional costs incurred for serving as the State capital.

8. Property owned by the State government is exempt from municipal property taxation. As depicted on Exhibit 5, State-owned property accounts for 17.57% of all tax-exempt property within the corporate limits of the City, having an assessed value of \$261,064,044.

9. As depicted on Exhibit 6, the City provides a net value of approximately \$150,000,000 to the State's General Fund coffers. These amounts are derived from property taxes, other tax revenues and lottery revenues paid to the State by City residents and others who transact business in the City. This net amount also accounts for the \$1,383,640 value to the State for not being subjected to municipal property taxes on the assessed value of State-owned land within the corporate limits of the City.

10. On balance, the City's methodology to analyze of the cost of services provided by the City for the benefit of the State as the capital city of Maryland is reasonable. This methodology attempts to account for the multiplicity of factors that contribute to the City's cost for providing services and allocate to the State its own proportionate share of these costs. Full funding of the costs of services computed by this methodology would more than double the amount of funds that historically have been contributed by the State for such services.

Commission's Interim Recommendations

The Commission makes the following recommendations with respect to the annual "PILOT" reimbursement made by the State of Maryland to the City of Annapolis:

1. The City and the State should cease referring to the annual payment from the State as a "payment in lieu of taxes." To reflect the purpose of the payment, the City and State should refer to it as a "Capital City Services Reimbursement."

2. The City should separate its annual request for a Capital Cities Services Reimbursement from the City's other requests from the State. This reimbursement should be treated as a mandatory payment from and by the State. In the absence of the reimbursement being a legislative mandate, the City must advocate strongly for the inclusion of the Capital City Services Reimbursement in the State's annual budget.

3. The City should work with the State to validate the City's current formula or develop and agree upon some other objective formula to provide a framework that the parties rely upon each year to determine the amount of the annual Capital City Services Reimbursement. This formulaic approach has worked successfully between the City and Anne Arundel County to determine the amount of the County's annual tax differential to City residents. The formula

should be based upon the City's reasonably identifiable allocation of costs for services that are provided to the State government because Annapolis is the State capital. The formula should take into consideration police and fire services provided by the City for the benefit of the State government as has been considered in the past. Additionally, the formula should include City Public Works Department services and other services provided by the City to the State government because Annapolis is the State capital.

4. Because there is an approximately \$450,000 difference between the City's reasonable allocation of costs for services currently provided to the State government (\$825,000) and the amount of the State's contribution over the past four years (\$367,000), and recognizing the State's current dire fiscal predicament, the City should work with the State to develop a plan for the State to increase the amount of the Capital City Services Reimbursement annually to achieve full funding as soon as practicable.

Respectfully submitted,

Frederick C. Sussman, Chair
Bob Burdon
Lee Finney
Barry Jackson
William Ratchford
Kathie Sulick

1 **..Title**

2 **Density Provisions in the R3, General Residence Zoning District** – For the purpose of
3 allowing greater density for certain HACA properties located in the R3 General Residence
4 zoning district in order to facilitate redevelopment that maintains the existing number of
5 subsidized units and allows for additional mixed-income units.

6
7 **..Body**

8 **CITY COUNCIL OF THE**
9 **City of Annapolis**

10
11 **Ordinance 3-14**
12 **Introduced by: Alderwoman Finlayson**

13
14 **Referred to**
15 **Rules and City Government**
16 **Planning Commission**

17
18 **A ORDINANCE** concerning

19 **Density Provisions in the R3, General Residence Zoning District**

20 **FOR** the purpose of allowing greater density for certain HACA properties located in the R3
21 General Residence zoning district in order to facilitate redevelopment that maintains the
22 existing number of subsidized units and allows for additional mixed-income units.

23 **BY** repealing and re-enacting with amendments the following portions of the Code of the
24 City of Annapolis, 2014 Edition
25 Section 21.40.070
26 Section 21.50.060

27
28 **WHEREAS,** the Housing Authority of the City of Annapolis (HACA), under the direction of the
29 U.S. Department of Housing and Urban Development (HUD), is seeking private
30 partners to assist in the redevelopment of certain HACA properties; and

31
32 **WHEREAS,** in order to qualify for HUD assistance for redevelopment projects, HACA must
33 demonstrate that redeveloped properties will have units available for mixed-
34 income households in addition to the subsidized units; and

35
36 **WHEREAS,** it is the policy of HACA and the Annapolis City Council that there be no net loss
37 of subsidized units upon the completion of redevelopment; and

38
39 **WHEREAS,** certain HACA properties are zoned and developed such that they are at
40 maximum density and therefore cannot maintain existing numbers of subsidized
41 units while providing additional mixed-income units; and

42
43 **WHEREAS,** the Comprehensive Plan, Chapter 8—Housing contains policies directly related
44 to the redevelopment of HACA properties:

45
46 Policy 2.1 supports revitalization efforts with the goal of ensuring quality housing for low
47 income residents, and for transitioning to private professional property management.

1
2 Policy 2.2 supports the City working with HACA to evaluate income diversity of public
3 housing residents; and
4

5 **WHEREAS**, the goal of providing mixed-income housing while maintaining the existing
6 inventory of subsidized housing can, in certain instances, only be achieved via
7 flexibility in determining density of development.
8
9

10 **SECTION I: BE IT ESTABLISHED AND ORDAINED BY THE ANNAPOLIS CITY**
11 **COUNCIL** that the Code of the City of Annapolis shall be amended to read as follows:
12

13 **CHAPTER 21.40 – RESIDENTIAL DISTRICTS**
14

15 **21.40.070 R3 General Residence district.**
16

17 A. Purpose. The R3 General Residence district provides for single-family and two-family
18 detached dwellings at up to eight dwelling units per acre and other uses compatible with these
19 neighborhoods of the City including single-family attached and multi-family dwelling units.

20 B. Uses. Uses that may be permitted in the R3 General Residence district are set forth in the
21 table of uses for residential districts in Chapter 21.48

22 C. Development Standards. Chapter 21.50 contains the bulk regulations table for the R3
23 General Residence district.

24 D. NOTWITHSTANDING THE PROVISIONS OF CHAPTER 21.50, IN CASES OF MULTI-
25 FAMILY DEVELOPMENTS THAT A PUBLIC ENTITY WHOLLY OR PARTIALLY OWNS,
26 DENSITY MAY BE ESTABLISHED THROUGH THE PLANNED DEVELOPMENT PROCESS
27 WITHOUT MEETING THE PROVISIONS OF SECTION 21.24.050 B.1., PROVIDED THAT:
28

- 29 1. THE PROPERTY BEING DEVELOPED IS AN EXISTING HOUSING DEVELOPMENT;
30 AND
- 31 2. THE ADDITIONAL UNITS ARE SOUGHT IN ORDER TO MEET FEDERAL, STATE OR
32 LOCAL REQUIREMENTS TO DEVELOP MIXED-INCOME HOUSING WHILE
33 MAINTAINING THE EXISTING NUMBER OF SUBSIDIZED HOUSING UNITS; AND
- 34 3. THE INCREASE IN NUMBER OF UNITS DOES NOT EXCEED 67% OF THE MAXIMUM
35 DENSITY ALLOWED UNDER SECTION 21.24.050 B.1.; AND
- 36 4. THE PROPOSED DEVELOPMENT, IN ALL OTHER WAYS, MEETS THE PLANNED
37 DEVELOPMENT AND ADEQUATE PUBLIC FACILITIES REQUIREMENTS.
38
39
40

41 **Chapter 21.50 – BULK REGULATIONS TABLES**

42 **21.50.060 – Bulk Regulations Table R3 District.**

Health and medical institutions	40,000	120	50 ³	15 ⁶	35 ⁶	50			1.2	
Inns	2 acres		i. Minimum setback from any street: 50 feet ii. Minimum setback from adjacent single-family development: 75 feet iii. All other yards: 30 feet	i. Minimum setback from any street: 50 feet ii. Minimum setback from adjacent single-family development: 75 feet iii. All other yards: 30 feet	i. Minimum setback from any street: 50 feet ii. Minimum setback from adjacent single-family development: 75 feet iii. All other yards: 30 feet	i. Minimum setback from any street: 50 feet ii. Minimum setback from adjacent single-family development: 75 feet iii. All other yards: 30 feet	2.5 stories not to exceed 35 feet	10		50
Institutions for the care or treatment of alcoholics, drug addicts and the mentally ill	5 acres	200	¹³	¹³	¹³	¹³				
Museums and art galleries	40,000	120	50 ³	15 ⁶	35 ⁶	50			1.0	
Philanthropic and charitable institutions	20,000	100	35 ³	10 ⁶	25 ⁶	50			1.0	

Mooring slip			No requirement								
--------------	--	--	----------------	----------------	----------------	----------------	----------------	--	--	--	--

