



Idea Team Final Report

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Joshua J. Cohen, Mayor

January 29, 2010

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To: Honorable Joshua J. Cohen and the Annapolis City Council

From: Zina Pierre and Greg Stiverson, Co-Chairs, Idea Team

Date: January 25, 2010

Re: Idea Team Reports and Recommendations

Immediately after his election, Mayor Joshua Cohen asked us to co-chair the Idea Transition Team established to explore ways to build upon the cities successes and address its challenges. The Idea Team consists of eight issue teams totaling 92 local residents and business owners who devoted their time and expertise over a two-month period. The following issue areas are as follows: Budget, Economic Development, Environment, Government Structure, Housing and Community Services, Market House, Public Safety and Transportation and Infrastructure.

The Teams were asked to evaluate and make recommendations for their assigned subject areas, with a particular emphasis on short-term recommendations that could have an impact on the current City budget cycle.

Despite the demands of the holidays and the busy schedules of individuals comprising the Idea Team, each Team worked diligently to produce thoughtful and substantive reports. The reports that follow contain a wealth of analysis and a number of recommendations that warrant your attention, both during the current budget cycle and in future years.

We have prepared a summary of each Team's recommendations, which follows this Letter of Transmittal. The complete Team reports, including appendices, follow in alphabetical order.

Each Idea Team has expressed its willingness to continue to provide advice and support to the Mayor and Council to ensure that issues raised in the Team reports are addressed and, where feasible, implemented. We urge you to take advantage of this offer by continuing to make use of the expertise and dedication exhibited by each Idea Team.

It has been an honor and privilege to serve as co-chairs of the Idea Team. We stand ready to contribute in any way you deem appropriate to ensure that the recommendations of the Idea Team receives the attention they deserve by this Council and the public at large.

EXECUTIVE SUMMARY

Budget and Finance Idea Team, Maurice Tose, *chair*

The City of Annapolis must manage its fiscal affairs so spending does not exceed revenue and the City's AA Bond rating is preserved or improved. These goals, at least in the short term, must be achieved by reducing expenses rather than through tax increases. Short-term revenue enhancements should come from infill development, redevelopment, annexations and other revenue opportunities, including increases in the state government's Capital Cities Services Reimbursements.

The Budget and Finance Idea Team recommends the following short-term initiatives to reduce City spending:

- Reduce personnel-related expenses by eliminating overtime other than in life-threatening situations; reducing the number of regular and contract City employees; and reducing fringe benefits.
- Improve information access to provide management with timely, accurate and actionable data.
- Consider making the Finance Director a Chief Financial Officer with responsibility for data compilation and reporting.
- Take immediate steps to reduce Transportation Department deficits.
- Restrict employee take-home vehicles; maintain the current Homestead tax credit; do not adopt a tax cap.

Longer-term, the Idea Team recommends that the City:

- Consolidate smaller departments to reduce cost of supervisory personnel.
- Consider combining management of Police and Fire under a Public Safety Commission.
- Consolidate vehicle and machinery maintenance and repair.
- Explore outsourcing, including information technology, transportation, and recreation center functions.
- Match one-time increases in revenue (e.g., from grants) with ongoing increases in spending.
- Maximize public/private collaboration and partnerships.
- Determine a best practice/target for the percentage of assessable tax base owned by tax-exempt entities.

Economic Development Idea Team. Chuck Walsh, *chair*

The City of Annapolis needs an effective economic development entity with the ability to retain and attract business investment to expand tax revenues, increase employment opportunities, and improve the quality of life in all areas of the city. Economic development must be viewed as a "profit and loss" center rather than a budgetary "expense center." The premise behind economic development should be that every dollar invested will yield a return on that investment to benefit the citizens of Annapolis.

Building on the findings and recommendations of the 2009 Blue Ribbon Commission and the 2009 Comprehensive Plan, the Idea Team sought an economic model that would achieve a real commitment to reversing current economic trends in the city and to expand the assessable tax base on properties in the city. The Team identified successful economic development models in cities similar to Annapolis, including Frederick, Cumberland, and Easton, and the City of Alexandria in Virginia. Alexandria provided especially helpful and relevant information on how a city like Annapolis can encourage business and job development and an increasing property tax base.

Based on its extensive research and the expertise of Team members, the Economic Development Idea Team recommends that the City of Annapolis establish a **public-private partnership structured as a 501(c)(6) Economic Development Corporation**. The EDC would be governed by a board consisting of private and public members with expertise in economic development. It would hire a staff of four economic development professionals and would be funded initially by the City at the same level currently provided in the budget for economic development activities.

Additional recommendations of the Team include:

- Promotion and Special Events should be removed from Economic Development and placed in the Office of the Mayor or some other City department or private entity.
- The Office of Minority Business Enterprise should be placed in the Office of the Mayor for greater accountability and enhanced visibility and stature.

Other short- and long-term recommendations of the Team include:

- Make the City more business friendly
- Simplify the City Code to facilitate business development
- Eliminate nonfunctioning boards and commission, transform the Economic advisory Commission, and carefully evaluate the need for costly new business studies
- Modify the City's off-site parking waiver requirements
- Address the City's fire protection needs
- Eliminate ground-floor retail requirements for the MX zone
- Support "grandfathering" rights when Code changes impact projects being developed
- Make better use of the expertise of the Conference and Visitors Bureau
- Combine the staffing and funding of the Downtown Annapolis Partnership and the Arts District

Environmental Idea Team. Chris Trumbauer, *chair*

The City of Annapolis must implement policies, procedures, and actions to protect and improve the environmental health of the City, its waterways, and the Chesapeake Bay. The City must work closely with other governmental and non-governmental agencies and volunteer organizations and educate and inspire the citizens, community institutions, and the business community about the importance of environmental stewardship.

The City of Annapolis can build on the good progress made during the last eight years in improving environmental stewardship and sustainability. The Environmental Idea Team identified the follow goals to achieve this end:

- Mitigate the effects of stormwater by implementing fully the stormwater pollution mitigation commitments and policies already adopted by the City.
- Enhance natural areas in the City.
- Increase open space within the City and increase access to these areas.
- Expand recycling with a comprehensive program that includes commercial recycling and better recycling opportunities for visitors.
- Establish a marine "no discharge zone."
- Promote energy efficiency and climate adaptation by reducing the City government's carbon footprint, taking steps to reduce the carbon footprint of the community at large, and preparing for potential climate impacts associated with sea level rise and storm surge.

- Use living resources restoration opportunities to maximize improvement of water quality.
- Raise watershed awareness so that environmental stewardship becomes a consideration in the everyday life of Annapolis citizens, businesses, and government.
- Strengthen volunteer coordination and involvement by instilling a consistent focus on strong and effective interface between volunteer groups and City government.
- Create clear accountability for environmental initiatives and goals within each department of City government.

The Environmental Idea Team recommends that the Administration clarify the roles and responsibilities for meeting the City’s environmental commitments and require all responsible departments to report regularly on progress meeting established goals. Since environmental program responsibilities are dispersed across multiple departments, the Team recommends that the Department of Neighborhoods and Environment be given the responsibility and authority for leading the City’s environmental initiatives.

Government Structure and Permitting Idea Team. Michael Fox, *chair*

The City of Annapolis needs to restructure government to ensure fiscal responsibility while at the same time improving the efficiency and timeliness of service. The Team focused on duplication of efforts by City departments, communication between departments and divisions, and efficiency of the departments and responsiveness to the City’s citizens and customers.

The Team proposes reducing the current 18 City departments to 14, with 5 reporting to the Mayor and 9 reporting to the Chief Administrative Officer.

- Reporting to the Mayor:
 - Chief Administrative Officer
 - Office of Law and City Clerk
 - Public Information
 - Economic Affairs
 - A newly defined Community Services Office
- Reporting to the Chief Administrative Officer:
 - Fire
 - Police
 - Finance
 - Management Information Technology
 - Human Resources
 - Parks and Recreation
 - Transportation
 - Planning and Development
 - Public Works

The Team recommends eliminating the Department of Neighborhood and Environmental Programs and the Department of Central Services, with services provided by these departments consolidated and redistributed to other departments.

The Team recommends a newly defined Planning and Development Department to streamline the permitting process and to make the system more user-friendly.

The Team suggests considering establishing the Economic Affairs Department as a public/private 501(c)(6) corporation charged with promoting economic growth.

Other recommendations of the Team include:

- Transfer the Office of Emergency Management to the Fire Department and reduce its scope to a liaison operation.
- Transfer the Harbormaster and Dock Master to the Police Department.
- Transfer the Capital Improvement Program functions to the Finance Department and create a new Real Estate Office within the Finance Department.
- Create a stand-alone Information Technology Department.
- Create an enhanced Transportation Department with oversight of parking garages and parking meters, parking enforcement, and an enhanced Transportation Planning Division.
- Consolidate all functions relating to the permitting process under the director of the Planning and Development Department with a new Permitting Division and Permit Facilitator to monitor and review the permitting process in a timely manner.
- Move the Environmental Division of DNEP to the Planning and Development Department.

The Team believes that implementation of its recommended structure of government will result in immediate cost savings to the City. It also notes that opportunities to generate additional revenue and to trim costs may require public/private ventures or the selling and privatizing of some City assets, such as parking garages.

Housing and Community Services Idea Team. Sharon Brown, *chair*

The City of Annapolis must ensure safe, decent, and affordable housing that creates opportunities for resident self-sufficiency and economic independence. The City should develop new programs, partnerships, and a effective and objective evaluation systems to ensure that all available resources are identified and used effectively to enhance opportunities for all City residents in need.

To achieve these goals, the Team recommends:

- Better coordination and communication between the City and the Housing Authority of Annapolis (HACA) and with the residents of Housing Authority-owned and managed communities.
- City input into and monitoring of HACA policies and actions, including potential revision of existing 1965 agreement between the City and HACA.
- Improved communication with residents about available community programs and services.
- Improved City transportation services.
- Enhanced City police presence in subsidized communities.
- Tap into new and additional sources of funding and support for community programs and services.
- Give more attention to the needs of the four subsidized community: Admiral Oaks, Bywater Mutual Homes, Bayridge Gardens, and Woodside Gardens.
- Create a Youth Services Board consisting of young people from all City communities.
- Establish an ADA Coordinator.
- City commitment to the goal of creating a better community for all residents

Market House & City Dock Idea Team. Judd Legum, *chair*

The City of Annapolis should redevelop and integrate the publicly owned spaces in the historic downtown center to promote it as a vibrant civic gathering place that attracts and serves residents, visitors, and workers.

The Market House should be a high-quality public amenity that offers food products and services to residents, downtown workers, and visitors of all ages. The City Dock area should be redeveloped into a beautiful waterside park with connected public pathways to the Naval Academy seawall promenade, the Market House, and the proposed National Sailing Hall of Fame. A new public parking facility on Compromise Street should be connected to the City Dock area with a distinctive pedestrian bridge across Ego Alley.

The City Dock/Market House Idea Team recommends:

- Market House should be considered a unique public amenity not a City revenue center.
 - Explore off-site storage facility to support Market House tenants
- Coordinate redevelopment of the City Dock area
 - City Dock area should be pedestrian-oriented with waterfront parks and streetscapes rather than parking
 - County/Board of Education cooperation is needed to achieve City's vision for City Dock area
- Establish private/public commission to manage Market House and adjacent area and to make recommendations regarding redevelopment of City Dock.
- Establish a Market House Enterprise Fund to operate and maintain the Market House.

Short-terms Recommendations for the Market House:

- Affirm traditional role of Market House as defined in City Code (7.28.020)
- Keep Market House open prior to redevelopment with high-quality tenants
- Negotiate rents to encourage appropriate tenants
- Provide City assistance to publicize Market House operations and businesses
- Keep existing vendors informed of City plans for Market House redevelopment
- Proposed new Commission should have actionable plan by end of 2010 boat shows

Short-term Recommendations for City Dock:

- City should begin redevelopment planning immediately as required by existing City resolution
- Begin negotiations with County and School Board to secure planning and development rights to school parking lot
- Perform feasibility study on parking capacity and program for Green Street site
- Explore acquiring Fawcett property for inclusion in new City Dock vision plan
- Begin redesign process for City Dock after determining number of parking spaces to be removed from redevelopment area
- Solicit public input for developing City Dock Master Plan
- Explore funding sources for City Dock redevelopment

Public Safety Idea Team. David Cordle, *chair*

While public safety issues involve many City departments, the Team focused on Fire, Police, Harbormaster, and the Office of Emergency Management. Each of these departments and offices is professionally managed and does a good job serving the needs of the community, but the Team did identify areas within each where cost savings and efficiencies could be achieved through transfers of responsibility, changes in operational responsibilities, and reassignment of duties.

The Team adopted three major recommendations:

- Transfer administrative and reporting responsibility for the Harbormasters Office from the Office of the Mayor to the Department of Recreation and Parks.
- Assign administrative and reporting responsibility for the Office of Emergency Management to the Fire Department.
- Conduct a feasibility study to evaluate the costs and benefits of merging the Fire Department with Anne Arundel County Fire Department.

The Team made several specific departmental recommendations, including:

Annapolis Fire Department:

- Review take-home vehicle and cell phone policies.
- Review current apparatus fleet and eliminate vehicles where possible.
- Review bomb dog program for cost effectiveness and extent of coverage.
- Provide annual employee sexual harassment and discrimination training.
- Consider citizen (volunteer) administrative office support.
- Institute hot/warm/cold emergency response policy.
- Reinstate safety inspections of commercial structures by department personnel.
- Improve procurement/purchasing procedures.
- Clean up and organize repair shop.
- Replace used 1986 ladder truck within one year.
- Evaluate overtime and take steps necessary to control costs.
- Establish and publish annual departmental goals.
- Recruit volunteer liaison to the Latino community.
- Proceed with construction of the new Eastport Fire Station.
- Initiate capital improvement program to bring all fire stations into compliance with ADA standards.

Police Department:

- Develop and implement cost recovery measures for City special events and other public gatherings outside the normal realm of law enforcement responsibilities.
- Improve management accountability for Department employees.
- Monitor and manage effectively overtime pay with special attention to court-required appearances by officers.
- Create position of Crime Laboratory Supervisor.
- Modify vehicle replacement program to extend in-service life of all patrol and unmarked vehicles.
- Improve outreach to minority communities.
- Require a 2 percent rather than 5 percent cut in the department's budget as part of the Mayor's across-the-board budget reduction initiative.

Harbormasters Office:

- Increase mooring licenses fees, ensure residency status of license holders, and limit licenses to five years if a waiting list exists.
- Investigate cost and effectiveness of "first responder" communications equipment for Harbor Patrol.

Office of Emergency Management:

- Authorize and define the responsibilities of the Office in the City Code.
- Audit all current public safety grants and programs, coordinate all grant applications with the Finance Department, and prepare fiscal impact reports before grant applications are submitted.

Transportation and Parking Idea Team. Barbara Rasin Price, *Chair*

The City of Annapolis must address effectively and comprehensively the essential functions of municipal mobility: Transportation Planning; Transit Operations; Traffic Operations; and Parking Management. Currently, these essential functions are fragmented across multiple city departments and there is no central authority for ensuring that transportation is coordinated, effective, and providing the services needed by Annapolis citizens and visitors to the Capital City.

The Transportation and Parking Idea Team acknowledges that many of its recommendations have been made by various committees and task forces before, but it notes that most have not been acted upon. The Team challenges the Mayor and Council to act now to adopt an action agenda that will result in the creation of a comprehensive urban mobility system for Annapolis.

The Team highlighted four recommendations as highest priority for immediate action:

- Create a new Annapolis Department of Transportation incorporating functions of Transportation Planning, Traffic Operations, Transit Operations, and Parking Management and Enforcement. The director of the new ADOT must have appropriate professional qualifications and experience and be given the resources and authority needed to manage effectively all mobility issues facing the City.
- Most City employees with monthly parking passes in Hillman Garage should be moved to underutilized parking garages.
- The Community Transportation Association of America should be asked to provide an evaluation of Annapolis transit operations to provide guidance on changes that would save money while improving service.
- The City should lobby State and Federal officials to reestablish Annapolis as its own Metropolitan Planning Organization to increase funding opportunities.

Other Team recommendations include:

- Create a Citizen Advisory Council to address complaints from citizens about mobility and parking issues and to issue an annual report on actions taken.
- Broaden efforts to secure grants for transportation infrastructure.
- Establish an effective Board of Directors to provide oversight and guidance to the Annapolis Department of Transportation.
- Charge the new ADOT with investigating locations, costs, and benefits of a new centrally located bus facility with passenger amenities.
- Evaluate and implement if feasible a real-time bus arrival and patron information system.
- Explore whether State employee monthly passes in Gotts Court Garage can be freed up for short-term customers.
- Provide frequent and secure shuttle transportation between parking locations and the downtown area, especially during peak times for City employees.
- Explore feasibility of instituting flexible and adjustable parking rates at Park Place Garage.
- Explore including valet parking in the design of the new Hillman Garage.
- Issue RFP for a contractor to install a Parking Access and Revenue Control System for Hillman, Gotts Court, and Knighton Garages.
- Issue RFP for implementation of a real-time parking system for City garages and installation of parking availability signage.
- Restore low-cost evening parking rates at all City garages.

- Review recommendations of the Annapolis Parking Advisory Commission and implement all suggestions that will improve parking management and increase City revenue.