1 Table Notes:

- 2 1. Where the front, side or rear lot line of a residential lot adjoins an accessible and
3 usable common or public open space which is at least five acres in area and of a depth
4 perpendicular to the lot line of not less than 200 feet, the required area may be reduced
5 by 20 percent.
- 6 2. The minimum total zoning lot area is 5,400 square feet. For multi-family and single-
7 family attached uses the maximum number of dwelling units per structure is 10.
- 8 3. Plus one foot for each three feet by which the building width exceeds 40 feet.
- 9 4. Unless the building height exceeds 25 feet, in which case the interior side yards shall
10 equal one-fifth the building height. Buildings 50 feet or more in overall width, as
11 projected upon the front lot line, shall have side yards not less than ten percent of the
12 building width or 20 percent of the building height, whichever is greater.
- 13 5. Buildings 50 feet or more in overall width, as projected upon the front lot line, shall
14 have corner side yards not less than 25 percent of the building width or 30 percent of the
15 building height, whichever is greater.
- 16 6. Plus one foot for each two feet by which the building height exceeds 15 feet.
- 17 7. Unless the entire structure is located on the rear 25 percent of the lot, in which case
18 only two feet is required. See illustration at Section 21.60.100
- 19 8. Where the front, side or rear lot line of a residential lot adjoins an accessible and
20 usable common or public open space which is at least five acres in area and of a depth
21 perpendicular to the lot line of not less than 200 feet, the floor area ratio may be
22 increased by 20 percent.
- 23 9. The front yard for principal uses shall be the minimum specified in the table or the
24 established front yard pursuant to Chapter 21.38
- 25 10. Each side yard shall meet the minimum requirement set forth in the table, and the
26 total of both side yards must equal at least 20 percent of the lot width.
- 27 11. i. Except as provided in subsection (ii) of this note, no building shall exceed the
28 lesser of either the maximum height in the bulk regulations table or the average height of
29 all structures on the block face.
- 30 ii. New construction behind the ridgeline (i.e., roofline) of an existing structure, or if
31 no structure is extant, behind the average front setback of ridgelines on the block face,
32 may maintain the height limitation in the bulk regulations table.
- 33 12. i. Within five feet of any property line except rear property lines adjacent to an alley:
34 maximum cornice height of eight feet and maximum ridge height of 16 feet.
- 35 ii. The cornice and ridge heights of an accessory structure may increase one foot for
36 each one foot of additional setback beyond two feet up to a maximum height of two
37 stories and/or a cornice height of sixteen feet and a ridge height of compatible design.
- 38 13. As specified by the decision-making body or official through the zoning decision-
39 making process set forth in Division II, Administration.

1 14. If the lot is to be subdivided, a minimum lot area of 3,600 square feet and a
2 minimum lot width of 30 feet per dwelling unit shall be provided.

3 15. In the case of re-subdivision of improved zoning lots, side yard requirements do not
4 apply between attached buildings.

5 16. EXCEPT AS PROVIDED FOR IN SECTION 21.70.040 D.
6
7

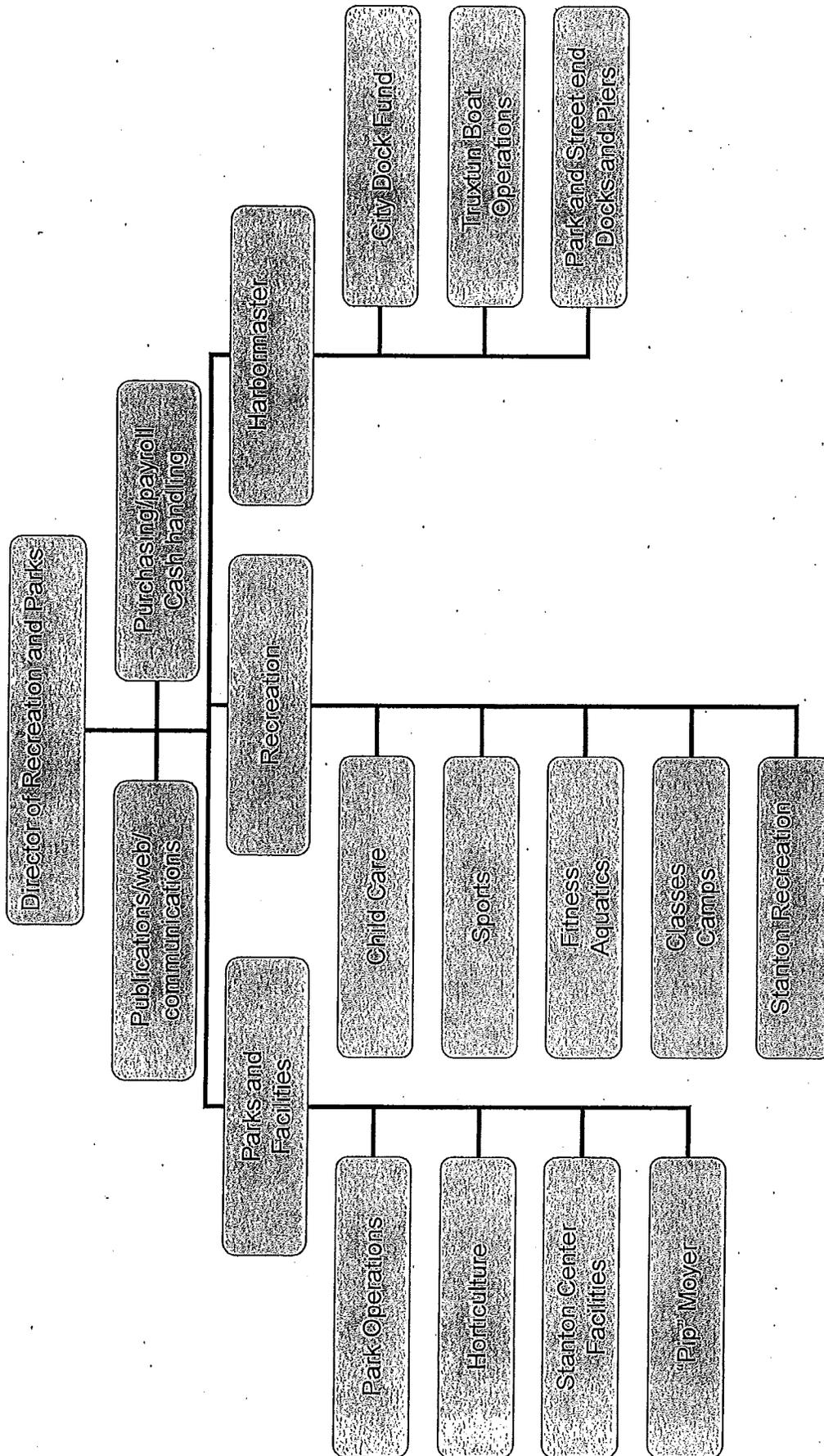
8 **SECTION II: AND BE IT FURTHER ESTABLISHED AND ORDAINED BY THE**
9 **ANNAPOLIS CITY COUNCIL** that this Ordinance shall take effect from the date of its
10 passage.
11
12
13

14 **EXPLANATION**

15 CAPITAL LETTERS indicate matter added to existing law.

16 ~~Strikethrough~~ indicates matter stricken from existing law.

17 Underlining indicates amendments.



On Fri, Oct 24, 2014 at 10:37 AM, Flip Walters <jpwalters@annapolis.gov> wrote:

Below please find a description of reduced power usage and reduced night-sky light pollution.

To reduce power consumption on the ball fields and public tennis courts we have installed computer controlled lighting systems on our public playing fields. the lights are programmed to come on before each authorized use, and automatically go off afterwards. As a back-up measure the authorized users have an 800 phone number they can call from a cell phone to extend play time or an early turn-off for a cancelled event. This greatly reduces the time these lights are left on and minimizes the likelihood of lights being on when no one is using the ball fields.

The public tennis courts each have a light on-timer switch that allows a user to activate the lighting for tennis court for one hour at a time. In the last five minutes a yellow strobe light warns the players that they must either hit the button again, or the lights will go out. The players can keep renewing their lighted hour as long as they need it... but the lights will go out within an hour after they stop renewing it.

Both of these improvements have produced a visible reduction in electric power consumption, saving both money for the City and reducing the magnitude of the City's energy footprint on the environment.

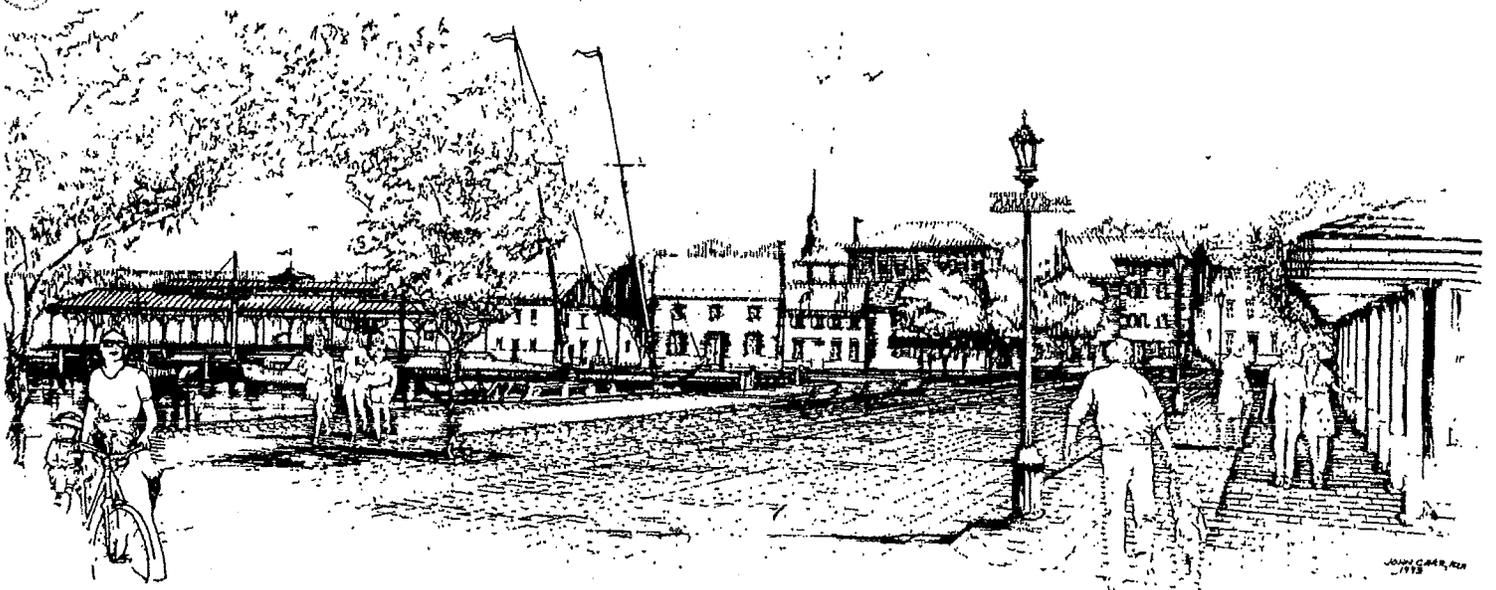
Both of these improvements also reduce the magnitude of night-sky light pollution by the City.