Budget and Finance Idea Team

Chairman, Maurice Tose

Aldерwoman Classie Hoyle

Tom Brandt

Debbie Gosselin

Reza Jafari

Shelly Lamar

Jennifer Monteith

Carl Snowden

Kathie Sulick

Task: Identify savings to address currently projected structural deficit and opportunities to bring in additional dollars without adding to the existing tax burden. How can the budget process be more transparent and effective, both for council members and the public? Explore and suggest near, short and long term financial best practices.

I. Overview / Executive Summary

Our committee met 6 times, hosted a presentation by Doug Smith on December 15, and considered the October 30, 2009 Report of the Blue Ribbon Commission on the City's Finances to the Mayor and Aldermen. Also,

representatives of the committee participated in the citizen's open house event at Bates Middle School on December 10, 2009.

II. Vision Statement / Way Forward

The Budget and Finance Committee was tasked with first addressing the city's current deficit situation.

- a) The committee concluded that any proposal of tax increases is not appropriate in the near term, so that from a tax revenue standpoint, priorities should be infill development, redevelopment, and annexations. Other revenue opportunities include initiatives to increase the state government's **Capital Cities Services Reimbursements** as set forth in the Blue Ribbon Commission's October 30 report.
- b) The committee considers it axiomatic that city government should manage the city's fiscal affairs so as to maintain or improve the city's AA bond rating.
- c) Ongoing spending levels are matched with ongoing revenue.

Our recommendations are concentrated on efficiency improvements and spending reductions.

III. Needs / Issues Analysis. Needs/issues comments are included elsewhere in our report.

IV. Recommendations that can be implemented in the administration's 1st 6 months

A. Reduce personnel-related expense. About 85% of the city's operating budget is comprised of labor related costs: salaries and wages, fringe benefits, and contract personnel spending. Meaningful near term alignment of city spending with available revenue requires action to reduce personnel-related spending. Accordingly the committee recommends the following:

1. Reduce Overtime: City management should immediately prohibit incurrence of overtime other than in life-threatening situations. Reasonable criteria for authorizing overtime by responsible city managers should be documented and enforced.

2. Reduce headcount of both direct and contract city employees:

a. Contractors: The committee learned that the present number of contract personnel grew from a small number 8 years ago to today's number of approximately 90 today. Contract personnel can enable management flexibility when resource limitations compel cost reductions, but it appears that in general, Annapolis city government has added positions but has tended not to reduce them in response to changing fiscal conditions. Reduction of the present cadre of contract personnel appears to be "low hanging fruit."

b. City payroll: The most significant cost avoidance opportunities are likely to result from reducing general and administrative expenses for supervision of governmental departments and agencies that are subject to reorganization in a more efficient structure. We have set forth our committee's recommendations as to organization under the Long Term Recommendations section of this report. Through attrition and opportunistic managerial actions with a vision of a more efficient organization structure, the city

government may take near term actions to reduce administrative cost, with a minimal likely impact on city services. The City should consider “buyout offers” of senior employees and freeze of hiring in the near term.

3. Reduce fringe benefit expense. The private sector enterprises who compete with the city for personnel are taking steps to reduce the cost of “fringes,” in order to be cost-competitive in our respective markets. “Fringes” emerged during wage and price controls during World War II and subsequently ballooned, but have been subject to management steps to reduce them in recent decades. Suggested actions include:

a. Increase employee contributions to pension and healthcare benefit plans. Such actions are now customary among private sector enterprises.

b. Eliminate retiree healthcare for new hires. Benefit packages that include retiree healthcare are now rare. The city should not need to incur such cost in order to attract and retain competent personnel.

c. Transition retiree benefits to defined contribution plans. Defined benefit pension plans have become rare because they have historically severely mis-matched costs with the periods of employee service. While past promises should be kept, the prevailing practice in today’s market for employees is that new employees participate in defined contribution arrangements like 401k plans for retirement savings.

B. Update and enhance management information access for decision support.

a. Management reports. Timely, accurate and actionable “dashboard” data are customary today in private sector enterprises and similar municipalities, enabling quick-turnaround access to financial and related quantitative management data. Sample current reports examined by the committee reflect information systems that we understand are 15 years old or older, the presentation of which is cumbersome and reflects the limitations of older technology. While it is possible that managers can improvise data from current systems, we recommend that Annapolis government identify best practices tools from other municipalities and apply available technology to more efficiently capture key decision support data. Trends, explanations of variations from operational performance benchmarks, and identification and analysis of material exception conditions should become standard elements of city management reports, enabling accountability by responsible managers.

b. Consider making the Finance Director a CFO. The Mayor should consider defining the responsibilities of the Finance Director to correspond to those of a CFO, including compiling timely monthly explanations from Department Heads as to variations between year-to-date expenditures vs. budget, and making quarterly summary reports to the Council.

c. Establish a policy of posting on the website increases in city-wide expenditure levels along with explanations of their justification.

C. Transportation: Take immediate steps to reduce deficits from operations. While the committee recognizes that another idea team is addressing Transportation, from a Budget and Finance standpoint,

we note that operating deficits of Transportation represent an acute fiscal problem. Accordingly, we recommend:

- **Eliminate / reduce routes;** possibly decrease the frequency of scheduled stops, e.g.. more time before next bus.
- **Reduce hours of city-funded transportation service**
- **Investigate the use of taxi vouchers in lieu of bus service** in some circumstances
- **Consider structuring the transportation function using a Revenue Authority** to help compel matching of spending with available revenue.

E. Other:

- Restrict take-home vehicles to only essential employees
- No decrease in Homestead credit exemption (maintain current rate)
- No tax cap (maintain current rate.)

V. Longer-Term Recommendations

A. Consolidate city departments.

- 1. Smaller departments.** Consolidation so as to reduce the number of smaller city departments should enable reduction in the cost of higher-salaried supervisory personnel positions.
- 2. Public Safety Commission.** Other cities, such as Atlanta, have combined fire and police responsibility under a chief of public safety, possibly resulting in some cost efficiency and no reduction in service level. The Mayor should consider such a structure.
- 3. Vehicle/machinery maintenance and repair.** It appears that cost-efficiency could be realized from coordinating expenditures for maintenance facilities that are currently separate for public works, transportation, and other city functions.

B. Outsourcing. Identify best practices of other efficient municipal governments. Candidates for outsourcing include information technology, and operation of transportation and recreation center functions.

C. Match one-time increases in revenue (such as grants) with increases in spending levels. Limit increases in recurring expenditures to funding sources that are otherwise recurring.

D. Public/Private Collaboration. Explore to the maximum extent practicable engaging in partnerships/relationships that do not have a direct cost to taxpayers yet can provide a direct benefit. Projects such as Sister Cities and the use of available land for a new parking garage on Green Street could result in a more vibrant downtown/Main Street.

E. Tax-exempt land use. The city should determine a best practice/target for percentage of assessable base ascribed to tax-exempt non-profit owners. We understand that Annapolis' current status is about 22% tax-exempt assessable base.

VI. Additional Challenges. As mentioned in the "vision statement," our committee has focused on cost reductions. The city may have revenue opportunities in the longer term through taxes, when constituents are confident that optimal efficiency from city operations has been achieved, as well as efficiency opportunities from collaboration with county government and/or not-for-profit organizations.

Economic Development Idea Team

Charles Walsh, Chairman

Alderman Fred Paone

Carole Alexander

Sarian Bouma

Gloria Brown

Bob Burdon

Jan Cort

Connie DelSignore

Dick Franyo

Jessica Jordan Paret

Jeremy Parks

John Sherwood

Sarah Wilkerson

I. EXECUTIVE SUMMARY

We are experiencing an economic and business crisis in our city. It would appear that this is systemic not temporary or cyclical. Our assessable tax base, upon which the majority of our tax revenues rely, is the major source of needed revenue to fund core services as highlighted by the City's own 2009 Blue Ribbon Commission on Finance. To accomplish revenue growth and economic vitality will require first, creative leadership, and secondly, a professionally staffed entity to execute economic development in the areas of business retention and expansion.

Our strongly recommended approach to the City's leadership does not require radical change, but only a real commitment to reversing current trends and the status quo. The Economic Development Transition Team conducted extensive research into economic development programs in selected nearby cities, including Frederick, Cumberland, and Easton, Maryland. We also spent considerable time researching the City of Alexandria, Virginia, which we regarded as most similar to Annapolis. We compared these cities, their economic development models, and their activities and outcomes with those experienced in Annapolis.

On the basis of these analyses, particularly in Alexandria, Va., the team strongly recommends that the economic development function in Annapolis be removed from municipal government and established as an independent public-private partnership structured as a 501(c) (6) Economic Development Corporation. (See Appendix A) With a proposed professional and support staff of four this entity going forward can be accommodated in the current Fiscal Year 2010 budget funded at \$551,000. As this non-governmental economic development entity evolves the budget can be augmented by revenue raised in the private sector.

Appendix A sets forth in great detail the benefits, structure, budget, staffing and functions of such independent entity. The recommended non-government entity will have dotted line responsibilities to be determined by the Mayor and Council. Such private/public partnership corporation will be actively engaged in all growth initiatives and opportunity zones of Annapolis as identified in the recently approved 2009 Comprehensive Master Plans. See Appendix F. The broad based functions and budgeting of an effective MBE effort were not kept in the new development entity, but rather more prominently located in the office of the Mayor. In Appendix A, we have recommended a strengthened role for the MBE with direct responsibility to the Mayor.

II. VISION/MISSION STATEMENT

The vision for business and job development in Annapolis is to have an effective economic development function with the ability to retain and attract business investment and therefore expand tax revenues, employment and improve the quality of life in all areas of the city. Because of the benefit it offers, economic development for the city must be viewed as a "profit and loss" center not narrowly and inappropriately as a budgetary "expense center". The economic development model outlined in Appendix A establishes the premise that every dollar invested on economic development will yield a return on that investment and our citizens will benefit.

III. FRAMEWORK

Losses in the city's commercial economic structure are growing, as documented by recent public financial reports. These losses are linked to problems affecting the economy in general but also by what the Team regards as a lack of aggressive economic development actions and a culture in the city perceived as palpably unfriendly to business and economic development.

Findings of the 2009 Blue Ribbon Commission make it clear that expenditure reductions will not be sufficient to fund critical core services and maintain our highly regarded quality of life. Revenues from existing property assessments are expected to barely increase just over 3% from 2010 to 2012 compared to the 38% increase from 2007-2009. Unless the city is going to increase its property tax rate to offset stagnant or declining tax revenues, it must, as the Blue Ribbon Commission suggests, expand the assessable tax base on which the existing tax rate is applied

The Economic Development Team spent many hours discussing the views of residents, visitors, and businesses about the City of Annapolis. Descriptions of our city by team members, residents and visitors were candid. It was acknowledged that our city seems, “tired”, “stale”, “uninteresting”, and “paralyzed”. But there is good news. Annapolis does not need to reinvent the wheel to begin such a meaningful economic and business reversal with a business focus, accountability and staffing. The experience in Alexandria, Frederick, and Cumberland serve as recent examples of leadership, vision, and revitalization of the economic base of these communities. See the individual reports on these cities in Appendices B, C, and D.

The public/private partnership model we propose for economic and business development will provide the added benefit, as an independent entity, of openly collaborating with city departments to maximize the customer-friendly mentality necessary to reach the stated goals and objectives for the city administration. It will also facilitate full and frank discussions by businesses and property owners to non-government personnel which will maximize confidentiality and minimize concerns about reaction inside the city to such critique.

The framework for our team’s recommendations depends largely on leadership by the Mayor, City Administrator, and City Council who together are committed to economic and business development as critically important for the welfare of our residents and businesses. Without such a leadership framework there cannot be an attitude change in city government and active residential voices who are asked to “buy in” to this new paradigm. These are the true gatekeepers to the city’s economic development today.

V. ADDITIONAL CHALLENGES

Implementation of recommendations in any report, however thoughtful and necessary, is a real challenge. The Alexandria Economic Development Partnership, along with city departments, utilize the October 2007 Sustainability Report prepared by the City as the “bible” of goals to achieve. (See Appendix E). Additionally, Appendix G sets forth the metrics by which the Alexandria Economic Development Partnership measures its success with the city in achieving these goals. Moreover, the improvement in the quality of life for its citizens is an intangible which the public can judge as well.

Members of the Economic Development Team offer our city administration the committee’s continued involvement and support to meet the additional and crucial challenge of early implementation of our recommendations.

IV. OTHER SHORT AND LONG TERM RECOMMENDATIONS

Beyond the strong recommendation to establish a 501 (c) (6) public/private economic development corporation the Transition Team makes the following short and long term recommendations. These challenges and recommendations are described in greater detail in Appendix H.

1. Reverse the city’s image as business unfriendly with large and small businesses and commercial property owners who are overwhelmed by the culture of “no”.

2. Simplify the city code, including, the city Use Table's many restrictions via collaboration between the Economic Development Corporation, Planning and Zoning, and DNEP.
3. Eliminate numerous "paper" city authorized boards and commissions while positively transforming the city's Economic Advisory Commission and carefully evaluating costly new business studies.
4. Modify the city's off-site parking waiver requirements to establish a single less restrictive and less complicated standard (but not as lenient as the historic district).
5. City's fire protection engineering can meet public safety needs by:
 - Returning engineer expertise for fire protection compliance to city government rather than hiring non-city consultants.
 - Replenishing the city sprinkler/electrical low interest loan fund.
 - Providing the same newly granted tax credit for fire suppression of renovated residences to similar commercial building.
6. Eliminate the artificial requirement that ground floor spaces in the MX zone be devoted solely to retail use, and instead allow the marketplace to work.
7. Avoid denying "grandfathering" of property owner's rights when new code changes impose more restrictive regulations on property in various development stages, or being improved.
8. Utilize the Annapolis/Anne Arundel Conference and Visitor's Bureau (CVB) talent better, as the city pays for CVB activities under new state law.
9. Combine the staffing and funding of the Downtown Annapolis Partnership and the Arts District to provide better fiscal efficiency and better collaboration.

Appendix A
City of Annapolis – Economic Development Corporation
Organizational Model, Staffing & Areas of Core Competencies
January 11, 2010

Bob Burdon, Sarian Bouma, Jessica Jordan Paret, and Jeremy Parks

Primary Considerations:

The City of Annapolis is at a critical juncture and tasked with some important decisions over the next four years. The role of the economic development effort (function, form, focus and funding) for the City of Annapolis will determine the city's ability to maintain, promote and enhance a balanced and sustainable tax base, as well as minimize tax and fee pressures on the residential community. It will also determine the city's future ability to maintain core services and promote a good quality of life for all who live, work, conduct business, and recreate in the City of Annapolis.

The City of Annapolis tax base consists of two components; residential and commercial. The tax base supports core services important for the functioning, safety, and welfare of a community. The revenues generated from the commercial portion of the tax base subsidize the cost of services required by the residential component, because it costs less to service the commercial component relative to the revenues it generates. The residential tax base does not generate enough receipts to support the core services it requires. In essence, the residential tax base is a "net taker" and the commercial tax base is a "net giver" into the general fund.

It is critical that the Mayor have direct communication and involvement with this vital function of city government, and the Mayor should empower the economic development effort with the tools and resources needed to conduct a quality economic development program for the city. The City Administrator should be a facilitator that promotes a quality relationship between the Mayor and Director of Economic Affairs.

Although tourism and events are an important component for promoting and marketing the city, the Department of Economic Affairs should not be an events and promotion office. That responsibility belongs with a separate entity. Other jurisdictions in Maryland have vested this responsibility in 501c organizations. Examples are Celebrate Frederick, Inc. in Frederick, Maryland, and Celebrate Baltimore, Inc. in the City of Baltimore. Downtown partnerships such as the one recently formed in the City of Annapolis (Downtown Annapolis Partnership) also assists in marketing the downtown commercial sector and oversee event related activities. Tourism expenditures are a sizable economic staple for the City of Annapolis. The importance and role of the Downtown Annapolis Partnership (DAP) should not be underestimated in nurturing this important segment of the City's economy. As such, the City of Annapolis should continue its investment in DAP, as the Partnership seeks to build its own base of private support to effectively partner with the Conference and Visitors Bureau and the City's Office of Events & Promotions to realize the full economic benefits of being a tourism destination.

Advancing the awareness and importance of our minority business sector through efforts such as an MBE (Minority Business Enterprise) Office, as well as providing assistance to minority business owners, is a service the City of Annapolis has provided over recent years and housed in the Office of Economic Affairs. However, the individual(s) employed in the MBE Office reports directly to the Mayor. Furthermore, one of the primary objectives of an MBE program is to assist minority owned businesses in the public sector procurement process. The current arrangement seems to be inconsistent with accepted organizational principles regarding accountability and mission delivery.

A successful MBE effort has three primary objectives: (1) to advocate equity and enhance participation of minority owned businesses in the public sector procurement process, (2) to serve as a resource in developing entrepreneurial capabilities in minority communities, and (3) to serve as a resource for non-minority firms aspiring to partner with minority firms. An examination of many jurisdictions regionally, statewide, and nationally has shown that the preferred location for an MBE function is in the office of the chief elected officer (e.g. Mayor, County Executive, Governor, etc) or in the governmental departments of purchasing and/or procurement. In some instances, the MBE function is located in central services, transportation, or public works where most public sector procurement opportunities are available.

There exist no relationship between the economic development mission and the procurement process in the public sector. Furthermore, the economic development function is not critical to the MBE efforts of developing entrepreneurial capabilities in minority communities. That can be more effectively accomplish by the MBE Office developing strategic partnerships with other public and private sector resources such as business and workforce development centers, the Small Business Administration, post secondary educational institutions, and small business resource centers. The same also applies to partnering non-minority firms with minority firms in terms of MBE mission delivery and dependency on the economic development mission of a local jurisdiction.