Regards
Flip

J. P. "Flip" Walters,
Acting Director, Department of Recreation and Parks
City of Annapolis, Md.
410-263-7958 (Office)
jpwalters@annapolis.gov

Annapolis Ward One Sector Study

Final Report



3

3

3

COVER ILLUSTRATION BY JOHN CARR, AIA

EXECUTIVE SUMMARY

The future of downtown Annapolis lies in its ability to regain control of its streets. Designed for pedestrians, boats and horse-drawn carts, the streets of Annapolis are today dominated by cars, buses and trucks -- crowding the Dock, congesting the roads and overwhelming the neighborhoods. The result is a City Dock designed for cars not people, a Main Street which has turned its back on the Bay in order to expedite traffic, neighborhoods such as Green Street and Duke of Gloucester which have become thoroughways for commuter automobiles, and residential streets which have become parking lots -- particularly on the weekends.

The effect of these car-dominated changes which have evolved over the years has been to seriously diminish the quality of life in downtown Annapolis for both resident and merchant. Local businesses struggle to compete with shopping malls; local neighborhoods struggle to retain a residential ambiance; and local institutions such as the Court House and the Hospital struggle to remain on land-locked sites. As this Ward 1 Sector Study shows, people are moving out and single family home ownership has declined. Moreover, most local serving as well as visitor serving businesses are physically unable to expand and will need assistance to ensure growth in sales since there will be no growth in size, and the institutions need cooperation and flexibility to remain downtown.

This congestion must be reduced. The Study recommends a comprehensive transportation and parking program which will dramatically affect both resident and visitor. It is designed to get as many people out of cars as soon as possible, and targets visitors and employees for accessible intercept parking lots, improved shuttle service, and enforced parking restrictions. It proposes consolidation of all transportation and parking responsibilities and the establishment of a pricing system which encourages transit.

The Study recognizes that without strong policies in place, lower Main Street and the City Dock, once a bustling working waterfront of wharfs, warehouses and seamen, may become a sanitized sanctuary for visitors seeking an East Coast re-creation of Disneyland. Visually, the space is dominated by cars and overhead wires. Physically, the area is paved in concrete and there is no way for pedestrians to stroll from one end of the harbor area to the other without jousting with cars.

What is needed is for the City to recapture this space for its citizens. It must reduce parking, add landscaping and greenery, create intimate places to rest and improve access

Annapolis Ward One Executive Summary

and views of the water. Above all, it should clearly link the Dock with Main Street so that the heart of the commercial area presents a coherent and appealing unity to both local citizen and visitor alike.

The Study found the downtown merchants working within a "fragile" economic climate. Increasing rents, visible vacancies, and mounting congestion are working against stability in the downtown retail sector.

A gradual loss of local serving businesses and the growing presence of national chains demonstrated the need for the City to reevaluate its basis for decisions over the past several years. As a result of this reevaluation, this Study recommends a new partnership process between government, business and the residential community in working to create and manage the future of Annapolis. As a priority, it recommends an active economic development program which encourages long-term investment in both buildings and businesses through a series of tax incentives and zoning controls. Creating diversity and ensuring the future of Main Street as the City's economic focal point are the goals. There is clear recognition that a strong downtown relies on patronage by both resident and visitor alike, and that the long-term viability of the City rests on its ability to maintain its distinct historic, human scale, maritime character and charm.

There are neighborhoods within Ward 1 which are "at risk". Commercial encroachments, high traffic volumes, lack of maintenance, and deteriorating neighborhood quality mark a series of streets whose residential future is in doubt. The Study recommends an aggressive neighborhood conservation program of positive zoning controls and incentives, with mandated monitoring. The intent of the program is to enhance the residential quality of life in these areas and to retain and increase the percentage of single-family, owner-occupied dwellings.

Historic preservation - a continuing recognition of Annapolis's marvelous past - also provides the foundation for the future. Designated a "National Historic Landmark" and a "National Register District", the City of Annapolis must maintain constant vigilance to safeguard not only its historic buildings, but its living neighborhoods, small locally-owned businesses, and its human scale. To conserve the irreplaceable and diverse architectural, historical landscape and cultural resources, this Study recommends a program of public improvements and private reinvestment throughout the downtown area which will result in renovation of both buildings and public spaces. The Study also provides incentives for additional residential uses, such as apartments and Inns in second story commercial space, suggests a program to facilitate reuse of vacancies, outlines an ownership program for commercial tenants, and proposes a system of commercial property tax credits for both commercial reinvestment and for reconversion of multi-family units to single family use.

Parking! There will never be ample parking for all downtown. The Study recognizes

Annapolis Ward One Executive Summary

that both resident and merchant share some of the responsibility for congestion and that both must share some responsibility for correcting it. It recommends extending the residential parking restrictions to weekends but rigorously controlling the number of permits issued. It recommends phasing-in a new permit fee structure, but requires increased parking restriction enforcement. It balances a comprehensive commercial parking program with the residential parking requirements. And finally, it removes much of the parking from the City Dock but links this with the provision of nearby parking replacement.

Many of Annapolis's problems today are problems of success. Its location as an historical colonial port and a major governmental and institutional center has resulted in a city which today possesses a unique blend of uses. Downtown Annapolis is the historic commercial center for Anne Arundel County, the site of the State House and related government offices, the location of several County office buildings and Courthouse, St. John's College and the Naval Academy, and, last but not least, the regional boating center for the Chesapeake Bay. Perhaps most importantly, downtown Annapolis is - unlike many of America's downtowns - a city of neighborhoods.

Located within commuting distance of the fast-growing metropolitan areas of Baltimore and Washington, D.C., Annapolis has been subject to increasing pressures. During the past two decades, the pace of change has increased. A surge in pleasure boating activity and a growing appreciation of Annapolis as a quaint and lively area to live and to visit has resulted in major economic pressure on land uses, on retailing and on the City's ability to absorb seasonal influxes of visitors throughout the year.

These pressures are concentrated on the downtown historic core. And it is this core which is the locus of principal economic and governmental activity in the City, the location of a major national military academy, and the destination for hundreds of thousands of visitors annually. All these activities take place within one square mile, and many of them try to take place all at the same time.

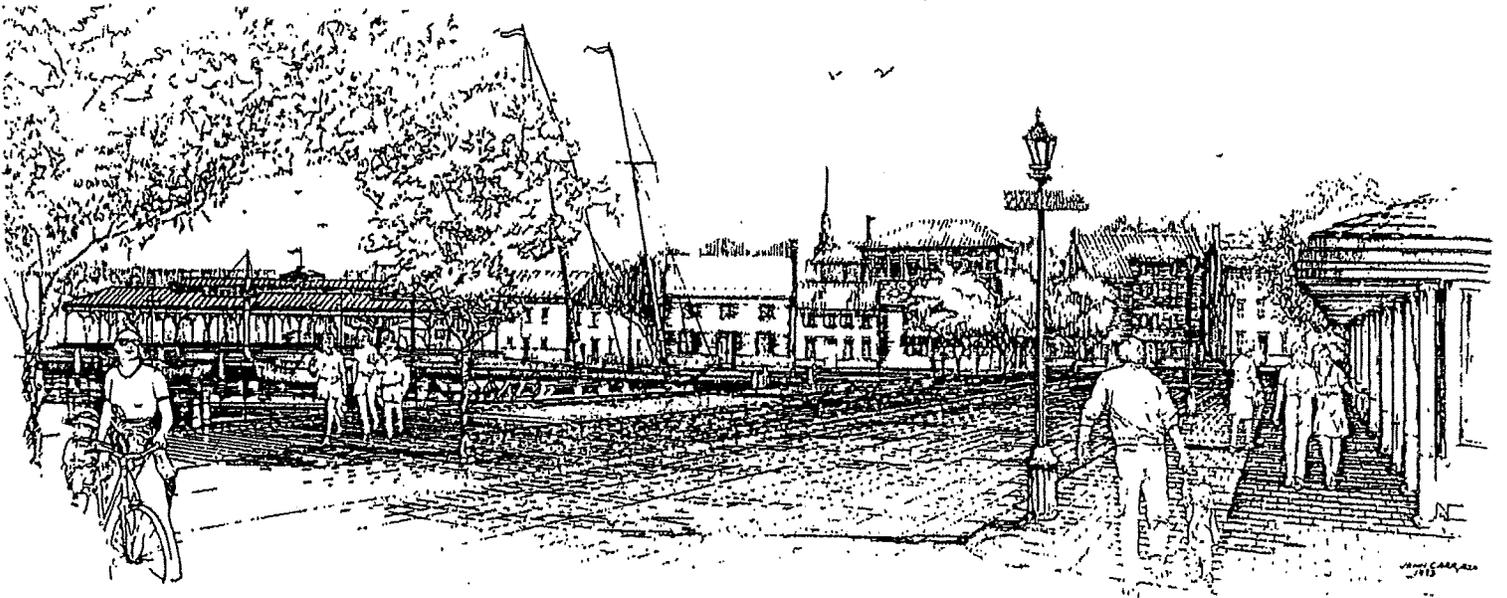
This congestion places enormous pressures on the City's public spaces and rights of way, parking facilities and residential streets, and perhaps more significantly on the citizens who are recognizing signs of stress in the "vita civitas" - that is, the basic civility which must undergird the structure of urban life.