Best practices suggest that consideration be given to moving the MBE function into the Mayor's Office, with a direct report to the Mayor. The more visible presence and stature afforded the MBE effort by locating it in the Mayor's Office will enhance its ability to advocate on behalf of minority business initiatives, as well as pursue activities related to funding and support for minority entrepreneurship opportunities in the City of Annapolis.

Moving the Minority Business Enterprise Office and Tourism/Events functions into the Mayor's Office, and funding these activities appropriately, will assist them in better defining and achieving their mission, core objectives, and deliverables. It will also encourage and promote accountability among these two important functions, as well as support their efforts to reach out and establish important relationships, liaisons, and strategic partnerships with other entities in both the public and private sectors.

Continuing the current arrangement of keeping the MBE effort and tourism/events function under economic development will diminish their capacity to deliver on their core competencies and objectives, as well as reduce their visibility, and promote an unhealthy competitive environment for limited resources under the umbrella of economic development. As such, all three important functions for the City of Annapolis will fail to deliver on expectations. We have already experienced these unsatisfactory results with the current convoluted alignment of the MBE and tourism/events functions under economic development. It would not be in the best interest of the City of Annapolis or these three important functions to continue such an arrangement.

Acquiring data on the business sector is important, and statistical analysis of that data is essential to the strategic planning and implementation of a quality economic development effort. Implementation of a Business Retention and Expansion Program (BRE) is the method most often employed by successful economic development efforts. BRE is a methodology and a process, whereby data is collected and analyzed for the purpose of developing an accurate assessment of a jurisdiction's current commercial tax base, uncovering opportunities and challenges in developing, sustaining and enhancing that tax base, and formulating successful strategies for optimizing the commercial tax base. A BRE program can also become a valuable forecasting tool for uncovering little noticed strengths and weaknesses in the commercial tax base and in the broader local economy. A BRE program may also provide guidance in determining appropriate incentive programs for attracting new business development to the area, promoting business expansion, and nurturing start-up businesses.

An important relationship should be established between the objectives of the City's economic development efforts and the City's Comprehensive Plan. The economic development effort should seek to accomplish the

intent and objectives outlined in the comprehensive plan. However, just as important is the input the economic develop effort should have in the development and updating of the comprehensive plan.

The comprehensive planning process at its core determines how land is utilized in the City of Annapolis, and as a result determines the future viability of the City's tax base. A key function of economic development is to provide for a balance and sustainable tax base, as noted in the opening paragraph of this document. The accountability required of economic development in this important function will lack integrity if economic development does not have an important role in developing and updating the City's comprehensive plan.

The Department of Economic Affairs should not be subject to political appointment pressures or staffed by political appointees. It should be staffed by professionals who understand business, have an appreciation for public sector processes and consensus building, and knowledge of economic variables in local and regional economies.

If the Office of Economic Affairs for the City of Annapolis is to function at its full potential, then its mission must be clear and unambiguous. It should not be burden with ancillary functions. Simply put, the Office of Economic Affairs core responsibilities are growing and sustaining a balanced tax base, job creation, and quality of life initiatives for all who live, work, conduct business and recreate in the city.

Organizational Form

Form follows function, and in the above commentary we outlined some key functions important for a quality and dynamic economic development effort in the City of Annapolis.

Economic development initiatives generally function under one of two organizational models; (1) as a government agency, or (2) as a private/public partnership in the form of a 501c6 Economic Development Corporation. Each has its advantages and disadvantages. Nonetheless, it is the recommendation of the Mayor's Transition Team on Economic Development that serious consideration be given to the Economic Development Corporation model. This organizational model successfully exists in Anne Arundel County and the City of Alexandria. Significant information and experience exists from many jurisdictions around the United States to give this organizational model credibility as we embark upon the unique challenges facing the City of Annapolis in the coming decade.

Presently, the City of Annapolis operates under the government agency model. The Primary advantages of this model are the (1) connections it offers to the political system and political resources of local, state and federal governments, and the (2) close communications it fosters between government agencies. Three significant disadvantages of this model are the (1) persistent delays and frustrations of operating within a government bureaucracy, the (2) difficulty of the public sector to adequately fund and staff a quality economic development effort, and the (3) tendency of business not to have direct and frank discussions with City employed economic development officials because they fear their communications will not be treated with confidentiality. In the City of Annapolis, we have experienced the inherent disadvantages of the government agency model and not benefited to any great extend from the advantages this model has to offer.

Because of the less than desirable experiences realized by other jurisdictions using the government agency model, particularly during critical times like that currently confronting the City of Annapolis, the Economic Development Corporation model has become the preferred model for successfully performing the functions of economic development. As a matter of record, it (1) has become the most used type of organizational model because it can draw on the resources of government, while at the same time accessing private sector resources and financial support, (2) gives public and private sector stakeholders an equal stake in the organization, (3) offers a form of governance as a semi-independent body that successfully coordinates and manages

development projects for local government with input and accountability to the public sector, (4) provides financial oversight and public transparency through periodic audits of the corporation's financial affairs, (5) is governed by a Board of Directors consisting of public and private sector stakeholders who formulate and oversee strategic and policy initiatives of the corporation, (6) provides for annual reports and plan reviews by the governing jurisdiction it serves, and (7) attracts more qualified and highly skilled people to work in the economic development effort.

The advantages of the Economic Development Corporation model are several fold, and include (1) flexibility to meet rapidly changing needs and circumstances confronting the local jurisdiction it serves without the frustration of answering to a broad and sometimes factionalized constituency, (2) the ability act as a strong voice for the interests of local businesses by providing access to the highest levels of local government, (3) providing better access to funding and resources in both the private and public sectors that otherwise would not be available in the government agency model, (4) allowing the public sector's investment to be leverage and go further in deploying an effective economic development effort through access to monetary and nonmonetary resources within the private sector, (5) providing access to grant funding for economic development projects and initiatives without the public sector having to work through different third parties and/or contractual arrangements, and (6) promoting buy-in and engagement from all stakeholders in both the public and private sectors who become vested and involved in the success of the economic development effort.

Adopting the Economic Development Corporation model will require a paradigm shift in the way most stakeholders in the City of Annapolis view economic development in both the public and private sectors. This model is highly dependent on the capabilities of the Chief Executive Officer of the corporation for building trust in the economic development effort and on the quality of individuals appointed to the Board of Directors. This model also requires city business and community groups to focus, collaborate, and coordinate their individual efforts and policy positions, if they are to positively affect the quality of the results emanating from economic development initiatives undertaken by the Economic Development Corporation.

Nonetheless, it is the Economic Development Transition Team's understanding that Mayor Cohen desires to encourage and facilitate a collaborative and coordinated effort among community stakeholders in the future of the City of Annapolis. The Economic Development Corporation model offers the best opportunity to realize the Mayor's vision for cohesive community engagement and involvement in the future welfare of our City, as well as an effective model for delivering measurable results on economic development initiatives important to the City of Annapolis.

Budgeting

The City's view of budgeting for Economic Development needs to undergo a change in perspective. Economic development should not be viewed as an "expense center" of government. It should be viewed as a "profit & loss" center. The 501c6 Economic Development Corporation model outlined above establishes the premise that every dollar invested on economic development will yield a return on that investment. Metrics will be established, budgets developed, strategic and market plans put into place, and accountability required for how allocated resources are invested.

The public/private partnership in the form of a 501c6 Economic Development Corporation also establishes the premise that the City of Annapolis and the private business sector will jointly underwrite the investment in a quality economic development effort. Critical to a successful economic development effort under this scenario is having talented individuals in paid staff positions with the ability and skills to develop and sustain that effort. Part of their task will be to identify and develop private sources of funding to complement the City's investment. A schedule should be developed that demonstrates how the investment in the private/public partnership will evolve from a 100% City funded to effort to an agreed upon joint funding ratio between public

and private sector resources. That agreed upon ratio will be achieved by matching private dollars to city dollars over a defined period of time (e.g. the City's investment will remain constant over time, while private resources are identified and added to the City's investment).

Initial public funding for the City's economic development effort should remain at the \$551,000 level received in past City budgets. Removing functions such as MBE, events, and other activities out of economic development might lead to the assumption that the monies funding those activities should also be moved out of economic development. However, such an assumption misconstrues the long term inherent funding shortfall confronting economic development in Annapolis over the past many years. In essence, economic development has been underfunded over the years. Although monies for those activities (i.e. MBE, events, etc.) were allocated to economic development on paper (in the budget), they were not used to advance the core economic development agenda. The result was an inadequate and underperforming economic development effort for the City of Annapolis due to a lack of dedicated funding. Why do we want to perpetuate a funding scenario that has proven to be insufficient? Those other activities need to be moved out of the office of economic development, but the money needs to stay if the City of Annapolis is to be an equal and dependable partner in the public/private effort. More simply put, the City of Annapolis has to have "skin in the game" to ensure their commitment to a successful long term undertaking.

Private sector sources of funding are available from a number of different options or combinations of options. Among those options are establishing a "business development district(s)", public/private sector grants, and establishing a small business loan affiliation with local banks and the Small Business Administration that will provide a stream of private sector funding. Other options identified through best practices in other jurisdictions may also be pursued. These best practices exist because increasingly over the years more jurisdictions have adopted the 501c6 Economic Development Corporation model to pursue their economic development goals.

Metrics

Critical to the success of an economic development undertaking is "staying on mission". The temptation will exist to dilute both private and public sector resources by special interests who want services or initiatives that may lie outside the critical mission focus of the organization. This needs to be avoided, and the selection of appropriate metrics to assure a return on the monies invested into economic development will alleviate this concern.

As noted earlier, there exist a number of best practices in this area because of the increasing commitment by many jurisdictions to recognizing economic development as a "profit & loss center" that will yield a return on the resources invested, rather than strictly as an expense center of government.

Metrics important to the City of Annapolis' economic development effort might include some of the following:

Deliverables:

- Growth in target business sectors identified in the strategic plan.
- Percent of total city real estate taxes from commercial/industrial versus residential
- Average office rental rate (class A, B & C)
- Average retail rental rate
- Average industrial/flex rate
- Growth in real estate tax base from year to year (e.g. total commercial real estate tax base, non-residential commercial real estate tax base)
- Total square foot of prospects lease and ownership as a percent of total commercial inventory.
- Overall office vacancy rate (by class)

- Growth of office square footage (class A, B & C) as a percentage of total office by class

Business Attraction:

- Square footage leased, purchases or constructed
- Total dollars invested (build-out, equipment, etc.)
- Total jobs created
- Total number of companies identified by size ranges
- Number of minority owned firms
- Types of jobs created (semi-skilled, skilled, technical, professional, etc.)
- Average salary (per project)

Business Retention

- Square footage leased, purchased or constructed
- Total dollars invest (build-out, equipment, etc.)
- Percent of identified at-risk firms retained
- Number of companies assisted (facilitation & expansion)
- Total jobs retained

Marketing & Communications

- Number of referrals made and received
- Website activity
- Articles and press coverage highlighting economic development's contributions to the city
- Engagement with business, community and civic groups
- Number of new and retention prospects assisted
- Number and results of prospect meetings derived from tradeshow, missions and meetings staged
- Number of prospect visits to the City of Annapolis

Recommended Staffing:

The Department for Economic Affairs for the City of Annapolis should be staffed by three (3) full-time individuals with the following responsibilities.

1. Director of Economic Affairs
 - a. Responsible for oversight of the City's economic development efforts and department staffing.
 - b. Develop and implement a quality marketing program to promote the city as an attractive place to do business.
 - c. Identify, prospect, and solicit business relocation, expansion, and start up opportunities for the City of Annapolis.
 - d. Coordinate economic affairs functions with other City departments to facilitate realization of the benefits that may accrue to the City from a quality economic development effort.
 - e. Develop and update a strategic plan for the City's economic development efforts.
 - f. Develop and manage the budget for the Office of Economic Affairs.
2. Assistant Director of Economic Affairs
 - a. Serve as an ombudsman to facilitate interaction between business clients and various city departments in areas of permitting, planning and zoning, document preparation, inspections, etc.
 - b. Assist the Director in coordinating the economic affairs functions with other City departments and in developing/executing the department's marketing strategies.
3. Business Retention and Expansion Coordinator
 - a. Develop, update, and maintain the business retention and expansion database.
 - b. Coordinate, oversee, and manage the acquisition of data for input into the database.
 - c. Generate reports and compile data for use in the strategic planning process and in the assessment of achieving departmental objectives.

4. Administrative Assistant
 - a. Provide administrative support to the Department of Economic Affairs

Core Competencies:

The following core competencies among staff and the department are important for a successful economic development effort.

1. Certified Economic Development (CED) designation for the Departmental Director by an accredited organization, such as the Maryland Economic Development Association (MEDA) is important. It provides a broad base and essential foundation of knowledge for leading an economic development effort. If the individual appointed to fill this position is not certified, then the City should require and underwrite that individual's certification within a specific period of time (i.e., Frederick, Maryland's economic development director acquired certification after appointment to the position).
2. Good interpersonal skills that enable the staff to resolve problems, build consensus, and promote teamwork inter-departmentally, as well as between the business community and city government.
3. Knowledge of the city code as it pertains to land-use, planning & zoning, and permitting & inspections.
4. Ability to synthesize information, formulate strategy, and establish metrics for evaluation and execution.

Appendix B

January 2010- Report on Interviews with Alexandria, Va. Economic Development Partnership- Dick Franyo

I interviewed Stephanie Landrum (SVP in Alexandria Economic Development Partnership) (she is very good and articulate on the topic). Then Chuck Walsh, Bob Burdon and I went to Alexandria to interview Stephanie and the newly hired President-CEO Val Hawkins. We were extremely impressed with what they have put in place after an exhaustive study process. In 2005 their Mayor put together a high powered study group of business people to study the same issue we are looking at. The study took 18 months and they studied the most successful economic development efforts around the country. It was concluded, and approved by City Council, in 2007. It had 101 recommendations and has been a huge success for them. It now has been fully implemented.

The end result was to continue to have their economic development efforts in a separate private 501c6 corporation called the Alexandria Economic Development Partnership (<http://www.alexecon.org/>). The reasons for keeping it as a separate corporate entity were that they found that 1. as city employees in a city department they really couldn't be successful and hardnosed advocates for businesses seeking their aid with the other city departments (immunity) and 2. also if they were a city department, businesses seeking their help felt that they could not have a confidential discussion with them without the discussion getting back to the other departments.

They had to be arms length to be able to go to City Council and be taken seriously. They have found that keeping it in a private corporation has greatly increased their effectiveness. The Board of Directors is local business people, one resident, one designee from the Mayor/City Manager (they have the Deputy City Manager on their board), and one from Chamber of Commerce.

Their mission is the obvious one- to increase the local tax base, by attracting, retaining and helping out local businesses. From their site: To promote the City of Alexandria as a premier location for businesses by capitalizing on its assets including multiple Metro stations, historical character and riverfront location, in order to enhance the City's tax revenue and increase employment opportunities. Goals

- Grow the tax base
- Diversify the economy
- Attract and retain businesses and organization

But they also get involved in policy issues-like modifying the building code, etc and keeping an eye on "unintended consequences" of actions by City Council and other groups. While they are an independent corporation they have a dotted line report to the City Manager, Mayor and City Council. The President-CEO attends every Department Head meeting.

They have a \$1.4 million budget (44% for salaries) and have 6 full time employees (Alexandria is bigger than we are). They just hired their President and CEO and went with a senior business type (real estate developer, banker, 30 year resident of Alexandria with lots of connections) over the certified economic development professional because of his gravitas and local passion. The President and Senior Vice President (who was with the Partnership before the study was completed) focus on land use issues, city code, policy issues, planning and zoning issues, liaison with the development and brokerage community, deal with the leasing brokers for both commercial and retail properties. They have a Communications and Marketing VP who deals with press releases and a strategic communications plan that outlines all of the stakeholders they communicate with -City Council, Board, community, brokers, etc. and the most effective way to reach them. A Director of Operations deals all of the administrative and human resource responsibilities and with the 501c3 issues and their research database. They also have an office manager who was also with them when they were a city department. A sixth

position is in the process of being filled. They are funded by effectively all by city funds- the City's general fund (70%), an Industrial Development Authority financing and a federal grant because they were BRAC affected in a negative way. They do use contracts for special studies-like doing an inventory of all vacant buildings and looking at business improvement districts and merchants associations. They report to the Chairman of their Board of Directors and feel that their Board Chairman is super-senior business woman with all the right skills, business experience, seniority, MBA etc. They have a very high powered Board and also have a "Monitoring Group" made up of senior business people who stay involved with them as a resource in economic development issues in Alexandria.

They feel that their City Council is business friendly-a big attitude shift since 2007 when they approved the recommendations of the work group. The Mayor handpicked a City Manager who was business friendly and they together changed most of the department heads and philosophies having to do with economic development-they had to in order to compete with Fairfax and others-National Harbor Center is just over the Potomac. The Ex-Mayor is also on the City Council and is extremely business friendly. The President-CEO or SVP of the Economic Development Partnership go to every P & Z Meeting and all internal meetings on planning that the City Manager holds--and has a land use background.

They are in the midst of "taking on the code" and not just accepting "it is what it is." Code changes have been made and they are still looking at what other changes need to be made.