Annapolis Ward One Executive Summary

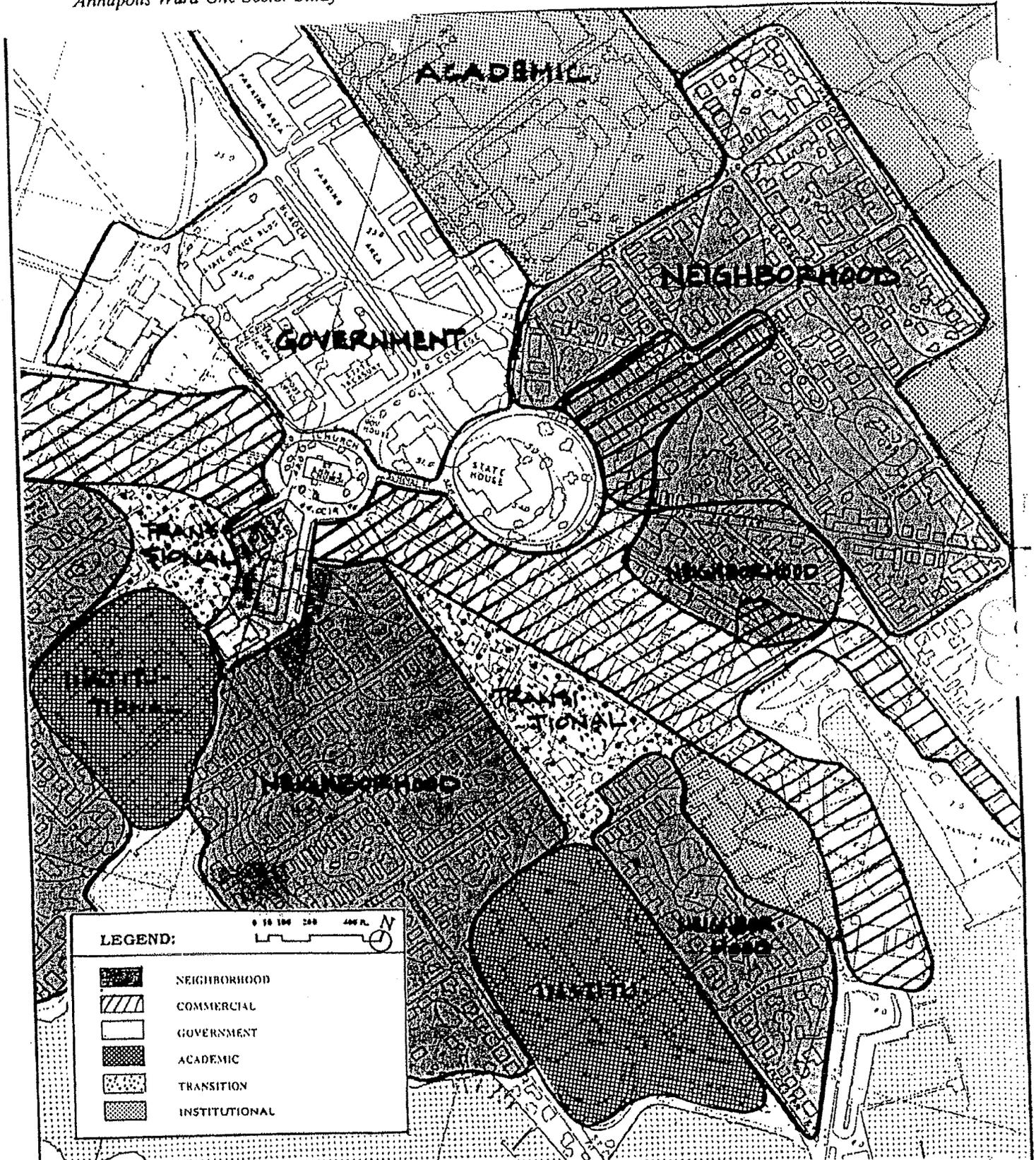
However, as this Study documents, in addition to the pressures from the outside, there have been significant structural changes within the very urban fabric of Ward 1 itself. While its importance as a cultural, recreational and historic lodestone has grown, its significance as a major economic center within the County has been muted by the rise of nearby regional shopping malls. Additionally, the earlier dominance of Ward 1 within the City in terms of population density and home-ownership has seriously eroded.

These changes which Ward 1 has undergone during the past two decades make it imperative that the City - in conjunction with its citizens - take a series of positive and vigorous actions to preserve and enhance the extraordinary assets which the downtown possesses: that is, the waterfront and its maritime activities; the 17th, 18th and 19th century shops and neighborhoods; and the public open spaces.