The MBE position is not housed in the Economic Development Partnership but received greater prominence in a separate entity focused on small business development and public sector procurement. Regarding events-they do not have a separate corporation to select and manage events. It is done through the Department of Parks and Recreation-part of the City which houses a Special Events Group; they coordinate closely with the Convention and Visitors Bureau. The Special Events Group runs the City events and reviews others to make sure they do not have too many etc. The tourism people work more with events that the econ dev team. (Their CVB just represents Alexandria and not the city as well as a county that surrounds it.)

They are in the process of putting together the list of metrics upon which the success of their efforts will be measured. (See attached)

It was recommended that we bring over our new Mayor and City Administrator to meet with their Mayor, City Manager and President-CEO of the Alexandria Economic Development Partnership to benefit from their four year process leading to this structure and business friendly philosophy. The President-CEO will sponsor and organize such a meeting. They think that it is the best way for us to short-cut the process to achieving an effective economic development effort.

They are sending to us a number of studies that they think we will find very useful.

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Appendix C

MUNICIPAL ECONOMIC DEVELOPMENT IN FREDERICK, MD

The transition team (TT) looked into the economic development program and development activities in the city of Frederick, Maryland. The feeling of the TT is that the size and economic character of Frederick are similar in many respects to Annapolis. The team also feels that Frederick has a good development/economic development story, and thus that its experience can provide guidance for economic development in Annapolis. Appendix A presents the results of the research. It also presents responses to questions that were raised by the research. The material focuses on Frederick and does not attempt to compare what Frederick does with what Annapolis has been doing. The Frederick Department of Economic Development provided the TT with printed material that is not included in this report. Additional information is available on the department's web site www.businessinfrederick.com.

A. STRUCTURE OF THE DEPARTMENT. The City of Frederick Department of Economic Development (the department) was established in 2002. It consists of a staff of three professionals: director, business development specialist, and economic development specialist. The director reports to the mayor and council. There is no economic development advisory board or similar citizen entity. Frederick has a "strong mayor" form of municipal government with five council people in addition to the mayor. All six positions will be filled by new people as a result of the recent election. The operation of the department was not an election issue, so continued support is expected. The department's FY 2010 budget is \$583,000 and has been essentially flat the last four years. Expenditures are roughly 50/50 between staff and operations. Operations include the department's financial contributions to such programs as the business incubator, Main Street, and tourism. Such contributions have increased in recent years. Ms. Gramm, the business development specialist, handles prospects, relocations and project management. She does 70-80 business retention visits a year. Ms. Gramm feels that one more staff person is needed to focus on business development because the department wants to be proactive with regard to business development, not just reactive.

B. MEMBERSHIPS. The department and/or staff are active members of a variety of professional organizations: Greater Washington Initiative; Maryland Economic Development Association; Maryland Downtown Development Association; International Economic Development Council; American Planning Association; local chambers of commerce.

C. INSTITUTIONAL RELATIONSHIPS. Many of the department's activities are initiated and implemented through relationships with regional and local professional, business and community organizations.

- Maryland Department of Business and Economic Development
- Maryland Department of Housing and Community Development: Maryland Main Street program.
- Frederick County Office of Economic Development. (The city and county share development prospects and market together, although there are sometimes tensions at the political level. They hold a monthly "partnership meeting" to update marketing and services activities.)
- Frederick County Division of Workforce Services.
- Tourism Council of Frederick County. (Serves the city also.)
- Frederick Innovative Technologies Center. (This non-profit organization gets funding from the city and county as well as from a tax on hotel rooms.)
- Frederick Entrepreneur Support Network.
- Downtown Frederick Partnership.
- The Frederick Historic District.

- Downtown Retail Advisory Committee.

D. DEPARTMENT ACTIVITIES. The department's activities are summarized in the publication "2009 Economic Development Priorities." Comments on selected activity areas deemed particularly relevant to Annapolis, are set forth below

Carroll Creek Linear Park Development. One of the city's most complex and interesting developments has been the creation of Carroll Creek Park and its associated private investments. Basically a flood control project that has been turned into a development opportunity through municipal acquisition and then disposition of flood plain real estate, "Carroll Creek" has been important in bringing new mixed use development to downtown Frederick. Annapolis has no comparable public infrastructure based development. The department manages Carroll Creek development. Of eleven original publicly owned parcels, three are not yet developed and only one is uncommitted.

Downtown Revitalization. Frederick's downtown (defined in this instance as not including the Carroll Creek development area) is in very good shape. Ms. Gramm estimates that 99% of downtown's retailers are "independent merchants," eclectic small shops not associated with national retail chains. Restaurants are particularly strong and draw visitors. The recent introduction of some chain operations (Starbucks, Subway) into the downtown is causing controversy and generating debate as to whether this is good or bad. Rents are generally moderate, but there has been upward pressure that could impact the traditional merchants. The department participates in downtown revitalization by helping to manage the Main Street program, historic building tax credits, and the arts and entertainment district. The Main Street program is credited with helping to bring retail back to downtown. The department is also involved in trying to find a solution to under-utilization of upper floors in multi-floor downtown structures. This matter is related primarily to resolving "life safety" building codes issues. It has also involved consideration of incentives to encourage compatible building renovation. The department works with the Downtown Retail Advisory Committee.

Retail Corridor Revitalization. As with many communities, some of Frederick's traditional commercial corridors need aesthetic improvements and, in some instances, economic restructuring. The department administers a property tax credit program to encourage revitalization and new development.

Arts and Entertainment. The department helps to manage Frederick's active arts and entertainment district. This includes a large number of antiques and arts shops as well as the Delaplaine Visual Arts Education Center, which is owned by the city and leased to the center for a dollar a year, and the Weinberg Center for the (performing) Arts. The department works with the Downtown Frederick Partnership and Celebrate Frederick, Inc

Tourism. Frederick is establishing itself as a center for Civil War tourism. It is surrounded by Civil War sites and the National Museum of Civil War Medicine is located downtown. The department works with the Tourism Council of Frederick County.

Sister Cities. Frederick has a sister city relationship with three cities. It established a non profit entity to manage the program, and the department works with that entity.

E. OBSERVATIONS. Frederick and Annapolis share many physical and economic characteristics. Frederick's tidy historic downtown has an appealing inventory of mostly local shops and well organized arts and entertainment activities. Its buildings, though larger (most are a full three stories) than those in Annapolis, are in generally good condition. The innovative Carroll Creek Linear Park and its associated private mixed use development are very impressive. Moderate scale and conservative building materials enable it to fit in well with the adjacent historic area. Like Annapolis, there are several large, but not obtrusive, well located and well used parking garages. Downtown is bordered by generally attractive residential areas, some with very large houses, but the homes and businesses are not as near each other as in Annapolis. Frederick and Annapolis share

the problem of development in the adjacent county attracting investment that might otherwise have occurred downtown. Both also have unattractive, but busy and productive, strip commercial corridors. Frederick has more industry than Annapolis with the latter's boat yards providing the closest thing to a parallel. Frederick's economic development program, while not large, seems to be successfully addressing the city's key development problems and opportunities and doing so in a cost effective manner. Its success seems to derive, in part, from working effectively with other entities involved in Frederick's development. In my judgment it provides a reasonable model for Annapolis.

QUESTIONS AND ANSWERS REGARDING ECONOMIC DEVELOPMENT IN FREDERICK

- 1. Obtain information on qualifications of Frederick's director of economic development and senior staff.** ... See attached bios sent by Heather Gramm. Ms. Gramm noted, and my experience tends to substantiate, that economic development personnel have very wide ranging backgrounds and that there is no "standard path" to senior positions in the field.
- 2. What tax incentive and tax abatement programs are in place in Frederick?** ... Frederick provides property tax credits for building rehabilitation in designated revitalization areas. The credit applies to the higher tax caused by the increased value of the improvements resulting from the investment. It starts out at 100% and then is reduced to 50% of the tax over seven years after which it reverts to full tax. There are three program areas at present: the Golden Mile (commercial strip west of downtown), the Arts and Entertainment district, and downtown. They also give tax credits for reoccupying vacant commercial structures. Criteria to qualify include length of time vacant and building size.
- 3. What assistance is provided to help fill vacant upper floor space in commercial buildings?** ... Very little at present. They have established a committee to look into the problem and potential solutions.
- 4. What do business retention and business recruitment mean in practice?** ... Staff devotes a good bit of its time to these activities. It means communicating with existing businesses or institutions to see if they have any problems that the department might help solve. It means working with the county (and state) to ascertain the needs of firms/operations that have expressed an interest in investing in Frederick. In both instances, it might require putting together packages of financial incentives or finding the right location or providing job training assistance – basically helping in any way possible.
- 5. How does the mayor of Frederick view economic development and how has he been involved?** ... The department has had a high degree of independence. The mayor (now former mayor) has been supportive of the department's efforts but has not played a strong role in the business of economic development. The director's access to the mayor has been through the mayor's executive assistant. A former mayor was very interested in infrastructure investments. Aldermen have been supportive.
- 6. How does the department measure the success of its activities?** ... Primarily subjectively. That is, by observing the level of economic activity, reduction in vacancies, number of renovated buildings, quality of businesses, etc. The department has no formal system of performance metrics but does periodically purchase data on employment from commercial data providers. They have also hired consultants to do impact analyses of certain programs – the Arts and Entertainment District, for instance.
- 7. What state business incentive programs has the department used?** ... Ms. Gramm noted that many state programs have been cut back in recent years with "no cash!" However, the state did provide help in connection with Medimmune's investment in the city. The state has also helped with fast tracking (state mandated) permits

and has assisted in the establishment of a business incubator in Frederick. One active area of state support is providing grants for job training.

Appendix D

Cumberland Maryland: Economic Development

The City of Cumberland Department of Economic Development is an agency with two employees. The Economic Development Development Coordinator is a full time employee and is assisted by a contractual full time employee, the Economic Development Specialist. The Specialist works on specific projects; she is currently assigned to the Virginia Avenue Area Target Revitalization District Program that is focusing on a specific plan for revitalization and growth in a specific corridor of the City. The Department works closely with the Main Street and Arts & Entertainment District and the Alleghany County Arts Council. Yearly funding for the Department is approximately \$200,000 and is included in the City's budget.

The Economic Development Coordinator reports directly to the City Administrator and is required to provide quarterly updates to the City Administrator. She is responsible for all marketing and sales pitches to businesses considering location in the City and to businesses considering leaving the City. She advertises jointly with the Arts and Entertainment and Main Street Districts. A primary responsibility of this position is to facilitate businesses who are working with zoning and permitting issues in the City.

Of particular interest is the relationship between the department and the real estate community. One very successful initiative is the Site Seeker link on the City's website. The site outlines its successes, promotes its rehabilitation incentives and invites small businesses and artists to relocate to Cumberland. Vacant properties are inventoried on the site. A form is provided online for interested parties and then followed up by the Economic Development Coordinator.

In July, 2001 City Ordinance No. 3376 was passed by the City Council and approved by the Mayor. The ordinance created the City of Cumberland Economic Development Commission appointed by the Mayor and the City Council; the members serve without compensation. The general purpose of the Commission is to "encourage and facilitate economic development within the City of Cumberland". The Commission is authorized to:

1. Prepare and submit to the Mayor and City Council a local economic development plan;
2. Identify and evaluate business development opportunities and parcels of real property that offer potential development opportunities;
3. Target companies or industries for recruitment efforts, serve as a recruitment team, and identify ways to retain and expand existing businesses;
4. Review proposals that affect economic development and make policy recommendations to the Mayor and City Council;
5. Identify sources of public and private funds available for economic development activities;
6. Identify needed improvement in city services that might enhance economic development; and
7. Establish special task forces as needed.

The Economic Development Commission is considered on of the strongest resources available to the department. A nine member volunteer board of business professionals, they meet every other month. Each Commissioner is mandated to submit written reports including their activities and recommendations to the Mayor and City Council not less than once a year.

The City of Cumberland model, albeit a city with a smaller population, illustrates a serious commitment to economic development and to the volunteer commission is has. There is a strong working relationship that has

been well defined and implemented amongst all interested parties. The Economic Development Commission is charged with the task of supporting the city's efforts with valuable responsibilities that are integrated into the City's Economic Development Plan. However, it is the responsibility of this commission to identify and create policy that should be noted. Their views and ideas are encouraged and welcomed by the City, making the commission a true partner in the Economic Development Department.

Appendix E

Recommendations of the Mayor's Economic Sustainability Work Group

October 27, 2007



Nigel Morris, Chair
Jim Butler
Lavern Chatman
Stephen Fuller
Dennis Garcia
Charlotte Hall
Mark Kington
Greg Leisch
John Meagher
Lonnie Rich

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Changes made to the Draft Economic Sustainability Recommendations Report as the result of the September 29, 2007, Town Meeting and subsequent discussions of the Work Group are noted with additions being underlined and deletions having a strikeout line.

ALEXANDRIA'S ECONOMIC VISION

- A 21st Century, knowledge-based, creative class, diverse community with a high quality of life.
- A place where businesses locate and grow.
- A place where planning and land use encourage smart fiscal practices with historic preservation.
- Where the City government is responsive to all.
- Where taxes generated by commercial activities fund community needs and help reduce taxes paid by residents and local businesses.

KEY RECOMMENDATIONS
OF THE
ECONOMIC SUSTAINABILITY WORK GROUP
(Not in order of importance)

- Re-balance real estate tax base to 50% commercial and 50% residential
- Establish employment growth targets reflecting a mix that favors an increasing share of higher paying jobs across all sectors
- Make economics part of land use decision process
- Expand business retention and recruitment efforts
- Capture the full economic development potential of the City's Metrorail Stations
- Redevelop Landmark Mall into a major economic center
- Create a world class waterfront
- Increase the economic benefits generated by the City's visitor industry
- Restructure economic development functions
- Establish positive City reputation in the regional business community
- Establish implementation blueprint and a top-level group to ensure continued focus on implementing recommendations in this report. This will need separate and independent resources to accomplish.

RECOMMENDATIONS
OF THE
CITY OF ALEXANDRIA
ECONOMIC SUSTAINABILITY WORK GROUP

ISSUE: METRORAIL

FINDINGS: METRORAIL IS THE MOST UNDERUTILIZED ASSET IN WHICH THE CITY HAS MADE A SUBSTANTIAL INVESTMENT AND HAS NOT RECEIVED A FULL RETURN. THIS REPRESENTS A MAJOR OPPORTUNITY.

RECOMMENDATIONS:

1. Develop land use plans for transit oriented development at the Braddock Road, King Street, and the Van Dorn Metrorail stations.
2. Model density on best practices such as the retail/office/residential redeveloped Clarendon area in Arlington County which has a mix of heights and densities.
3. Approve mixed-use development at Metrorail station sites with office uses as the primary type of development.
4. Create a world class development project at the King Street Metrorail station.
5. Establish parameters for development of the Eisenhower West area.
6. When reviewing the Potomac Yard Landbay H (the town center landbay) and Potomac Yard Retail Center revised plans, consider higher densities that would better encourage the building of a new Metrorail station in the land reserved for such a station.
7. Rename the Metrorail stations in Alexandria so they provide economic value such as:
 - a. "King Street" to "Old Town - King Street," or "Old Town - South"
 - b. Braddock Road to "Old Town - Braddock Road" or "Braddock Road - Potomac Yard" or "Old Town - North"
 - c. "Van Dorn" to "Landmark - Van Dorn"
 - d. Expand the "Eisenhower" Metrorail station name once the area develops more of an identity.

8. Consider creating a new Metrorail station near the Clermont - Eisenhower intersection.
9. Improve connectivity between Eisenhower Avenue and the rest of the City.
10. Economic development activities and projects should be coordinated with the proposed Transportation Master Plan (such as a bus rapid transit "BRT" hub at Landmark).
11. Alexandria's Metrostation sites should not be developed with expanded parking for Metrorail parker/rider use (i.e., park and ride parking garages).
12. When Metrostation areas are planned for redevelopment and include public benefits and amenities, clear mechanisms should be put in place to capture a portion of the economic value created by the redevelopment to be used to pay for those amenities at such time redevelopment occurs.

ISSUE: COMMERCIAL ECONOMIC ACTIVITY

FINDINGS: REAL ESTATE MARKET FORCES HAVE CAUSED CONVERSION OF OFFICE LAND USES TO RESIDENTIAL USES AND REDUCED THE ECONOMIC AND TAX YIELD POTENTIAL OF REDEVELOPMENT.

RECOMMENDATIONS:

1. Council should adopt specific policies regarding commercial development and land use.
 - a. Restore commercial real estate tax base back to more than 50% commercial, with focus on office and retail as the primary strategy.
 - b. Reduce tax residential burdens by encouraging commercial development.
 - c. Commercial development (office, retail, hotel, service) should be specifically encouraged and sought out.
2. The City should update the fiscal impact model that was produced from the PTO project so that the fiscal impacts of commercial development are better understood by residents and those in decision making capacity.
 - a. New property classification categories such as "luxury condo" versus "starter condo" should be created and analyzed.
 - b. Due to real estate value run-up over the last five years, residential "net profit" differentials may have changed.
3. Specific employment growth targets should be established.
 - a. Alexandria should share in regional private sector employment growth.
 - b. "One-for-One" program should be established so that for every new residential unit there is a new job created in the City primarily through development of new office buildings.
 - c. Employment growth target reflects a mix that favors an increasing share of higher paying jobs across all sectors.
4. Commercial and residential new development should be balanced.
 - a. An inventory of potential new office building sites should be conducted and these sites land use zoning as office should be preserved.