III EXISTING CONDITIONS:
 LAND USE & ZONING



Annapolis Ward One Sector Study



ANNAPOLIS WARD ONE SECTOR STUDY

The Phipps Group
Cho, Wilks & Benn Architects

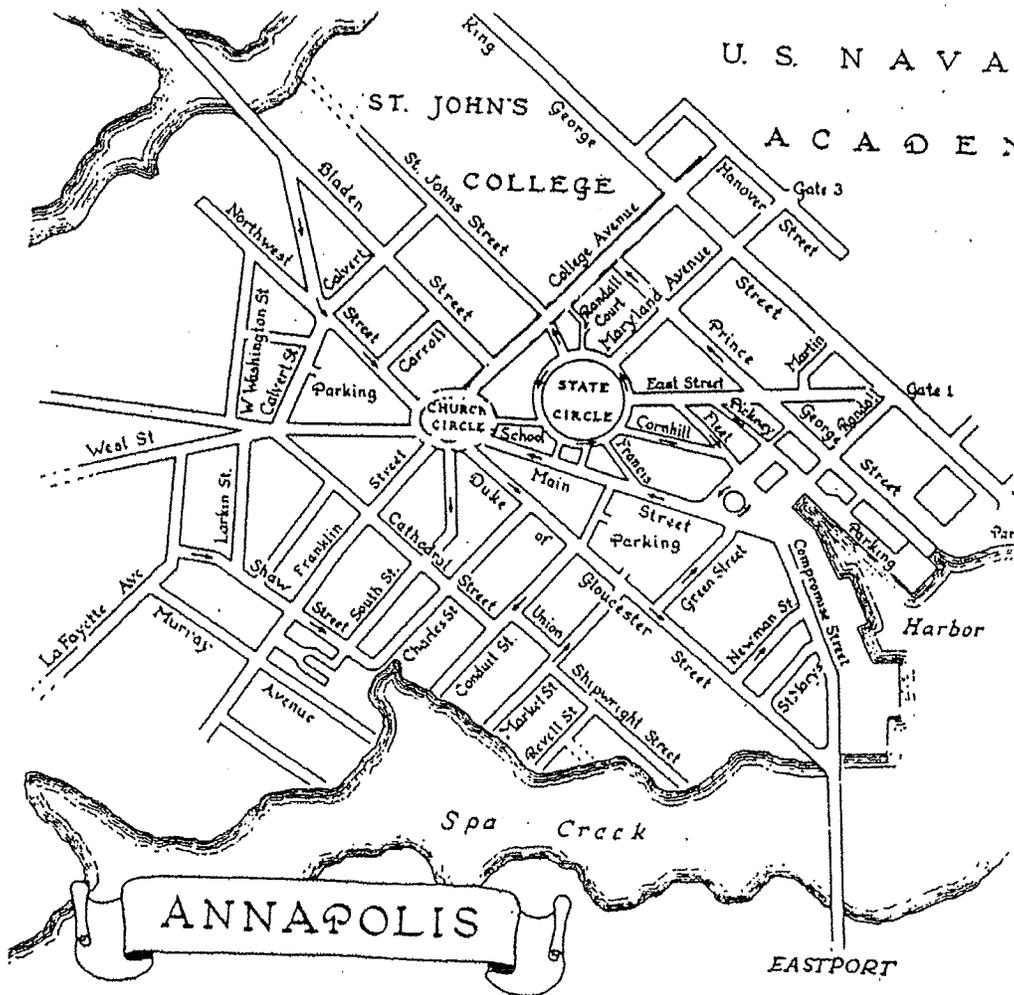
Douglas & Douglas
Hunter Interests

FIGURE C

Major Use Areas

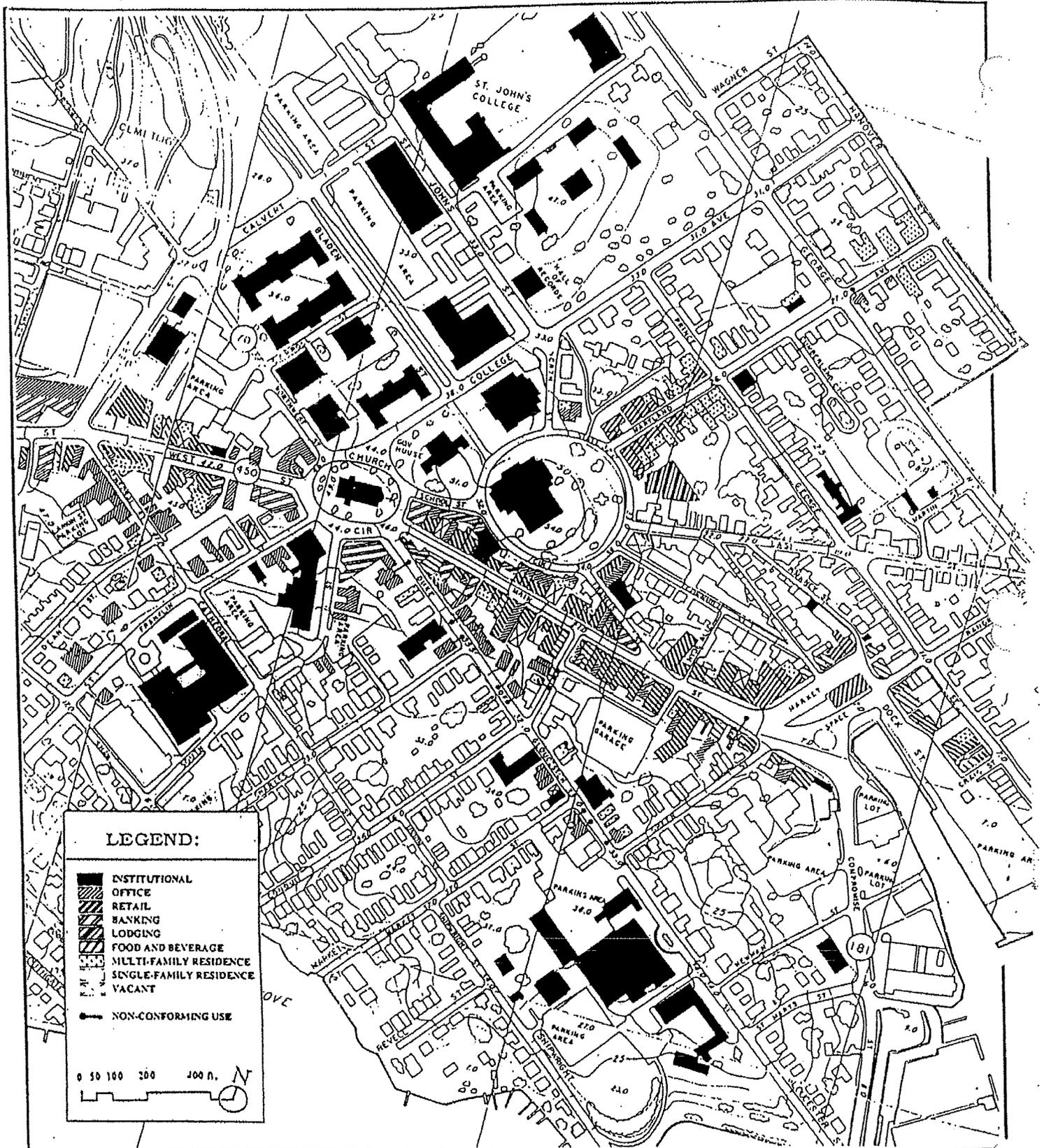
Annapolis Ward One Sector Study

for release of these pressures.' It is essentially land-locked and "built-out" with very limited possibility for further development at its downtown core. Yet is it this core which is the locus of principal economic and governmental activity in the City, the location of a major national military academy, and the destination for hundreds of thousands of visitors annually. All these activities take place within one square mile and many of them try to take place all at the same time. (Figure C: Land Use).



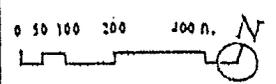
¹. West Street provides the greatest opportunity for development within Ward 1. The West Street Action Plan offers incentive zoning which may act as a release value for development pressures in the future.

Annapolis Ward One Sector Study



LEGEND:

- INSTITUTIONAL
- ▨ OFFICE
- ▩ RETAIL
- ▧ BANKING
- ▦ LODGING
- ▤ FOOD AND BEVERAGE
- ▣ MULTI-FAMILY RESIDENCE
- ▢ SINGLE-FAMILY RESIDENCE
- VACANT
- ⊙ NON-CONFORMING USE



ANNAPOLIS WARD ONE SECTOR STUDY

The Phipps Group
Cho, Wilks & Benn Architects

Douglas & Douglas
Hunter Interests

FIGURE 1

Land Use



*Annapolis Ward One Sector Study***V. EXISTING CONDITIONS: PARKING****A. OVERVIEW: PARKING PROBLEMS IN COMMERCIAL AND RESIDENTIAL AREAS:**

Parking has been and remains a focal point for the competing needs of different groups wishing to enjoy and use downtown Annapolis. There is daily competition for the few curbside and off-street parking spaces available. At the same time there are deep concerns expressed by the residents, business owners and visitors about the relative supply of and demand for parking spaces; how they can equitably be distributed; and which groups should have priority in that distribution.

There are several types of parking available for residents and visitors of Ward 1: off-street parking garages (e.g., the Hillman Garage, the Amos Garrett Garage, and the Whitmore Garage); curb spaces controlled by parking meters; residential curbside parking spaces restricted by a residential permit system; off-street private parking spaces in the residential areas and owned by private institutions; and remote parking with shuttle service to the downtown area.

From the standpoint of most users, there seldom seems to be enough parking in the right place at the right time. But it is widely recognized that, short of destroying what is a beautiful and charming downtown, there is very little opportunity for adding more parking except perhaps as replacement parking for existing spaces removed to provide for urban design enhancements.

Some of the parking problems in Ward 1 result from a fragmented parking management allocation of responsibilities resulting in different policies and pricing of parking. For example, each of the controlled mechanisms - residential parking permits, meters and off-street parking lots and garages - are administered differently and with different forms of accountability.

Residential parking permits are issued by the Law Department which bears the cost of administering the program. The revenues are deposited in the General Fund, and there is no separate accounting. Enforcement of the residential parking permits is provided by the Police Department which must bear the cost of fielding parking enforcement officers without collecting offsetting revenues.

Annapolis Ward One Sector Study

Parking meters are maintained and enforced by the Police Department. Revenues from meters and fines are deposited in the General Fund while collection and maintenance costs are absorbed by the Police Department without a separate accounting.

Off-street parking lots and garages are operated by the Department of Public Transportation which prepares budgets for revenues and costs. The garages are an enterprise fund.

Because of this fragmented system, parking rates are the result of the policies of the individual agencies rather than a comprehensive, integrated City parking policy. A result of this is the fact that it is cheaper to use the curbside meters (\$0.50/hour) than to park in one of the garages or parking lots which charge \$1.00 to \$1.25/hour. This, of course, encourages drivers to prolong cruising looking for curb spaces.

Moreover, fines are often so low as to not present a deterrent to illegal parking. The relatively modest fines coupled with spotty parking enforcement leads many parkers to park illegally or stay over the legal time and possibly pay a fine rather than to pay a higher parking fee and/or walk farther to their destination.

B. PARKING PLANNING POLICIES

This study has used as its basic principal the Parking Management Goal developed by the Advisory Committee which states:

"Develop a demand responsive, flexible parking management system with adjustable rates for employees, visitors and residents by:

- reallocating parking at the City Dock area,
- enhancing the attractiveness and use of the Hillman Garage, and
- reviewing current residential parking restrictions."

Within this context the assumptions governing the analysis were that:

- o Without substantial demolition of existing buildings, or direct incursion into residential areas, Annapolis will never be able to provide *ample* parking for employees, visitors and residents. *Thus, some parking deficiency will always remain.* Thus, the recommendations of this Study

*Annapolis Ward One Sector Study***2. CITY DOCK***INTRODUCTION*

The most notable exception to the general impression of this lovely historic town is the City Dock area. Until recently, the City Dock has been a working place for watermen and other port related activities, and historically, it was the site of the arrival in America of the famous African American, Kunta Kinte. Today, the City Dock is one of the key attractions, particularly for visitors and recreational boaters, and its location at the foot of Main Street connects the dock area seamlessly with the historic fabric of the City.

Yet, the City dock is not attractive because of vast surface parking lots directly at the water's edge, large paved street areas and uncoordinated buildings.

APPROACH

The following recommendations reflect the recognition that without strong policies in place, lower Main Street and the City dock, once a bustling working waterfront of wharfs, warehouses and seamen may become a sanitized sanctuary for visitors seeking an East Coast re-creation of Disneyland.

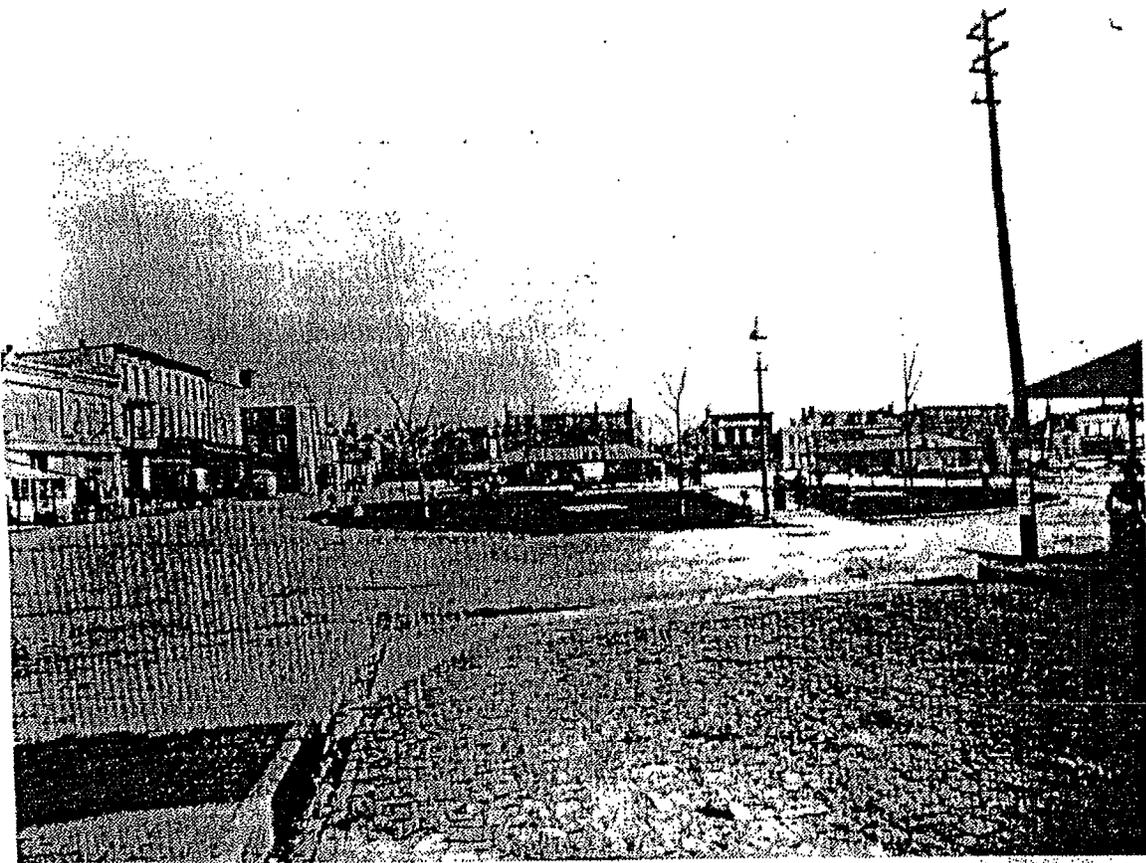
The focus of the recommendations is to recapture this space for the citizens of Annapolis, through reduction in parking, the addition of landscaping and greenery, the creation of intimate places to rest and the provision of an open-air market - much like the activity which took place at the turn of the Century - to attract fresh fruits, vegetables and flowers to the heart of downtown, and perhaps allow fishermen to once again sell their product at the shoreside.

The schemes presented in this Study have to be understood as a framework for future small scale, infill development allowing sufficient flexibility to respond to needs that might be defined more precisely some time from now.

Annapolis Ward One Sector Study

Character

- Undefined uses, circulation and spaces lead to a confusing character of the area.
- Buildings are varied in terms of materials, colors. Scale is generally 2 or 3 stories and relatively small building footprints.
- All hard surfaces. Too much asphalt.

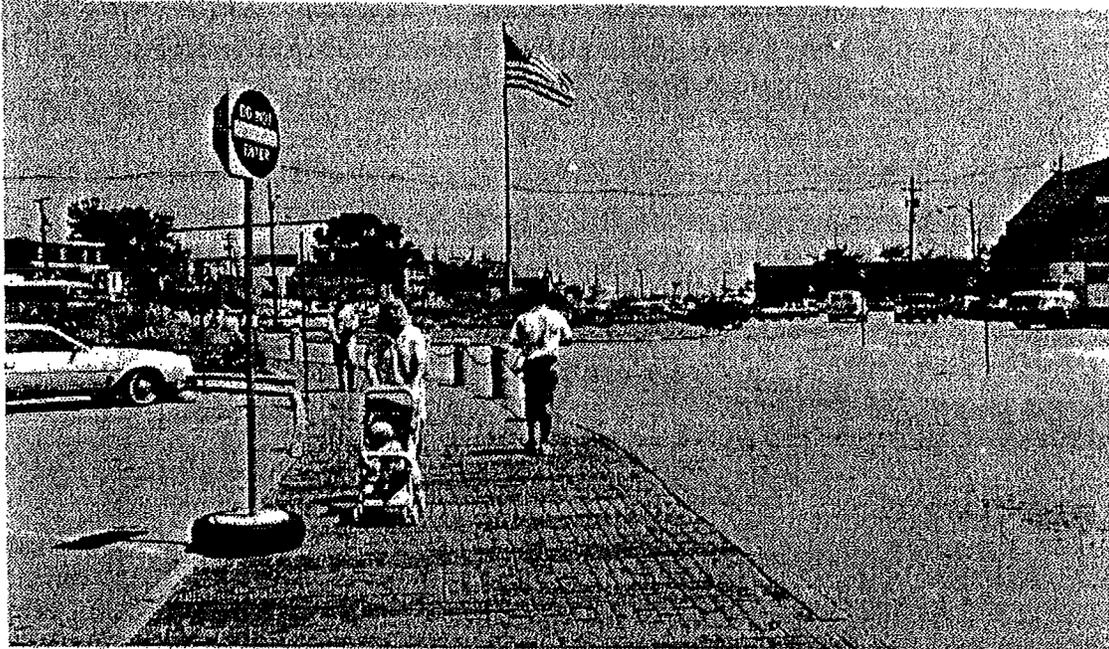


Market Space at the turn of the Century .(Maryland State Archives: Marion E. Warren Collection [MSA SC 985-105]

Annapolis Ward One Sector Study

2. City Dock

A. Existing Conditions



Pedestrian circulation/car traffic: Too much surface is dedicated to the car. This important link between Main Street and the Dock area needs to be strengthened.



Annapolis Ward One Sector Study

2. City Dock

A. Existing Conditions



Waterfront promenade is interrupted. Surface parking is not the best use for the land right at the water's edge.