- b. Where commercial land use plans currently allow either commercial or residential development, amend the land use regulations so that residential use is not by right, but only could be done by development special use permit.
 - c. Consider increased densities so that office uses could be incentivized as part of residential development. This could be in lieu of, or in addition to, incentives for affordable housing.
5. The success of nearby mixed use retail centers such as Shirlington, Clarendon, as well as the emerging plans for Crystal City should be studied to learn from those successes, as well as to better understand the competition.
 6. The City should expand its focus on retail expansion as part of the economic development equation so that retail spending is a new import and not a net export.
 7. Tax incentives or tax increment financing (TIF) should become a judiciously used economic development tool where the situation warrants such actions to attract desired commercial development, or to entice "marquee" name office users.
 8. As outlined in the "creative class" literature, the value of the arts community on economic development and its future opportunities for the City should be recognized and further encouraged.
 9. The City should develop an explicit plan and strategy related to industrial properties, realizing that technological and business innovations sometimes need these types of spaces for product development.
 10. Economics education of residents, business persons, City employees, City Council and other decision-makers should be ongoing.

ISSUE: POTOMAC WATERFRONT POTENTIAL

FINDINGS: WHILE THERE HAS BEEN SUBSTANTIAL PROGRESS OVER THE LAST THREE DECADES IN IMPROVING THE WATERFRONT, THERE REMAINS SUBSTANTIAL POTENTIAL REMAINING.

RECOMMENDATIONS:

1. Mixed use vibrant development should be encouraged along the waterfront in the remaining opportunity parcels with commercial retail, restaurant, arts, and hotel development opportunities targeted.
2. Existing warehouse sites have high visibility and represent a major obstacle to completing the enhancement of the waterfront with world class redevelopment.
3. Redevelopment architecture should be in keeping with 18th and 19th Century's historic fabric of Old Town and be consistent with the historic image and brand that of the City and respect the adjacent residential neighborhoods.
4. A public access plan should be part of the waterfront plan. The waterfront is also an important element of the tourist experience.
5. Existing public promenades along the waterfront should be linked and completed.
6. Water uses such as kayak and sailboat rental and additional marina slips should be encouraged.
7. Major existing docks should be maintained so that ships (such as the Coast Guard Eagle tall ship and small passenger ships) can still be accommodated.
8. Further expansion of water taxis and water shuttles should be encouraged.
9. Public parking needs along the waterfront should be addressed in the waterfront planning.
10. The City should complete its planned waterfront land acquisitions, and as well as negotiations with the Old Dominion Boat Club.
11. The City should work with the National Park Service and the U.S. Department of Justice on settling the waterfront title disputes for the seven parcels where a settlement agreement has not yet been completed.
12. The City should take full advantage of the tourism and business development potential of National Harbor development across the Potomac River from the City, as well as future further waterfront development in the region.

- a. The recently approved water taxi service between the City and National Harbor should be implemented as planned, and potentially expanded as demand and other related opportunities (the new Washington Nationals baseball stadium).
 - b. A visitor center or similar orientation area/technology should be developed for tourists coming to the City by water taxi.
 - c. Through better signage, as well as the production of marketing materials, efforts should be made to better educate and orient tourists coming from National Harbor as well as existing tourists.
 - d. A fare-free shuttle type transit service should be developed between the foot of King Street at Union and the King Street Metrorail station. Such service should be integrated into the existing transit network in the City, as well as be aimed at moving existing workers, shoppers and residents up and down King Street on both weekdays and weekends.
 - e. The food court at the City Marina should be rethought and revitalized.
 - f. The underutilized area underneath the Chart House represents an opportunity to expand services to tourists and marina users.
 - g. Expand retail on South Union Street, the Strand and other areas, if feasible, as part of the waterfront redevelopment plan.
13. The planned waterfront study should be commissioned as quickly as possible and be clearly defined in scope.

ISSUE: LANDMARK MALL

FINDINGS: LANDMARK MALL, AS THE CITY'S ONLY REGIONAL MALL, HAS BEEN AN IMPORTANT PART OF THE CITY'S RETAIL TAX BASE AND IS IN A STATE OF SUBSTANTIAL ECONOMIC DECLINE. IT REPRESENTS ONE OF THE TOP MAJOR ECONOMIC DEVELOPMENT OPPORTUNITIES IN THE CITY.

RECOMMENDATIONS:

1. The City ~~should~~ must pursue with all deliberate speed the total redevelopment of the 55 acres of the current Landmark Mall site into a high quality, high density, mixed use City Center development. The ultimately planned proportionate mix and volume of office, residential and other uses needs to be planned carefully so that there is enough volume and variety of use to support the planned new retail uses.
2. A strategy to get Sears to become a partner in the Landmark Mall redevelopment needs to be found by the City, General Growth Properties and Federated. Alternatively, Sears could sell its land to General Growth.
3. General Growth Properties, Sears and Federated Department stores should cooperate and put the redevelopment back on a fast track before the opportunity is eclipsed by other retail development in the regional market areas served by Landmark such as the Springfield Mall. If General Growth does not get this redevelopment process actively restarted by the end of 2007, the City should seek a joint venture lead partner for all of the Landmark properties (Sears, General Growth and Macy's).
4. The City should regularly track the tax production trends of Landmark Mall (as well as other retail areas of the City).
5. Using Reston Town Center as a model, the Landmark Mall prior redevelopment plan should be revamped to include substantial office space in addition to the previously planned retail and residential uses.
6. A redeveloped Landmark Mall site should be an inviting town center with open space, public amenities (such as an ice rink, sports/recreation activities, theatres, etc.), and be pedestrian-oriented in its design.
7. As one of the Gateway sites and key sites in the West End of the City, care should be exercised to ensure that the redevelopment represents a quality product, so that this site becomes the focal point of West End activities and vibrancy.
8. If warranted by the real estate economics, and the potential level of new tax production, the City should stand ready to utilize tax increment financing (TIF) in order to make the Landmark Mall redevelopment occur in such a way that it benefits the City in a major way.

9. Given its history and current state, consideration should be made to rebranding the "Landmark Mall" name.
10. Consider making Landmark Mall redevelopment a totally green (such as LEED's certified) project.
11. The retail re-tenanting should have an upscale and "marquee" anchor focus.
12. Transportation demand in the Duke Street corridor makes mass transit (such as a BRT line) key to this property's redevelopment.

ISSUE: LEVERAGING THE CITY'S ASSETS

FINDINGS: THE CITY DOES NOT HAVE AN INVENTORY AND LONG RANGE PLAN FOR PROPERTIES THAT IT OWNS THAT HAVE DEVELOPMENT POTENTIAL.

RECOMMENDATIONS:

1. The City should develop and keep up to date an inventory of properties that it owns.
2. The City should periodically evaluate those properties to determine their long term use which would be in the long term best interest of the City.
3. The City should sell, lease or otherwise dispose of properties that it determines are not needed for a public purpose after determining what is the highest and best use of those properties. Parcels the City owns in commercial areas or high land value areas should receive special focus.
4. Funds derived from land sales or lease payments should be reprogrammed to meet currently unfunded City capital needs.
5. The City should look to determine if the current uses planned for properties it owns represents the most efficient utilization of the property.
6. The Alexandria City Public Schools should also undertake such a review of properties it owns and develop a long-range plan in conjunction with the City.

ISSUE: TRAVEL AND TOURISM

FINDINGS: THE CITY AND THE ALEXANDRIA CONVENTION AND VISITORS ASSOCIATION (ACVA) SHOULD WORK ON A SERIES OF INITIATIVES TO PRESERVE, AS WELL AS TO GROW, THE CITY'S SHARE OF THE WASHINGTON, D.C. REGION'S TOURISM DOLLARS.

RECOMMENDATIONS:

1. The City's "brand" of being one of America's most historic, well preserved, unique, and vibrant, arts oriented, creative cities should be a consideration and a theme in nearly all land use, marketing, and other governmental and private sector activities particularly in the greater Old Town area. Historic preservation is a tourism asset. A professional marketing firm with tourism branding experience should be retained to study this issue and to make recommendations.
2. ACVA should look at its resource allocation to determine if additional staff and non-personnel funds should be devoted to marketing. ACVA marketing should become more web-focused which is how more tourists research and plan for their vacations.
3. The City should increase its funding of ACVA's marketing programs once ACVA presents the City with a specific plan that is market research based.
4. ACVA needs to become more measurement and metrics oriented.
5. A new or expanded Visitors Center with better accessibility is needed as Ramsay House, although well located, is too small and difficult to access.
6. The City should consider expanding ACVA's role as the lead agency in marketing the City's retail stores, restaurants, museums, art galleries and studios, and entertainment venues to the greater Washington, D.C. metropolitan area in order to gain a larger share of regional consumer discretionary spending. ACVA has indicated it would need additional resources to do this.
7. ACVA should continue to focus its resources during the upcoming year on planning on how to get National Harbor convention and meeting attendees to visit the City.
8. When Landmark Mall is redeveloped, thought should be given to creating new tourism products so that the West End can better benefit from the City's tourism activity.
9. The City should evaluate conference and meeting space needs in the Old Town area and consider joint venturing with the private sector the building of additional conference and meeting space in conjunction with other development.

10. Increasing the tie-ins of the City's historic and other tourist related assets with existing (Mt Vernon) or new major regional tourism sites (Army Museum) should be considered in order to capture an additional share of the tourism market.
11. The "Funside" branding has served the City for 10 years and should be reviewed and rethought.
12. More market research in order to better understand the tourism market segments needs to be undertaken.
13. ACVA should consider expanding its target marketing of different segments of the tourist market, as well as expand the media it uses to market the City.
14. Studies should be undertaken to determine if ACVA should expand its marketing further in foreign markets including collaboration with other tourism marketing organizations in marketing to those markets.
15. Further tourism marketing efforts should be undertaken at both National and Dulles Airports.
16. The City should fast track its planned wayfinding signing program. This program should be informational and not just directional.
17. Consideration should be given to early implementation of signing for public parking garages and for signing the City Marina and King Street for water taxi arrivals.
18. ACVA should consider expanding its direct mail campaigns.
19. The City should consider improving the lighting on King Street, as well as keeping the holiday tree lights lit 12 months of the year.
20. ACVA should expand its orientation and training program of concierges and other hotel staff for all City hotels, as well as those at National Harbor and in Arlington.
21. In order to protect Alexandria's historic brand and reputation for historic preservation, initiatives should be considered that sustain publicly and privately owned historic assets in the City.
22. The City should be ready for the impact of National Harbor (Maryland) development when it opens in April, 2008.
23. More "experience" related activities (performing arts, street performers, historic interpretation characters) need to be planned for and should occur in the evenings and on weekends in key commercial areas.

24. The further use of information technology in kiosks, at the Visitors Center and in hotels should be explored.
25. Consideration should be given to establishing a performance venue on or near the waterfront.

ISSUE: FOCUS OF ECONOMIC DEVELOPMENT ACTIVITIES

FINDINGS: THE CITY NEEDS TO EXPAND ITS EXECUTION OF ECONOMIC DEVELOPMENT IN RELATION TO BUSINESS RETENTION AND ATTRACTIONS.

COMMENT: This section summarizes major economic development opportunities and brings into focus some major approaches and targeted business and governmental sectors that could enhance economic development in the City.

RECOMMENDATIONS:

1. The City and its economic development agencies should work to retain and to expand its exiting business clusters thereby building on existing strengths: a) Hi-Tech, b) Intellectual Property, c) Associations, d) Tourism (see travel and tourism recommendations), e) Retail (see Landmark Mall and Commercial Economic Development Activity recommendations), f) Arts, Communication, Advertising, Graphics, Web design, and g) Educational Institutions.
2. Business recruitment and retention activities should position the City as a leader and a first-tier organization in its economic development efforts.
3. The City's has an extensive "creative class" and "knowledge" economy. This should be exploited as a marketing tool. (Base on the widely accepted economic development theories of Professor Richard Florida.)
4. Economic development efforts, including marketing, need to be more aggressive and reach out to more potential users in more markets across the United States.
5. Greatly expand the marketing budget for business recruitment.
6. Effective targeted international recruitment should be planned if such recruitment can be done on a cost effective basis.
7. With a revised economic development effort and structure in the City, private sector economic development organizations, such as AEDP, should continue to be an active part of regional business recruitment and tourism promotion efforts.
8. Various City government department and agencies should be used as resources in the recruitment and retention process and greater coordination of effort is essential.
9. The revitalized AEDP, and related non-profit economic development agencies, should strengthen their focus on metrics and industry based research.
10. All outcomes of economic development activity must be measured on a return on investment manner (ROI) basis.

11. The City should target high-value office users such as professional service firms, defense contractors, and others who pay medium to high salaries for locating or expanding in the City.
12. The City is favorably situated and already enjoying the presence of branches of major higher educational institutions; these need to be encouraged to expand, and the City should court these and other entities to grow and possibly coordinate activity in the City.
13. The transfer of 7,200 jobs from the City due to the recommendations of the Base Realignment and Closure (BRAC) Commission should be carefully monitored and viewed largely as a long-term opportunity.
14. The City should be open to selectively attracting the headquarters operations of highly visible and recognized federal agencies.
15. Existing small businesses need to be nurtured and new small businesses encouraged.

ISSUE: RESPONSIVENESS OF CITY BUREAUCRACY AND CITY PROCESSES

FINDINGS: THE CITY IS PERCEIVED THROUGHOUT THE REGION AS UNFRIENDLY AND NEGATIVE TO THOSE OPENING OR OPERATING A BUSINESS AND THIS REPUTATION HARMS ECONOMIC DEVELOPMENT.

COMMENT: This section deals with the regional negative perception of Alexandria processes and operations toward development of new businesses. It highlights areas to examine to improve land use and building regulation, cross-departmental coordination, an attitude of helpful customer relations, and focus on business friendly attitudes while retaining necessary protection for historic preservation, health, safety and quality of life.

RECOMMENDATIONS:

1. The City should review its business practices relating to land use and building regulation in order to make these processes better understood, more transparent, as well as to erase the regional negative perception of the City toward new business development; this includes greater efficiency and timeliness, with applicants seeing cross-departmental coordination as seamless and more efficient.
2. The City needs to make a cultural shift in its attitude, and that of its employees, towards businesses, so that it is less of a negative regulator and more of a partner and a facilitator.
3. The City should develop the best customer relationship processes in the entire Washington, D.C. metropolitan area
4. City processes need to be business friendly, but retain the necessary protections in regard to historic preservation, health, safety, as well as quality of life.
5. The City should review its Special Use Permit (SUP) processes to determine which SUP categories could be eliminated or made administrative in order to reduce the time necessary to open a business.
6. The use of internet-based technology should be expanded both in the field, and by the provision of more online information and interactive functions between businesses and the City staff. The goal should be "on line, not in line."
7. If the newly revised more interactive public participation model works (as being used in the Braddock Road Plan restart), then that model (or varying versions of it) should be used for future small area planning processes.
8. The name "Code Enforcement" should be changed to a more customer-centric name.

ISSUE: ORGANIZATION, VISION AND PERFORMANCE OF ECONOMIC DEVELOPMENT FUNCTIONS

FINDINGS: THE STRUCTURE AND EXECUTION OF ECONOMIC DEVELOPMENT HAS BEEN DIFFUSED AND HAS NOT LED TO THE OPTIMAL ECONOMIC DEVELOPMENT RESULTS; SIGNIFICANT CHANGES ARE NEEDED.

COMMENT: The economic development function in the City has received attention from government and various private sector groups, some funded primarily by the City. The effort lacks coordination, there is little accountability for decisions, little coordinated planning and few metrics to measure program effectiveness. In some cases there is overlap of functions.

The structure of economic functions needs to be reformed. The Alexandria Economic Development Partnership (AEDP) Board should be entirely reconstituted and with a majority of Board members appointed by the City Council. AEDP should be renamed as it should become a new economic development organization (referred to in this report as "EDO"). The EDO Director position should be filled by an Economic Development professional and should staff the EDO Board. This action must be accompanied by a study of mission, functions and organization and the steps necessary to provide leadership. The result should be a coordinated public/private partnership to enhance and expand the economic base of Alexandria, especially in commercial, knowledge-based, hi-tech, arts and other business sectors detailed elsewhere in this report.

RECOMMENDATIONS:

1. The EDO Board should be reconstituted with its all Board positions vacated and refilled based upon a to-be-determined makeup of persons knowledgeable in business or economic development. EDO Board positions should represent a cross section of the business community and also Board positions should have specific experience requirements (i.e., development, real estate finance, hotel management, etc)
2. A majority of the EDO Board should be appointed by City Council, with some of the Board appointed by organizations such as the Chamber of Commerce. The Civic Federation should also appoint a person to the EDO Board (this is a recent change made by AEDP).
3. The EDO Director should be employed by and report to the EDO Board.
4. The EDO Board should be an active Board and meet at least monthly, as well as have subcommittees to focus on specific issues or functions.
5. The Chair of the EDO Board should be highly accomplished in the business community.
6. The EDO Board should utilize the best practices of board governance including having term limits, an executive committee, an audit committee, and utilize 360 degree feedback.