Annapolis Ward One Sector Study



City Dock

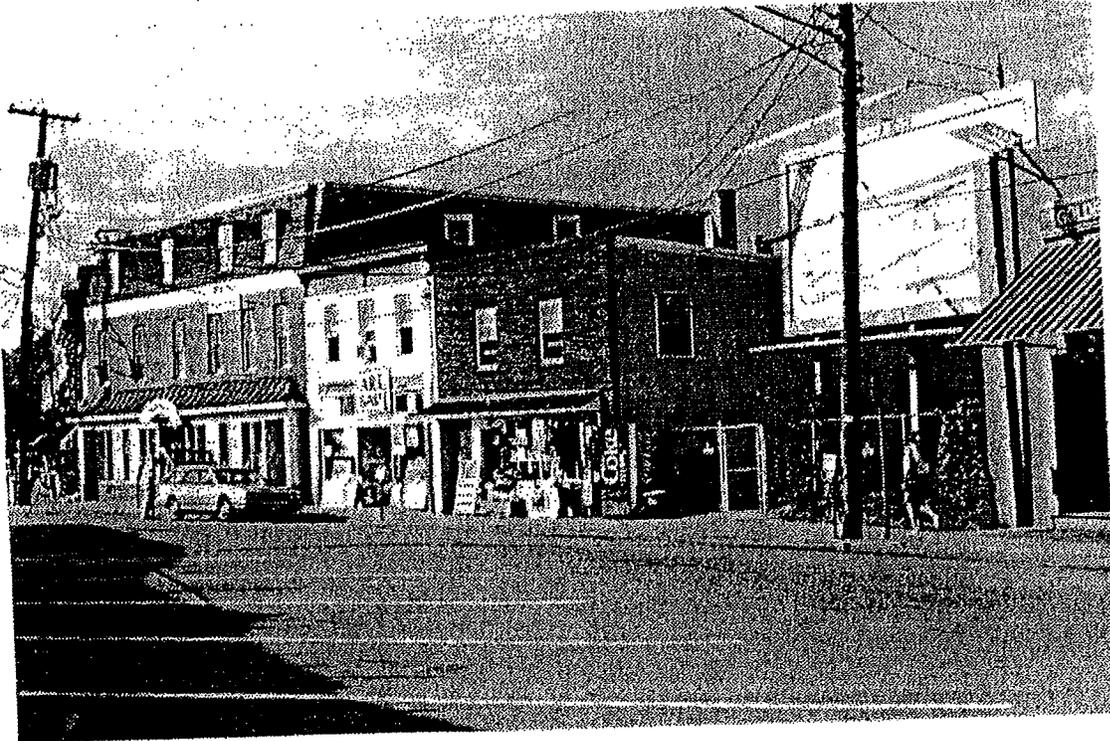


Existing Conditions

Annapolis Ward One Sector Study

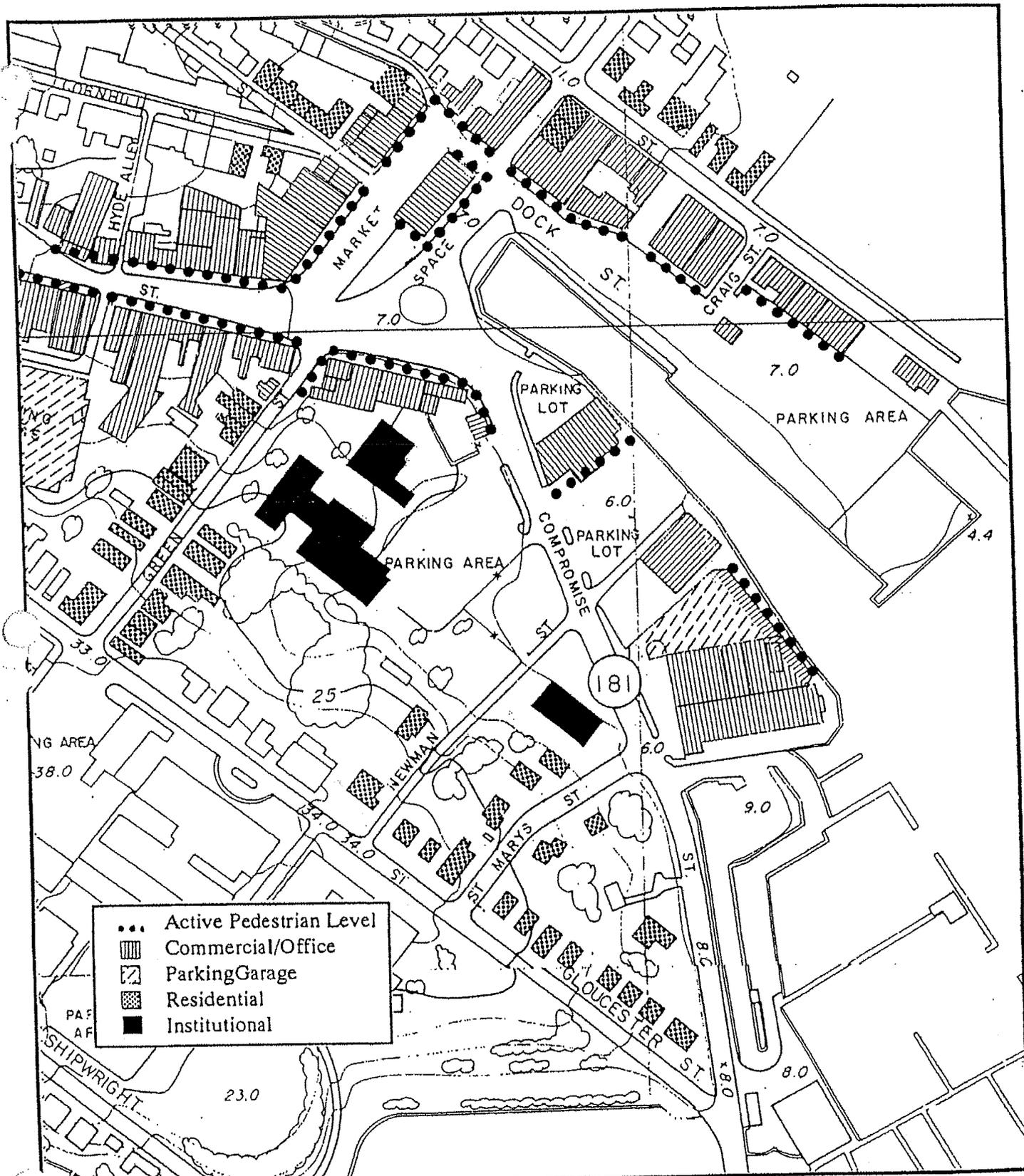
2. City Dock

A. Existing Conditions



Spatial Definition: Edges are not well defined, occasionally broken. Edge buildings may be too low to "govern" the vast open space in front of them.

Annapolis Ward One Sector Study



ANNAPOLIS WARD ONE SECTOR STUDY

2. City Dock FIGURE 45

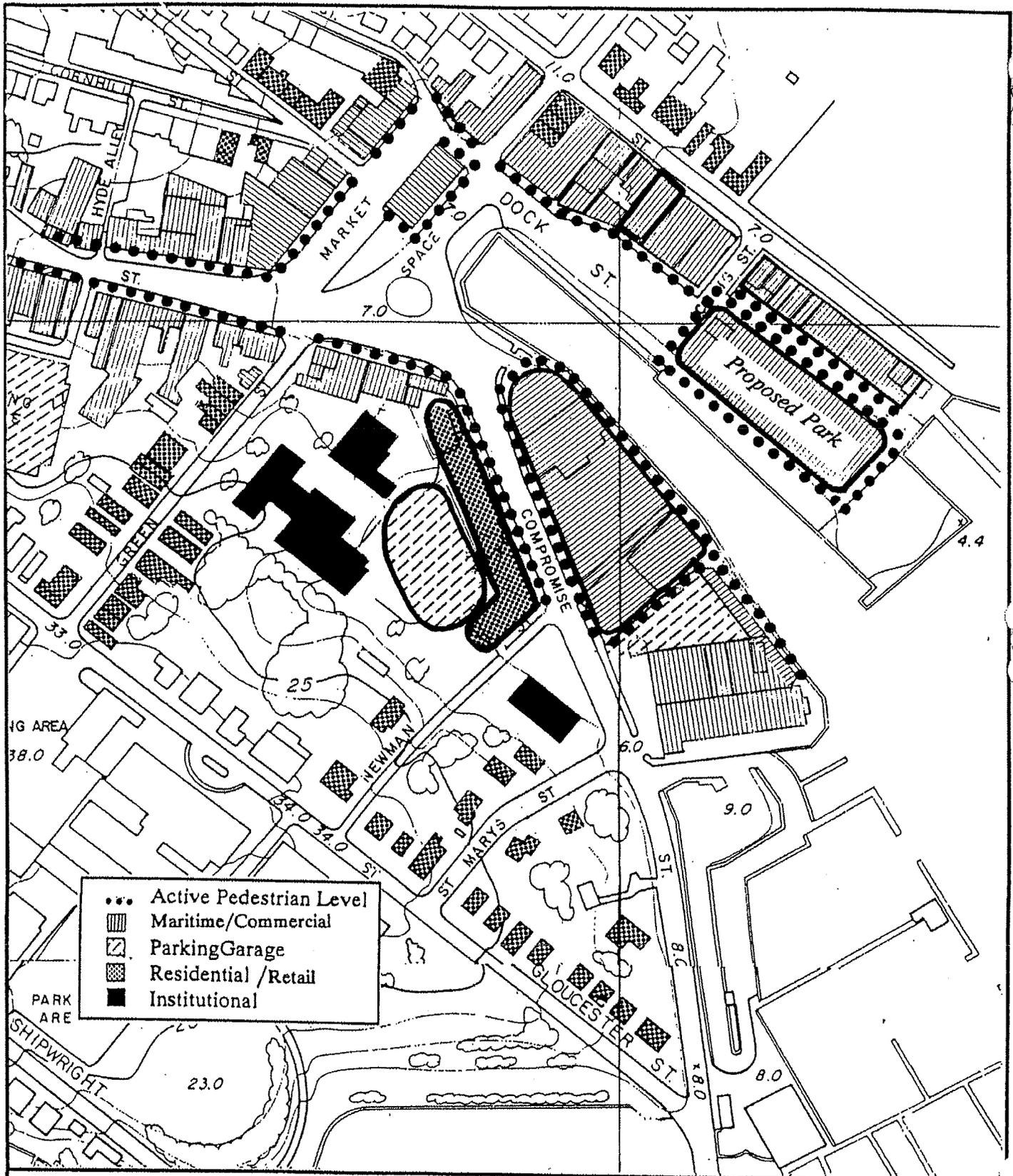
The Phipps Group
 Cho, Wilks & Benn Architects