7. EDO should be fully accountable to the City (which is its funding source) with the City setting specific written performance and accountability standards.
8. The EDO Board should keep the City Council regularly informed of its plans and activities, and meet with the Council annually to discuss its proposed plans and initiatives for the upcoming year.
9. The reconstituted EDO Board and staff should be given one year to meet the City's performance expectations, and if expectations are not met or significant progress has not been made, then EDO should be internalized and become a City Commission and the EDO staff would become a department of the City government.
10. One of the first tasks of the EDO Board would be to rename AEDP
11. EDO staff compensation should be performance based.
12. A major initial step of the reconstituted EDO Board should be a study of the mission, functions and organization of economic development activity including the current functions of AEDP and ACVA, the major private organizations funded primarily by the City, and components of a sound program that should be instituted.
13. EDO should retain its offices outside City Hall in class "A" office space, as is the norm with many economic development organizations in other jurisdictions. This will facilitate the public/private features of the new arrangement and provide the "feel" of a true partnership in an enhanced economic development effort.
14. The functions of the new EDO Board should include:
 - a. Actively advising the City Manager and the City Council on economic development policy and consulting on related policies impinging on economic development
 - b. Being engaged on land use policies and major land use issues coming before the Planning Commission and City Council.
 - c. Being tasked with developing a City-wide shared vision and proposed economic development strategy and a multi-year plan for achieving that strategy; the outcome being adoption by City Council of an economic development section of the Master Plan.
 - d. City officials should no longer serve on the newly constituted group as the Mayor, a member of City Council, and the City Manager do serve on the current AEDP Board. This will allow the EDO Board members to be free to provide independent advice.

- e. Resources for economic development need to be significantly increased including staffing and other budget categories such as marketing. AEDP, as now organized, is under-resourced compared to peer economic development organizations elsewhere. After a study, the functions assigned to EDO should be increased by at least three to four additional staff to a total of eight or nine.
15. One of the City's existing Deputy City Manager positions should be designated as having responsibility for economic development. Those would be to coordinate economic development matters inside the City government and to be the City's point staff person in dealing with EDO. The Executive Director of EDO, who should be considered the lead economic development executive in the City, should regularly meet with the City Manager, and the designated Deputy City Manager, in order to help keep matters between the City government staff and EDO coordinated.
 16. In order to advocate for the economic development point of view, EDO staff under the new structure should have their views fully considered along with other points of view, through being a regular part of City staff meetings, as well as a regular part of the process that leads to the development of recommendations to the new EDO Board, the Planning Commission and City Council.
 17. The Business Facilitation function now housed in the City Manager's office ~~and related funding~~ should be transferred to the EDO.
 18. The tourism activity now conducted by the Alexandria Convention and Visitors Association should be reformulated following a study by an outside tourism industry assessment team.
 19. The EDO, ACVA, the Small Business Development Center (SBDC), and the Eisenhower Partnership, and any other economic development organization receiving a major portion of funding from City funds, should be governed under terms of specific written performance management contracts between these organizations and the City. Such relationships should include:
 - a. Performance contracts with evaluation criteria, mutually developed goals, and required periodic reports with specific report elements and timing delineated.
 - b. Clear identification in any such contract of the role of the organization and elimination of any overlap of functions with any other City-funded organization or the new economic development department program under guidance of the new EDO.
 - c. Valid metrics (with cause and effect relationships) and mutually agreed upon evaluation criteria of all economic development activities.

- d. Monitoring by the City of Return on Investment (ROI) of its economic development functions including any organization funded by the City along with related private sector organizations.
20. Business Improvement Districts (BIDs) should be encouraged.
- a. BIDs should come from grass roots efforts in the affected sector of the community.
 - b. More than one BID should be encourage to be established in the City.
 - c. BIDs should be created using a consensus process.
 - d. The City should increase its funding of infrastructure improvements as part of BID implementation.
21. Residents should be more engaged in economic development, educational and participatory activities and related planning and decision-making.
22. A sense of the City's history should be a part of the FDO staff and governance thinking, including using the City's long commerce-based history as a marketing and branding focus.
23. To manage and oversee these economic initiatives, a top-level City staff person needs to be assigned responsibility, and have a full-time staff person (MBA level of education to provide staff assistance).

ISSUE: TAX STRUCTURE: REAL ESTATE ASSESSMENTS IN ALEXANDRIA HAVE RISEN BY DOUBLE DIGIT RATES FOR THE LAST SEVEN YEARS. RESIDENTIAL ASSESSMENTS HAVE INCREASED THE FASTEST. CONSEQUENTLY, RESIDENTS ARE SHOULDERING MORE OF THE COST OF GOVERNMENT, AND LOWER AND MIDDLE INCOME CITIZENS ARE BEING FORCE TO REDUCE THEIR STANDARD OF LIVING OR RELOCATE TO MORE AFFORDABLE AREAS. THE CITY IS LOSING VALUABLE WORKERS AS WELL AS ITS ECONOMIC, SOCIAL AND RACIAL DIVERSITY.

FINDINGS: THE CITY (AS ARE ALL OTHER VIRGINIA CITIES AND TOWNS) IS OVER DEPENDENT ON THE REAL PROPERTY TAX; OVER THE LAST EIGHT YEARS, THE COMMERCIAL REAL ESTATE TAX BASE HAS DROPPED FROM 49.5% TO 41.0% (UP FROM 38.2% IN 2006); THIS HAS MEANT THAT HOMEOWNERS ARE PAYING A HIGHER SHARE OF THE COST OF GOVERNMENT.

RECOMMENDATIONS:

1. The City must review its overall existing tax structure to determine how it can be changed in order to provide meaningful property tax relief to those citizens who find their standard of living reduced each year due to rising property tax assessments.
2. The City should utilize changes in the tax law recently enacted by the General Assembly to diversify its revenue base while at the same time providing property tax relief. ~~The City should consider the changes in its tax authority related to transportation funding (a differential commercial real estate tax rate with 100% of the funds dedicated for transportation) recently enacted by the General Assembly to diversity its revenue base while at the same time providing property tax relief. A clear understanding of the pros and the cons, as well as the benefits of such a tax and use plan should be understood as part of the decision-making process.~~
3. Alexandria officials should work with other municipalities to frame additional tax changes that will allow these entities more flexibility in their methods of taxing. The goal is to allow our municipalities to adopt measures that deal with today's problems, not those of earlier eras. These changes should be ready for presentation to the Governor and the legislature at the next session of the General Assembly in 2009.
4. 3. The goal is to adopt tax regimes that rely less on the regressive real property tax for City revenues.

Appendix F

ECONOMIC DEVELOPMENT AND THE COMPREHENSIVE PLAN

Over the course of two years ending in October 2009, Annapolis city officials and citizens, with assistance from a team of professional consultants, worked on the preparation of the city's 2009 Comprehensive Plan. The Plan was subject to public review and input, was approved by the Planning Commission and adopted by City Council as the law of the city with regard to future development. The purpose of the plan is to "... chart the city's direction for the next ten years, respond to relevant State law, and replace the 1998 Comprehensive Plan." To be most effective, the recommendations of the economic development transition team need to reflect the opportunities and constraints that are set forth in the new Comprehensive Plan. The purpose of this memorandum is to review material contained in the Plan that the committee might take into account as it formulates its recommendations.

A. CORE STRUCTURE OF THE PLAN

The Plan is organized around three main ideas that define the approach to planning for the City's next decade. The three ideas are:

- Preserve and Enhance Community Character;
- Maintain a Vibrant Economy;
- Promote a 'Green' Annapolis.

B. SUMMARY: LAND USE & ECONOMIC DEVELOPMENT

A synopsis of major land use related economic development points contained in the Plan's Executive Summary is set forth below.

- Direct growth into planned arrangements in areas presently within the corporate limits of Annapolis.
- Almost all growth should be accommodated in four designated Opportunity Areas.
- Vacant land within the City will accommodate a very small share of future growth.
- Ensure that infill development outside of the Opportunity Areas is consistent with the character of the surrounding community.
- Protect the productivity of land areas devoted light industrial and flex space.
- Support the expansion of professional office space in such a way that office based services are readily accessible to all residents.
- Protect and promote neighborhood retail centers.
- Strive to ensure the Maritime industry's vitality.
- Maintain stringent historic preservation requirements in the downtown area,
- Use neighborhood conservation zoning to protect and conserve neighborhoods.

C. PRINCIPLES AND OBJECTIVES "INFORMING" POLICIES ON LAND USE AND ECONOMIC DEVELOPMENT

Guiding principles that inform the Plan's policies on land use and economic development and important objectives of these principles are set forth below.

- The city's growth and economic vitality do not depend on the outward expansion of its borders. --- Residential and commercial growth will be directed largely to mixed use development projects in designated Opportunity Areas, not to adjacent areas of the County.
- Infill development can occur, and it should occur in a manner that respects the size, scale, and use of existing and historic development patterns. ---The gradual improvement of vacant or underutilized parcels will strengthen neighborhood and community character.
- Development must recognize the need to locate investments where they will be secure from future hazards, such as flooding.

D. DEVELOPMENT OPPORTUNITY AREAS

The Plan identifies four Opportunity Areas. The characteristics of development encouraged by the Plan in each area are summarized below.

- West Annapolis. Encompasses the area surrounding the intersection of Rowe Boulevard and Taylor Avenue and the commercial sections of West Annapolis along Ridgley and Melvin. It is viewed as having development potential. Future development should reflect the existing neighborhood scale commercial areas abutting residential neighborhoods. This area should transition over time to an "Urban Center Low" character to achieve/maintain a mix of retail, offices, restaurants and housing. The form of development should enhance the area's urban "village" character. Two public use sites within this area should be developed/redeveloped in such a way as to bring substantial recognition and prestige to the City while conferring direct benefits to City residents.
- Bay Ridge. This Opportunity Area is located on the south side of Bay Ridge Road between Hillsmere Drive and the city's eastern boundary. It is part of an existing Commercial center used by communities on the Annapolis Neck Peninsula accessed via Bay Ridge Road. This area should transition to Urban Center Low character focusing on retail and office uses with some residential.
- Forest Drive. South side of Forest Drive east and west of where Hilltop Lane intersects (on the north side.) Includes the large "Katherine Property," which is currently in the county but apparently identified for annexation. That annexation will require a Master Plan which should have the area closest to Forest Drive in Urban Center Low land use character incorporating clustered residential with extensive open space requirements. Otherwise, new development in the area should have a mix of uses with the inclusion of employment being important.
- Outer West Street. The Plan recommends a transformation of the area from an automobile oriented suburban commercial pattern to an urban character focused on residential and commercial uses. However, land presently in industrial use should be retained as such. Urban mixed use redevelopment is targeted for strategic points near Parole. New structures may include residential and/or office space on upper floors. Redevelopment might integrate fully residential structures with nearby non-residential. The outer portion of the corridor should be configured to reflect West

Street’s historic role as a gateway to the city. Properties currently in the county on the western edge of the area adjacent to Route 2 should be annexed into the city.

E. LAND AVAILABILITY AND INDICATED DEVELOPMENT

Large open areas or vacant lands are not readily available for development within Annapolis or adjacent to the city. There are 179 acres in 348 separate parcels in the City that are vacant. An estimated 324 parcels are less than one acre in size, of which 107 parcels are deemed “developable.” Only seven percent of the vacant land is in parcels greater than one acre in size, accounting for 72 acres of land. Of these, about 39 acres are in the “development pipeline” and 21 acres cannot be developed due to environmental or other site constraints. This leaves 12 acres that are vacant and able to be developed at some point. The lack of developable land means that growth needs to be directed into proper development and redevelopment arrangements that support the goals of the Plan. The Opportunity Areas are intended to accommodate this development.

The Plan recommends that detailed master plans be prepared for each Opportunity Area. The development character in these areas is to be guided by the “Character Types” documented for each. According to the Plan, the four Opportunity Areas could accommodate up to 1,770 new residential units and 604,000 square feet of net new commercial space. The Plan text says that this projection should not be construed as a recommended development maximum or minimum but as an attempt to anticipate a build-out scenario. I assume that these potentials reflect development possible on land that might be annexed, as indicated below.

The Plan also provides for the expansion of the city into two adjacent county areas. These are identified as Growth Area A (part of the Outer West Street Opportunity Area) and Growth Area B (part of the Bay Ridge Opportunity Area.)

- Growth Area A has 90 acres currently in highway commercial, residential and open space uses. It is planned for urban center development comprised of a mix of residential, commercial and open space
- Growth Area B is currently highway commercial and is proposed for low density urban center use comprised of a mix of residential and commercial.

Not specified in these annexation thoughts, as best as I can determine, is the 180 acre

AEDP METRICS

The following measurements will be reported on an annual basis, included in annual reports and presentations distributed to the City of Alexandria and general public:

<u>OUTCOMES</u>	
<ul style="list-style-type: none"> - Growth in Targeted Business Sectors identified in strategic plan: ex. Associations & Non-Profits - % of Total City Real Estate Taxes from Commercial/Industrial vs. Residential - Average Office Rental Rate (Class A, B & C) - Average Retail Rental Rate - Average Industrial/Flex Rate 	<ul style="list-style-type: none"> - Growth in Real Estate Tax Base (year/year): Total Commercial Real Estate Non-Residential Commercial Real Estate - Total SF of Prospects Lease and Ownership as % of Total Commercial Inventory - Overall Office Vacancy Rate (by class) - Growth of Office SF (Class A, B & C) - % of Total Office (by class)

The AEDP Board and City will establish targets for this group of measurements by which the performance of the organization will be judged. Select measurements will also be included in annual reports and presentations available to the public.

<u>ATTRACTION</u>	<u>RETENTION</u>
<ul style="list-style-type: none"> - SF Leased, Purchased or Constructed - Total \$ Invested (build-out, equipment, etc.) - Total Jobs Created - Total Number of Companies broken into size ranges - Number of minority-owned firms - Type of jobs created (semi-skilled, etc.) - Average Salary (per 'project') 	<ul style="list-style-type: none"> - SF Leased, Purchased or Constructed - Total \$ Invested (build-out, equipment, etc.) - % of Identified At-Risk firms Retained - Number of Companies Assisted (Facilitation & Expansion) - Total Jobs Retained - BRAC metric (TBD)

These measurements will be reported to the AEDP Board throughout the year and used as indicators of progress towards meeting the organization's goals and targets.

<u>COMMUNICATION</u>	<u>MARKETING</u>
<ul style="list-style-type: none"> - Number of Referrals Made - Website hits - Articles & Press Coverage (AEDP impacted) - Ads and Ad Impressions - Number of Meetings with Community & Civic Groups 	<ul style="list-style-type: none"> - Number of Events Conducted & Attendees - Number of Advertisements Placed - # of retention contacts - # of new prospects assisted - Number of Prospects Met at Tradeshows, Missions & Meetings Staged - Number of Prospect Visits to Alexandria

Methodology for calculating a **Positive Tax Impact (by use)** Metric is under development, with assistance from various City Departments.

Example: A new Restaurant will return tax dollars to the City on an annual basis from the following taxes- real estate tax, business license tax, business personal property tax, meals tax, sales tax. A value per SF will be created and used to calculate positive tax impacts for each new or expanded business.

Appendix H

Additional Short Term Recommendations

Understanding that FY 2011 budget discussions will soon be underway, the team recommends the following actions, most of which may be implemented within six months.

1. Challenges-Business Is Not Our Friend

The perceived reputation of the city is that Annapolis treats “business as the enemy”. Delaying requested action or finding a reason to deny is frequently a safer, albeit stifling, decision. Specifically, we are seen viewing most development with great skepticism, treating entrepreneurs with suspicion, and failing to appreciate an expanded commercial tax base as a primary foundation for enhancing our city’s revenue stream and core services offered to its citizens.

Recommendation

Requiring city departments to alter their less than positive consumer relations with business is a must. But our departments need to know this is a priority. The Mayor, City Administrator, and Council must exercise clear leadership to commit to this mantra of “business friendly”. There must be consistent, demonstrated administration support of city departments to make expeditious and positive decisions, despite the predictable pockets of criticism and second guessing.

2. Challenge- A Clear And Workable City Code

There is uncertainty of interpretation and timelines in the current economic development process. Consequently, large businesses seeking to enter the city go silently to other jurisdictions. New and less savvy small businesses have their capital reserves eroded in trying to outlast the confusion, and hiring attorneys to move the ball. An example, the City’s Use Tables in Chapter 21.48, provide a detailed listing by zoning district of various uses permitted, prohibited, and a large number of “maybes” subject to hearings and discretion. Much of these kinds of use restrictions originated from the fear of types of businesses within the historic district. But they are antiquated for general economic development purposes. These use tables are being questioned regularly as to their outdated limitations, for example, at the vacant Evening Capital property on West Street, the old Light House Shelter, at Fawcett’s, commercial properties in the Clay Street Community, Eastport and across from the Parole Towne Centre.

Recommendation-Longer Term

The city should maximize the types of business permitted in this city. The new Economic Development Corporation, with Planning and Zoning, should review the Code to make changes that support economic development success. Review of the city’s Use Tables for each of its zoning districts must determine if the current restrictive and subjective standards still justify denying or delaying property use in many areas of the city. Moreover, if there is no mention of a specific use in a particular zoning district, a presumption of permissibility should exist in the Use Table unless a similar use is prohibited.

3. Challenge- Studies and Commissions Are Not The Gauge Of Success

The City has financed numerous business and economic studies and utilized a multitude of volunteer commissions and task forces. While there are certainly exceptions, the majority of these costly studies have never been implemented. An Economic Advisory Commission was established by the city in November 2007 “to advise the Mayor and City Council on current policies, laws and regulations which adversely impact the city’s economic well being”. The Commission, appointed one year later, has never been requested to provide any input. A similar Economic Revitalization Fund to assist business financing and a Board to oversee it was established in 2007 but never implemented.

Recommendation-

The city should fully utilize or eliminate the inactive boards, and commissions authorized by law. In particular, the Economic Advisory Commission could become the Board of the new public/private Economic Development Corporation. The city council should immediately decide the fate of the illusory Economic Revitalization Fund. To shift economic development funds to productive uses, all new business studies and reports should cease unless specifically budgeted and approved. Such oversight would not foreclose, for example, the pending Outer West Street Opportunity Sector Study or implementing dormant studies such as the 2008 Clay Street Commerce and Market Analysis.

4. Challenge- Come and PARK

There is the clear need for a total review of our parking policies as another transition team has undertaken. However, any city development or business use and occupancy can not be approved, outside the historic district, without proven on-site parking or, alternatively, obtaining an off-site parking waiver. The required on-site parking is not possible for many densely situated buildings. Yet, the current parking waiver approach is so complex as to leave city departments, in too many cases, facing a political football unrelated to the real question of parking options. Ironically, there is frequently ample off-site parking in locations not on residential streets. This waiver process prevents the use of and revenue gain from underutilized city parking facilities, as well as, at private garages.

Recommendation

If, in the historic district, the city has recognize the parking waiver should not be a burden the rest of the city businesses should be similarly benefited. The City Code should be modified to allow a waiver to be granted under a focused, objective test if off-site parking is available and committed to during the relevant time period using:

- a). any public or private parking garage, facility or lot within 800 feet of the business site,
- b). a more distant site with proven transportation available proximate to the building, or
- c). on street parking in a non-residential zone after 5pm if consistent with building usage.

5. Challenge- Require It and It May Not Come

The city's focal point for its 1998 Comprehensive Plan, was the Inner West Street area. As a largely MX zoned area it has not flourished for many reasons. It increasingly struggles for lack of foot traffic and building occupancy. The City Code requires that all new or substantially renovated buildings in the city's MX zone have retail occupying the ground floor space. This requirement was originally well-intended but it has not succeeded in Annapolis and other jurisdictions. It has undermined the ability of commercial property owners and perspective tenants to meet marketplace demands.

Recommendation

While retail is frequently the most economically rewarding use of first floor space this may not be the case in an economic downturn or in certain types of buildings or areas in the MX zone. The city should broaden permissible uses of first floor spaces in the MX zone beyond retail to permit other uses such as office, hotel, residential, non-profit etc.

6. Challenge- Avoid Unintended Consequences For Development in the Pipeline

The City Code is periodically modified to expand or restrict the height, use, and scale of property when, among other things, implementing Sector studies associated with the City Comprehensive Plans. Such code revisions inherently change the rules of the game midstream. Projects in "process" fight to be "grandfathered" under the prior less restrictive rules so as not to penalize their preparation. These rights can be jeopardized again upon changes in proposed usage or design. Projects are forced to start all over

again under a very different set of more restrictive rules. Frequently, this loss is too great a disincentive and will shut development down.

Recommendation

Failing to recognize the equitable need for grandfathering can be a significant deterrent to economic development. The City Council, in imposing code changes, and the city departments in implementing them, should:

- a) Provide, as a primary goal, a flexible interpretation of grandfathering rights to protect ongoing preparation, applications, permits and plans and
- b) Allow changes in plans or permits, to accommodate shifting marketplace demand without loss of the legally acquired “grandfathered” rights.

7. Challenge- Fire Protection Process and Incentives to Maximize Safe Utilization

A. Outsourced Fire Consultant- Fire safety is a critical goal in the community. The City seemingly has not had sufficient accredited fire protection engineers on staff for many years. As a result, outside fire safety consultants are being contracted to do substantial city fire protection engineering compliance when their schedules permit. While qualifications of such consultants are not our focus here, this outsourcing approach has adversely impacted economic development within the city. Outside part time consultants inherently do not have the same global sense of the city’s mission in being business friendly and in coordinating efforts with other city departments. Nor does such outsourcing appear either necessary for public safety or fiscally prudent for the city or the applicant.

Recommendation

The City Fire Chief should have fire protection engineering credentials or be directed to hire such in house expertise. This will provide greater accountability to the city and more timely action consistent with the city’s safety and economic goals. Funding to reestablish the city’s in-house capability of earlier years should be explored with both the fire department and city’s new grant administrator.

B. Challenge- The Illusory Incentive of the Sprinkler Loan Fund

The city’s residential and commercial fire code requirements continue to expand the sprinkler requirements to more buildings. Facing new costs for sprinklers building owners leave upper floors unoccupied or lose new occupancy when a new use is proposed. In 2006 the City Council established a low interest loan fund to aid compliance with the new sprinkler requirements. For the last several years the city’s sprinkler loan fund has been empty. The fund was emptied, in part, because single family homes received loans although not seemingly within the original intent to aid second floor occupancy of commercial buildings.

Recommendation

The sprinkler loan funds can be a good investment from the standpoint of upper floor occupancy which increases the tax base. The City should replenish its sprinkler fund using city funds and other funds pursued by the city’s new grant coordinator. To comply with the law’s original intent, loan eligibility should be prioritized for renovated commercial buildings and include loans for existing sprinkler systems needing to be improved or repaired, if required by city code for occupancy.

C. Challenge- Extend Property Tax Credit to Commercial As Well As Residential Uses

The City in 2009 established a property tax credit for existing single-family residences which were faced with code required fire sprinkler installation as part of renovation. No such consideration was afforded to commercial buildings that faced even more demanding fire suppression requirements.

Recommendation

Granting owners of existing commercial buildings the same tax credit afforded residential owners will increase the assessed value of commercial buildings and the tax base. In doing so both public safety and higher tax revenues will be promoted.

8. Challenge-The Convention and Visitors Bureau is not a Foreign Country

The Annapolis and Anne Arundel County Conference and Visitor’s Bureau (CVB) represents both the City and the entirety of Anne Arundel County. The City has two voting seats on the CVB board. Starting in 2011 the City, under of Maryland state law, will pay a sizable portion of its hotel tax to the CVB. The city has not utilized the talents of the CVB to maximize types of tourism which can be a significant economic staple. For example, the City’s Charter 300th Anniversary in 2007-2008 may have benefited from such increased collaboration.

Recommendation

The city, as a “paying client” of CVB, should heighten its partnership with the CVB. For example, a member of the CVB Board might be designated as an Economic Development Corporation board member and vice versa. The Mayor could designate an appropriate staff member for one of the city’s seats on the CVB Board to increase coordination between the city’s events planning and public information offices and the CVB communications director.

9. Challenge- Aligning the Downtown Annapolis Partnership and Arts District

The Downtown Annapolis Partnership and the new Arts District can be effective public/private partners to aid in the economic development of these areas. But there needs to be a focused commitment with professional staffing able to reflect the mission of these organizations.

Recommendation

The city should determine a dedicated funding source, in addition to private funding, for the Downtown Annapolis Partnership and the Arts and Cultural District. For a more efficient and professional effort the city should combine the staffing of the Downtown Annapolis Partnership and the Arts District. This coherent effort, governing neighboring parts of downtown, can then work to achieve supplemental funding from private and grant sources.

Environmental Idea Team

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*We would also like to thank all of the individuals who
contributed comments or ideas to the Team.*

Vision Statement

To protect and improve the environmental health of the City, its waterways, and the Chesapeake Bay, Annapolis's elected officials and staff must strategically implement policies, procedures, and actions; work closely with other governments and non-governmental and volunteer organizations; and educate and inspire the people of Annapolis, their institutions, and business community.

Executive Summary

Annapolis is the capital of Maryland, the county seat of Anne Arundel County, and in 1783-84 was the temporary capital of the United States. Our prominent city owes much of its success and character to the fact that it is located on the Chesapeake Bay. Our economic prosperity is intimately tied to the quality of our water, air and land resources. Annapolitans have a particularly strong connection with the Bay. We wish to build a sustainable community and maintain a strong economy, which requires us to protect, enhance and restore our natural and cultural resources.

The City of Annapolis has made good progress over the last eight years in improving environmental stewardship and sustainability, and in many ways it is a leader in the region. Nevertheless, there continues to be opportunity for improvement. The Cohen Administration has a tremendous chance to create an environmental legacy by implementing the recommendations in this report.

The environmental transition team was composed of concerned citizens with an interest in environmental conservation. In considering the many and varied environmental challenges facing the City, the team identified environmental priorities and made numerous recommendations. Our recommendations come from our collective personal and professional experience, an analysis of a wide variety of relevant studies and reports, input from the public, and interviews with City staff.

- **Mitigate the Effects of Stormwater:** Focus on the realistic implementation of the significant stormwater pollution mitigation commitments and policies that Annapolis has already set forth.
- **Enhance Natural Areas:** Protect and restore our natural areas to benefit people and wildlife.
- **Increase Open Space and Public Access:** Expand available open space within the city limits of Annapolis by as many acres as possible.
- **Expand Recycling:** Establish commercial recycling and increase recycling opportunities for visitors.
- **Establish a Marine No Discharge Zone:** Prohibit marine discharge into Annapolis waterways.
- **Promote Energy Efficiency and Climate Adaptation:** Reduce the City government carbon footprint and prepare for potential climate impacts associated with sea level rise and storm surge.
- **Utilize Living Resources to Improve Water Quality:** Increase use Living Shorelines, oysters, and other living resources in city efforts to clean up our waterways.
- **Raise Watershed Awareness:** Educate our citizens and increase their environmental stewardship.
- **Strengthen Volunteer Coordination and Involvement:** Establish effective interface between volunteer groups and the City.
- **Create Departmental Accountability for Environmental Initiatives:** Instill vision, leadership and accountability within the responsible Departments to make environmental issues a priority.

Each section includes a statement of need which provides context for the recommendations. In addition, we have provided a table listing all recommendations, and indicating whether legislation, funding, staff hours, etc. would be required for their implementation.

There are many recommendations in this report – some are new while others have been put forth before now. We believe these recommendations are important to protect, restore, and enhance the city’s environment. However, perhaps the most pressing need our team has identified is to create departmental accountability and a measureable implementation strategy for environmental initiatives.

The best way to build on past progress is to institutionalize systematic implementation of environmental objectives. By establishing baseline metrics against which progress can be assessed, and holding City departments accountable for achieving measurable progress against concrete goals, the City can improve the health of its land, air, waterways, and indeed, its citizens.

Mitigate the Effects of Stormwater

STATEMENT OF NEED:

Between 1990 and 2000 the population in the Chesapeake Bay watershed increased eight percent, yet the amount of impervious surface increased 41 percent. When stormwater flows over impervious surfaces such as rooftops, asphalt, packed earth, or other hard surfaces, it picks up a wide range of pollutants. These include fertilizers, pesticides, oils, metals, sediment, and bacteria from pet waste. Impervious surfaces form an expressway for transporting polluted runoff to our waterways.

In 1984, Maryland enacted Stormwater Management Regulations to treat and manage stormwater for the first time. The vast majority of development in Annapolis came before those regulations took effect. The waters around Annapolis are suffering the effects of the many decades before management of stormwater was mandated. Negative effects of stormwater include dangerously high bacteria levels after heavy rains; fish with cancerous lesions caught near Annapolis; and algae blooms, which block light to underwater grasses and cause low oxygen levels resulting in fish kills. In 2007, a very large fish kill was documented on Weems Creek due to low oxygen levels from algal blooms

As a result of stormwater pollution the waters around Annapolis are unhealthy for adults, children and even dogs despite Maryland law ((COMAR) 26.08.02.02) which designates Annapolis waters as intended for swimming, fishing, and shellfish propagation. Unsafe waters deprive Annapolitans of the rich experience of fishing and crabbing that many adult residents remember from their childhood.

The amount of impervious surfaces within a watershed has a proven effect on water quality. Negative impacts can be seen when imperviousness nears 10%, and when it exceeds 25% aquatic life is severely impacted, and many species cannot survive. According to current estimates, the impervious surface coverage of Annapolis is over 40%. Annapolis faces special challenges in mitigating the pollution from these hard surfaces because it has limited open areas with potential to filter out stormwater pollution. In addition, “stormwater retrofits,” such as removing asphalt to create a rain garden or fitting outfalls with effective filters, is expensive. Annapolis has a stormwater fee, but the fee is small, and the funds only meet the cost of cleaning and maintaining stormdrains.

To address these problems, the City of Annapolis has set many noble goals and plans, but measurable progress has been challenging given various constraints. These existing commitments include:

From the 2006 City Document, “Annapolis: An environmental perspective”:

- Retrofit and expand as required all City stormwater systems with appropriate BMP within five years. (2011 deadline)
- Develop watershed restoration plans for all of the creeks in Annapolis within four years. (2010 deadline)
- Reduce impervious surfaces through adaptive retrofits by 10% within four years. (2010 deadline)
- Implement an Environmental Program Management Office with responsibility and accountability for program implementation in 2006.

The City should focus on the realistic implementation of the significant stormwater pollution mitigation commitments and policies that Annapolis has already set forth.

RECOMMENDATIONS:

Create accountability for city stormwater initiatives by instructing relevant departments to develop strategic planning for stormwater. Set specific goals for stormwater plan implementation within each department and have departments report progress directly to Chief Administrative Officer. (See *Make it Work: Create Departmental Accountability for Environmental Initiatives* section.)

Request that Aldermen serving on the Environmental Matters Committee and the Chief Administrative Officer attend stormwater training. For example: the *Introduction to Stormwater for Elected Officials* workshop to be held at the Center for Watershed Protection Conference in Staunton, VA on March 9, 2010. (Registration cost is \$50 per elected official.)

Increase the Stormwater Utility Fee and base it on impervious surface coverage to make it more equitable and to provide an incentive for the reduction of hard surfaces. The new fee should generate enough revenue to implement a realistic plan to reduce impervious surface pollutants by 10% within the next five years.

Charge DNEP with identifying and overseeing implementation of a pilot project for stormwater as a demonstration. DNEP should work closely with other departments to incorporate retrofits, raingardens, etc as well as streamlined permitting to use as a public demonstration project. The objective would be to have a measurable impact in reducing pollution from a small area within a reasonable time.

Install some manner of stormwater management technique at all city owned or managed buildings. For example, we should at least see rain barrels at the Market House.

Exceed the new State requirements for the use of Environmental Site Design (ESD) techniques for managing stormwater for new development and re-development projects by adopting the Federal building standards of retaining 95% of the stormwater on site through these techniques.

Identify opportunities for stormwater mitigation in routine maintenance activities. Use current sidewalk and stormwater drain maintenance work schedules to identify opportunities for funding removal of impervious surfaces and implementation of stormwater bioretention .

Work with NGOs to pursue funding opportunities for identified retrofit or other stormwater mitigation projects within the city. Increasingly, these organizations have the knowledge, motivation, and expertise to put good projects in the ground. The City should support these efforts whole-heartedly, and partner with the NGOs to identify and implement projects in a strategic way.

Seek federal earmarks for storm water upgrades. The annual U.S. Department of Interior and Related Agencies Appropriations Act includes State and Tribal Assistance Grants for water, wastewater and stormwater improvements. Municipalities across the country - including in Maryland and Washington, DC - have received substantial funding from these grants in the recent past. We are not aware of Annapolis receiving one in recent years. We recommend that the City take advantage of its influential congressional delegation and advocate for funding through the appropriations process.

Triple the number of rain gardens by 2013. Simple, yet beautiful rain gardens—which are shallow vegetated depressions—provide flood control, groundwater recharge, and water-cooling benefits, while

the plants, soils, and associated microorganisms remove many types of pollutants from stormwater runoff. Currently there are approximately 80 identified rain gardens throughout the city. The City of Annapolis should work with residents, government entities, HACA, and other private landowners to triple this number. Opportunities exist at many city owned properties and street end parks.

Promote the use of RainScaping techniques in the city. Annapolis is one of 38 RainScaping Campaign partners. The City should reach out to residents and encourage them to plant a tree, install a rain barrel, or put in a rain garden or green roof to reduce the impact of runoff from rooftops and other impervious surfaces. The RainScaping Campaign can help with promotion, presentations, signage, and tracking of implemented projects. As a long-term goal, the City should consider the implementation of a downspout disconnection program, and adoption of a Green Streets resolution and policy (more information on these types of programs is included in the *Resources* section at the end of this report).

Identify vacant and unused impervious areas which are public and retrofit those areas with appropriate stormwater BMPs. The *Annapolis Watershed Action Plan* identifies opportunities for impervious surface removal or reduction including underutilized shopping centers, concrete pads and sidewalks on public lands and parks, and impervious surfaces in alleys which can be replaced with gravel, grass, or porous concrete and pavers. Replace impervious areas with model rain gardens, porous pavement alternatives, and/or trees.

Expand the City's current watershed assessment focus to include the creeks which drain into the South River. These creeks receive significant stormwater pollution impact from city land. This effort should incorporate available County GIS data into the City's tracking system to develop appropriate mitigation projects.

Require Annapolitans to clean up after their dog in public areas by enforcing pet waste laws. Additionally, residents should not be allowed to have a build-up of pet waste on private property.

Expand the City's initial program of installing pet waste stations in its major recreational facilities and some street-end parks. (Consider emulating the Scoop-the-Poop Program, designed by Julie Winters, for Arundel on the Bay. Notably, according to Winters, who works for EPA, state data shows that in both the Severn River and in the South River, more than 60 percent of the bacteria in the water comes from pet waste.)

Market/advertise to encourage better management of pet waste. Potential outlets include neighborhood associations, veterinarians, signage added to parking sign stanchions, the City's cable TV station, and other media outlets.

Enhance Natural Areas

STATEMENT OF NEED:

Natural areas should encompass a wide range of environments and support a rich diversity of plant and animal species. Preserved natural areas are needed to reconnect people with nature, for physical fitness, and to provide a host of essential services. Natural, native plant areas provide tremendous value, including: cleaning our air and water; reducing greenhouse gas emissions; supporting essential animal pollinators; and providing beauty, open space and a sense of place. Natural areas in Annapolis are fast disappearing and continue to be degraded, especially by invasive species and trash dumping.