Douglas & Douglas
 Hunter Interests

Existing Land Use



Annapolis Ward One Sector Study



ANNAPOLIS WARD ONE SECTOR STUDY

The Phipps Group
 Cho, Wilks & Benn Architects

Douglas & Douglas
 Hunter Interests

2. City Dock FIGURE 46

Alternative Options: Land Use

Annapolis Ward One Sector Study

**CITY DOCK
PROPOSED PLAN**

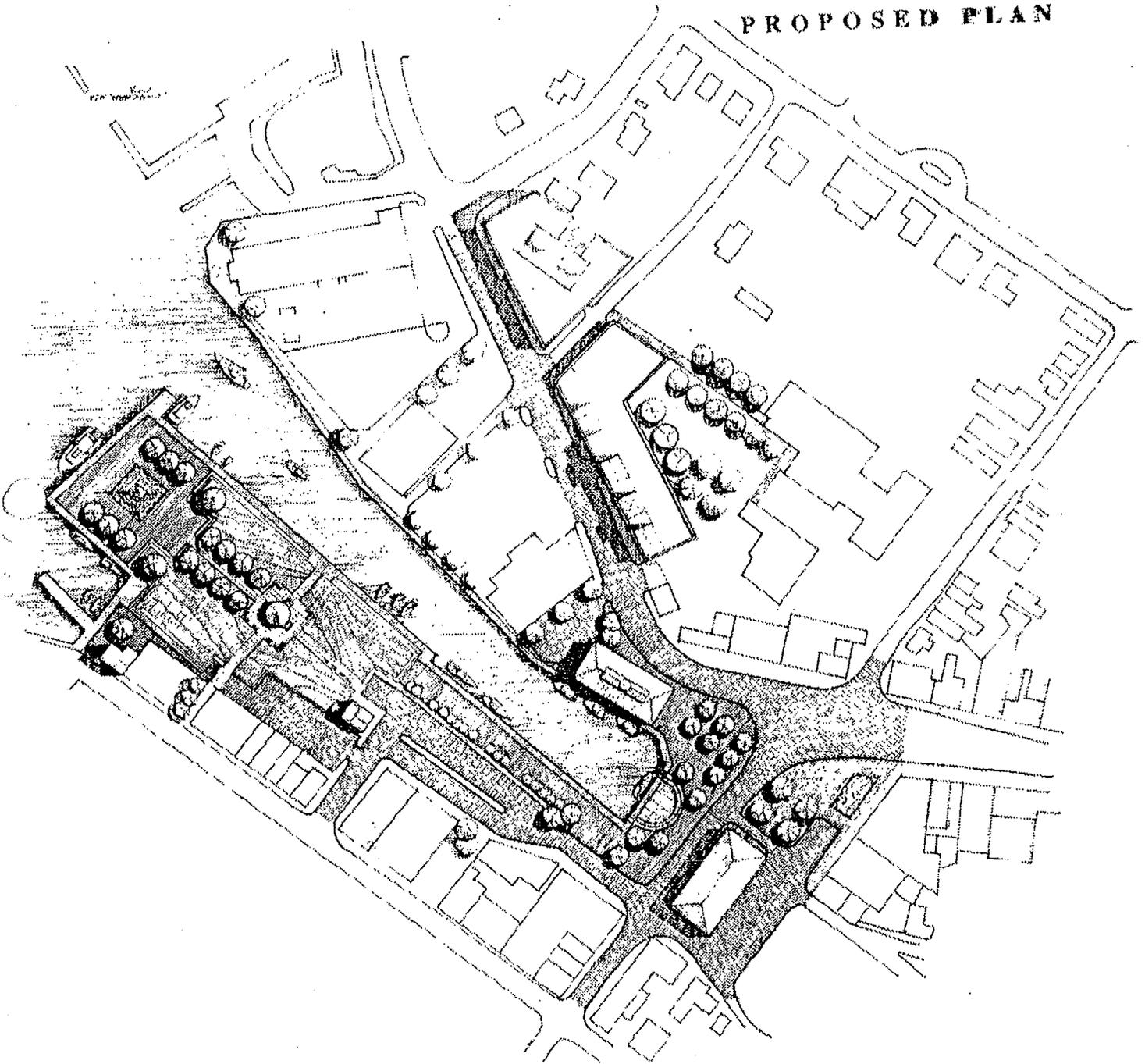
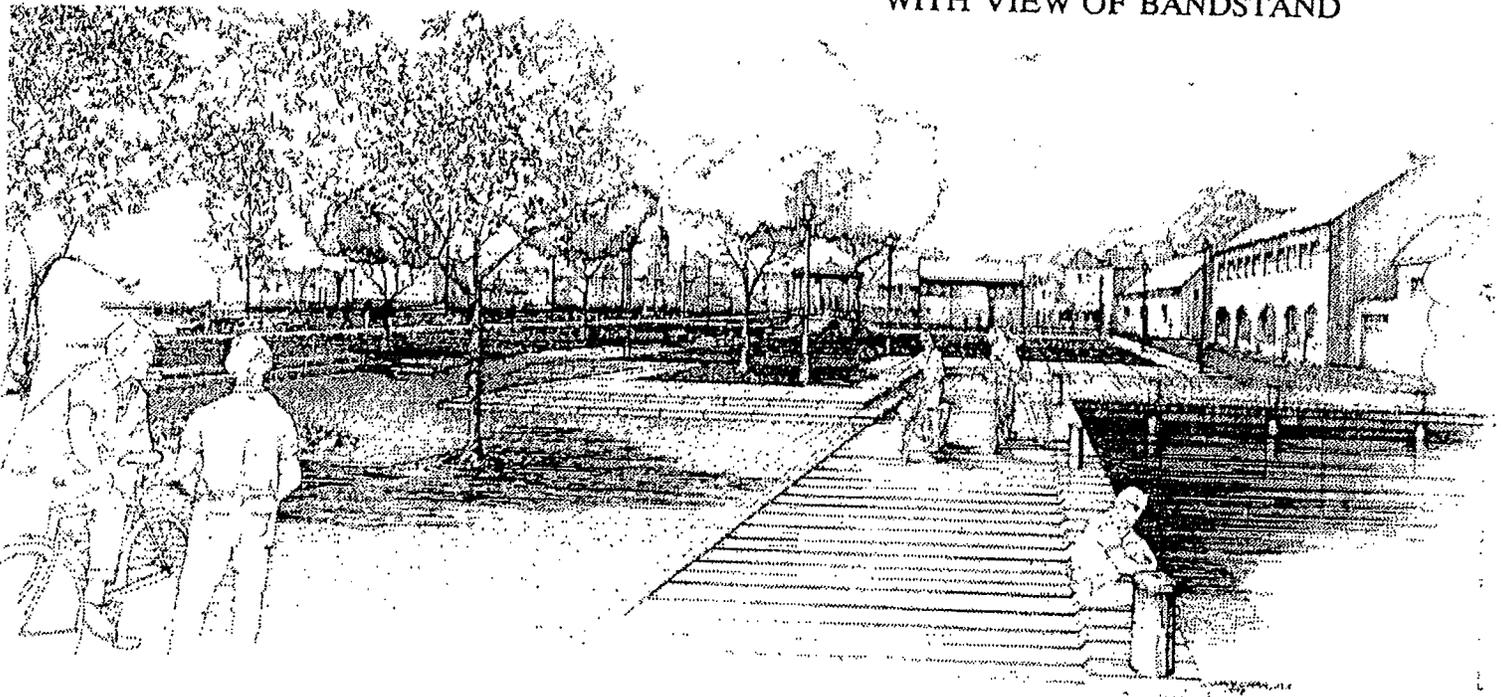


Illustration by John Carr, AIA

Annapolis Ward One Sector Study

The proposed plan illustrates the transformation of the lower Dock area into an open park, with seating and greenery and spacious views of the waterfront. In the center - which has been raised slightly - is a small bandstand, echoing the style of the Naval Academy bandstand. Additional plantings and seating have been provided on the Susan Campbell park, and a continuous walkway has been proposed to extend along the waterfront from Prince George Street along the harbor to the Marriott Hotel.

CITY DOCK PARK**WITH VIEW OF BANDSTAND***Illustration by John Carr*

Short-term parking has been retained across from the retail shops on Dock Street, but is separated from an enlarged pedestrian walkway along the water by trees and plantings. The seating area in front of the Market House has been redesigned to allow for a graduated tier of seats and shade.

Compromise Street has been returned to its original two-lane width, and the recaptured roadbed has been turned into a bricked plaza in front of an open air structure which would serve community oriented uses, such as farmers' markets, meeting space, maritime uses and exhibit space. The proposed structure replaces the parking lot in front of Fawcetts, and serves to unite the end of Main Street with the beginning of Compromise.

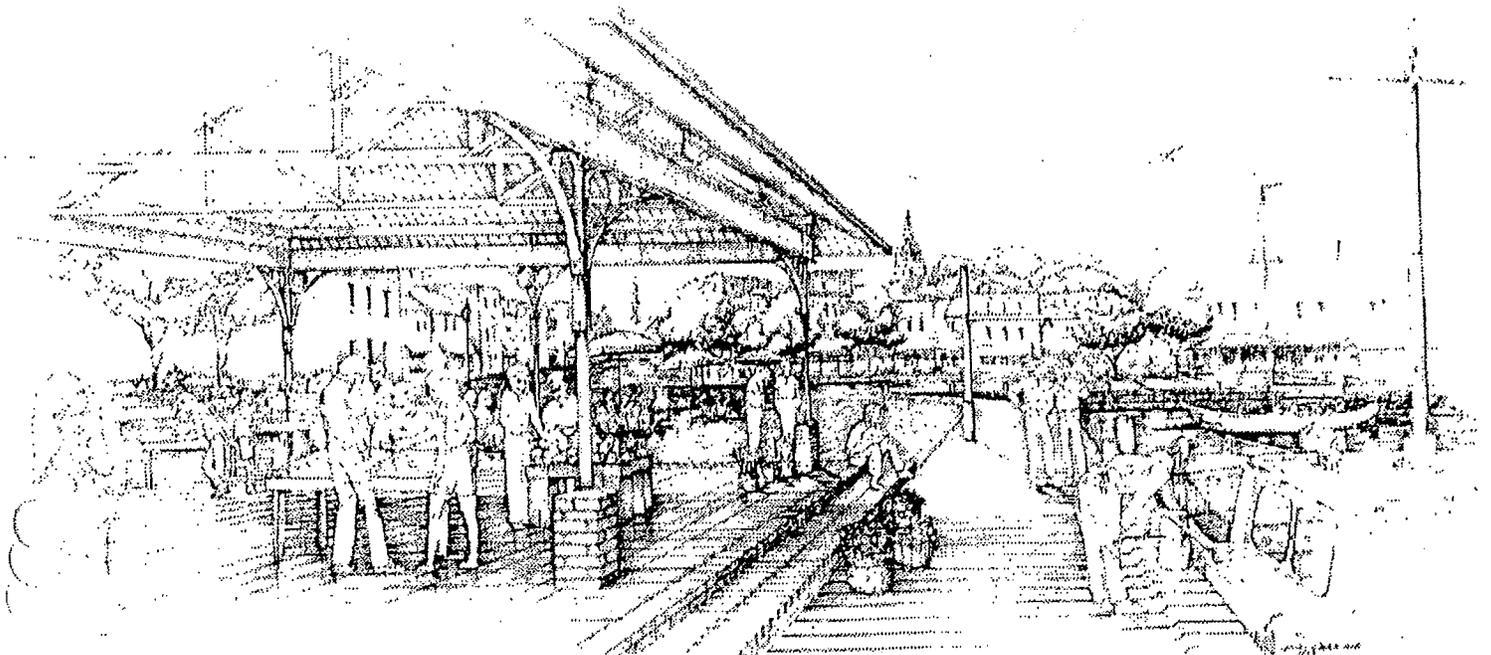
Annapolis Ward One Sector Study



Informal markets like this one give the area character and enliven the public spaces (Taken from Then Again...Annapolis 1900-1965)

CITY DOCK

WORKING WATERFRONT



VIEW TOWARD MAIN STREET

Illustration by John Carr, ALA