According to the Chesapeake Bay Program, “Invasive species rank as one of the top threats to the country's native species, just after habitat destruction.” Invasive species negatively affect an ecosystem by encroaching on native species' food and/or habitat. There is a great need for removal of ever-increasing numbers of invasive species in Annapolis. For example, along the shores of College Creek, many existing native species are being overgrown with invasive vines such as English Ivy, Japanese Honeysuckle, and Asiatic Bittersweet. There are numerous invasive shrubs such as Multiflora Rose and Privets, and invasive trees such as Tree of Heaven and Mulberry. Large stands of Bamboo are in the Homewood-Germantown area. Dense stands of invasive species (especially vines and bamboo) threaten public safety since people could hide behind the vegetation, unseen. Controlling invasive populations uses significant amounts of financial resources and requires extensive time, cooperation, and commitment. That is why it is crucial to educate and encourage residents to plant native species and prevent non-native invasive species from becoming established.

Trash dumping is another serious threat to our natural environment. For example, there is evidence of trash dumping along and under the Rowe Blvd. Bridge; along the upland stream section of College Creek; at the tidal headwaters of College Creek; and at other sites throughout Annapolis. Additionally, there may be dump sites which are not obvious, e.g., the extent of the dumping is not always apparent until invasive species are removed.

The City should protect and restore our green spaces to benefit people and wildlife by increasing, maintaining, and enhancing our existing natural areas.

RECOMMENDATIONS

Revamp and expand GreenScape. While both natural areas and managed landscapes have benefited from Annapolis' GreenScape Program, the program could be enhanced to be even more effective. GreenScape has great potential to provide residents with conservation landscaping/rainscaping education, and to provide more native plant species to residents. Put the “green” in GreenScape by including a greater number of native plants on the GreenScape planting lists. Increase the effectiveness of the program through enhanced educational/outreach initiatives, providing conservation landscaping or rainscaping presentations and workshops. Use the GreenScape Program to distribute information about other Green initiatives in the City. The GreenScape Program should also connect to the budding “eat local” movement in Annapolis by providing an option for planting community food gardens, and by working with volunteer groups such as Annapolis Community Food Gardens and Maryland Master Gardeners to train residents in organic gardening techniques.

Develop and implement educational initiatives about the benefits of native plants. Annapolis could increase the number of native trees and shrubs on its public lands, and partner with large institutional landowners to do the same. The educational value of landscapes with native plants extends to the surrounding community. The city should include educational signage and lectures about the benefits of native plants in the landscape including: that they require less maintenance, water, and financial resources than non-native plants; are resilient to insects and disease; don't require chemical fertilizer;

don't require supplemental watering (unless there is an extended drought); and have high habitat value. As more people learn about the benefits of native plants and begin to recognize them, they will be more likely to use them in their own landscapes.

Remove invasive plants and replace with native species. The city should conduct an inventory of stands of invasive plant species on public lands within the city limits, and then develop and implement action plans for the removal of the invasive species and replacement with native species. The action plans could utilize the GreenScape program as a way to direct volunteer efforts toward invasive species removal, simultaneously providing residents with education on invasive species issues. The City should also look for ways to provide residents with incentives for removing invasive plants on their own property and replacing them with native species. Native plant lists and guidelines on invasive species removal and native species reforestation for public and private lands should be compiled and made available on the City's website.

Address and clean up trash dumping within the city limits. The City should conduct an inventory of dump sites within the city limits, and then develop and implement action plans for their cleanup. The action plans should examine the sources of trash problems (such as special events) and provide recycling bins and trash cans for large events such as those at the Naval Academy Stadium. The city should actively promote the availability and encourage the use of larger recycling bins with lids to limit wind-blown trash (specifically plastic bottles and bags that end up in waterways). The city should develop and implement educational initiatives for trash prevention and removal, and ensure access to trash cans and recycling bins on public property.

Continue to increase the tree canopy and expand forest buffers. The City should continue progress towards the stated tree canopy goal of 50% coverage by 2036 by looking for opportunities to reforest open areas. Areas that would establish or expand forested buffers along waterways should particularly be targeted. The City should cooperate with volunteer groups, state and federal government entities, Housing Authority of the City of Annapolis (HACA), and other private landholders to reforest larger parcels. Consider replacing conventional storm drains with tree box filters to provide space for trees along narrow, paved corridors where shade is needed the most.

Share the Annapolis Site Design Manual with residents. Upon completion by the Planning and Zoning Department, consider sharing the Annapolis Site Design Manual (or relevant sections) with residents through the City website and the permitting process for home improvements.

Increase Open Space and Public Access

STATEMENT OF NEED:

There is strong link between the availability and quality of outdoor resources, such as parks, and the health of Annapolitans, the economy, and our community. Participation in outdoor recreation activities is fundamental to overcoming problems with obesity and related health problems. Outdoor resources are needed to reconnect people with nature and physical fitness. In addition, parks are not just for open space or recreation, they provide green infrastructure that provides cost-effective means to help meet multiple public goals, such as reducing stormwater runoff from city streets and the impact of sea level rise, accommodating bicycles, attracting tourists, creating jobs and fostering community revitalization. Parks also positively affect real property values, and in turn municipal revenues, and attract talented workers who bring economic wealth and growth to the city.

Annapolitans benefit from our park system, but we actually have fewer park acres per person (5.7 acres per 1,000 persons) than the recommended minimum national standard (6 acres per 1,000 persons). Park advocates typically lack clout as the city budget is allocated to meet competing local priorities for public safety, schools, water systems, and roads. Even in a time of daunting fiscal challenges, livability in Annapolis today and prosperity for tomorrow depend on keeping outdoor resources high on the agenda. We acknowledge that there are tremendous hurdles in securing adequate funding for parks, recreation, and related purposes, but open space is important.

The City should use its resources to expand available open space within the city limits of Annapolis by as many acres as possible and increase access to these areas for all residents.

RECOMMENDATIONS:

Fully utilize geospatial planning tools. The City's natural resource planning processes are not sufficiently integrated and are unable to facilitate the setting of priorities. There appears to be a lot of information about various factors or conditions, but it is not comprehensive or organized in a way that facilitates access or informs decision making. There may be insufficient incentive for people other than the geographic information system (GIS) coordinator to actually use GIS for planning analyses.

Identify where open space is needed most. Using GIS analyses, or through partnership with the Maryland Department of Natural Resources, the City should perform an analysis of existing open space, identify areas where open space is needed, and identify high priority conservation areas and conservation corridors for people and wildlife. This should take the form of a Green Infrastructure Plan. The analysis should take into account the Annapolis Recreation Advisory Board's 2006 Open Space Report, which inventoried City park land and conservation easements and suggests potential new sites for open space. The analysis should also identify small excess City owned parcels, as these are valuable open space.

Consider greenways in the planning process. Greenways are natural corridors set aside to connect larger areas of open space to provide for the conservation of natural resources through facilitation of animal movement, seed and pollen dispersal, and gene flow to maintain biodiversity and ecosystem integrity. The City of Annapolis should consider greenway connections in the planning and permitting process, paying particular attention to the Anne Arundel Greenways Plan which identifies the most

important areas of forest and wetland remaining in the county. This plan, as well as the Annapolis Neck Small Area Plan, maps a greenway system for the Annapolis Neck Peninsula.

Increase open space. The City should use multiple funding sources to increase open space within the city limits to raise the park availability to 6 acres or greater per 1,000 residents.

Identify public access needs and increase access where it is needed most. The City should use GIS to perform an analysis of existing public access locations to public waterways in the city, which could be incorporated into a Green Infrastructure Plan for the City. The City should also use multiple funding sources and innovative agreements to provide the public with more and improved public access to the Chesapeake Bay and its tributary streams and rivers.

Increase environmental education at City parks. Environmental education is the backbone of conservation. We recommend obtaining additional funding for the Department of Recreation and Parks outdoor education programs at Back Creek Nature Park. In addition, to support existing outdoor education programs within the City, we recommend entering a memorandum of understanding with Annapolis Community Boating to allow them to use City parks for their education programs.

Provide parks for underserved communities. It is important that all residents have equal access to safe park and recreation areas within walking distance of their neighborhood. The Department of Recreation and Parks should collaborate with the Housing Authority to improve and maintain green areas adjacent to public housing communities as park and recreational areas, particularly those areas with waterfront access. Look for ways to connect these areas to other heavily used areas of the City to improve safety through a higher pedestrian traffic volume.

Continue to expand and enhance the pocket park system. Pocket parks are small parks at the end of City streets or in residential neighborhoods that provide opportunities for outdoor recreation, water access and enjoyment. Expand this program to provide parks in areas of the City where more open space is needed. It's time to comprehensively assess the Pocket Park network and see where improvements or maintenance is needed. Street end parks could be renovated to have a stormwater management component, and also should be low maintenance to reduce the workload for Park and Recreation staff.

Create a network of trails to connect the City's open spaces. Building on progress made through the 1987 *Parks and Paths for People Plan*, and the 2004 *Parks, Recreation and Open Space Master Plan*, the City should look for opportunities to create a walking network between open spaces through cooperation with private and government landowners – similar to the biking trails effort. Access agreements between the City and the landowner should be established for walking/hiking connectors through private property. If possible, create a new citizen advisory commission to work on creation and expansion of trails and blueways.

Create a system of blueways and water trails. Water trails have proven to energize grassroots activity to improve water quality and water-related recreation opportunities. The City has four beautiful creeks that could be advertised and used for tourism and conservation. Land acquisition for parks should be coordinated with this vision for a system of blueways. The City should participate in the new Captain John Smith Chesapeake National Historic Trail, which passes through Annapolis.

Ensure adequate maintenance facilities. The Department of Parks and Recreation does not have a maintenance building or maintenance mechanic. Their machines, gear and materials are spread out and unprotected. We recommend providing them with a maintenance shed.

FUNDING RECOMMENDATIONS:

Restructure the Annapolis Conservancy. The Annapolis Conservancy has done an outstanding job of protecting open space within the City. Nevertheless, the Conservancy should be more pro-active and take greater advantage of federal tax deductions available to private land owners interested in donating land, assets or money for land conservation. In addition, the Conservancy should be encouraged to seek grants from foundations and individuals to expand its operations and accomplish its mission. Taking these actions could significantly increase the amount of open space at limited cost to the City.

Explore the sponsorship of a bond initiative to create a conservation trust. Ballot measures for conservation have proved a popular source of funding at the local level across the country. Since 1996 more than 75 percent of nearly 1,500 conservation funding measures have passed at the county, municipal, or district level, contributing more than \$25 billion dollars to conservation. The City should examine its options for sponsoring a conservation bond initiative.

Seek federal funding for land acquisition. The annual U.S. Department of Interior and Related Agencies Appropriations Act includes funding for land acquisition. The City should ask their federal representatives to secure funding for a land acquisition program in Annapolis – after high priority candidate properties are identified.

Recapture funding from Program Open Space (POS): The City of Annapolis reached an agreement with Anne Arundel County 10 years ago, in which the County agreed to pool Annapolis' share of POS funding (approx: \$50,000 per year) for multiple years, so that the City could purchase some land. The County now refuses to live up to the agreement. In years past, land acquisition was authorized in the City's Capital Improvement Program, but the POS matching money never became available, so the money was not spent. The City should obtain its POS money and the Cohen Administration should seek matching funding in the Capital Improvement Program.

Expand Recycling

STATEMENT OF NEED:

Recycling is an important environmental activity because every city resident can participate, regardless of location, economic status, age, or education. Annapolis has long positioned itself as an environmental leader with innovative programs and initiatives designed to lessen the city's environmental impact on the Earth. However, in terms of recycling, the city could do much better.

Especially in these challenging economic times, recycling anything and everything is important. In addition to the environmental benefits, recycling also has the potential to save energy and materials, resulting in long-term cost savings as well.

It is well documented that recycling reduces the need for landfilling and incineration; prevents pollution caused by the manufacturing of products from virgin materials; saves energy; decreases emissions of greenhouse gases that contribute to global climate change; conserves natural resources such as timber, water, and minerals, and helps sustain the environment for future generations.

The city currently participates in an effective residential recycling program. However, commercial recycling and container recycling in public areas leave much to be desired. To continue Annapolis's well deserved reputation as an environmental leader, its recycling effort must be increased.

The City should establish a comprehensive recycling program which includes commercial recycling and better recycling opportunities for visitors.

Commercial Recycling

Implementation of the new commercial recycling program, Ordinance 0-38-08Amended, is not yet in place: the City Council in January will be considering a fee schedule, adoption of which would enable Public Works to move ahead. The proposed fee schedule would require payment by businesses of \$163.00 annually for a weekly pickup of a 32 gallon container; additional weekly containers would cost \$41.58 per year.

RECOMMENDATIONS

Closely monitor participation when this program takes effect. We urge active outreach to the community – both commercial *and* residential – apprising of recycling opportunities and requirements. At a minimum, city tax and water bills can be vehicles for communications regarding recycling. There has been very little outreach to date, either of residential recycling or the anticipated commercial recycling. We encourage partnership with Anne Arundel County vis-a-vis the use of their well-developed materials on the subject

Street Container Recycling

Despite its efforts to be an exemplary green city, Annapolis to date has failed to put in place the most basic and visible cornerstone to that end, street recycling containers. For a destination city that draws four million tourists a year, the absence of street recycling containers is puzzling.

The benefits to the city of a basic street recycling program would be substantial. We would save landfill costs on a significant amount of material, and offset those landfill charges that we face – assuming the eventual recovery of the market for recyclable materials – with the sale of these materials. The scale

would of course be more modest, but when the market was thriving, the city was offsetting its \$22,000 monthly payment to the County for recycling contracting by the \$10,000 per month recovered via sale of reusable materials.

The Public Works Administration reports that efforts at street recycling had failed because non-recyclable materials were showing up in the containers, contaminating the resalable contents. At least two developments call for a new effort in this area: 1) single-stream recycling now accepts a much broader array of materials, and in fact the facility handling recycling for the county urges, in effect, “when in doubt, recycle”: inappropriate material will be removed from the stream as necessary; 2) successful programs offer passers-by side-by-side waste containers and recycling containers, or divided containers that accept both trash and recyclables, keeping them segregated. Annapolis has neither.

With the exception of three \$4,000 solar-powered “Belly Buster” devices on City Dock – which only take cans and bottles – there are few opportunities visitors to recycle in the city. Patrons of the Market House must cross four lanes of traffic (Compromise Street) to get to the nearest device. The few old aggregate trash containers bearing the recycle symbol, located in odd corners of the city, are collected as regular trash.

RECOMMENDATIONS:

Select and place street recycling containers in high-pedestrian areas of the city. Working with Historic Annapolis as appropriate, identify the areas which could be best served, especially the City Dock area, Main Street, West Street, Maryland Avenue, at and near the Navy Stadium, and city parks. Reconfiguration and proper labeling of existing containers may make this a low- or no-cost process.

Related recycling recommendations/suggestions:

Instruct the Public Works Administration to track the percentage of refuse that is recycled. This will gauge their progress for residential recycling. As the percentage goes up, there is that much less sent to the landfill and that much more that the city can make money off of. It would also be an easy way for the public to gauge progress. In this vein, it would also be helpful if Public Works could track the percentage of trash that also goes to landfill.

Mandate recycling for public events. For all city special events – Boat Shows, street fairs, etc – make part of the permit application process include mandatory placement of recycling containers.

Revisit the idea of once-weekly trash pickup. Changing from twice weekly to once-weekly would realize a cost savings and incentivize increased recycling. Improved participation in recycling would lessen pressure for more frequent trash pickups.

Follow through on Ordinance 0-2707 Revised/Amended (2/25/08). This ordinance established a city Environmental Review Committee and outlined an ambitious plan to promote the city itself to use reusable, recyclable and compostable materials, ranging from computer printer cartridges to paints and oils. It called for a 40 percent reduction in the use of plastic and paper checkout bags by May 31, 2009. More focused implementation is needed. After one year the Environmental Review Committee was to evaluate the effectiveness of 0-27-07 and report back to the mayor and council. It has not. City staff report, however, that Giant, Safeway and Shoppers Food stores -- undoubtedly the largest bag users -- failed to cooperate with the bag study. (Staff memo available)

Revisit the bag issue with an eye toward Washington, D.C. bag fee. Effective Jan. 1, 2010, the D.C. bill set a 5 cent per bag fee on shoppers, with 1 cent going to the merchant and 4 percent to an Anacostia

River cleanup fund (21% of debris in the river is plastic bags). Extrapolating Washington's anticipated revenues from the project, we estimate annual revenues to Annapolis, possibly directed to the Stormwater Utility Fund, would be in the range of \$150,000 - \$200,000, declining in time as, it is hoped, consumers move to reusable bags.

Establish a Marine No Discharge Zone

STATEMENT OF NEED:

The capital city of Annapolis is also a sailing capital that owes much of its personality and commerce to the Chesapeake Bay. The deterioration of the Bay and of its capital river, the Severn River, degrades not only the physical and biological qualities of the watershed comprising Annapolis, but also the City's civic personality and cultural vibrancy. Like many tidal waters of the Bay, Annapolis' historic creeks are severely polluted and are formally classified as "Impaired."

Annapolis has public waterfront facilities and private marinas that host many resident and visiting boats, supporting Annapolis as a desirable destination for boaters and the positive things they bring to the City. Our rivers and creeks suffer impairment from many causes, sewage discharges from boats being one. Discharging untreated waste from boats is banned by law, either by direct discharge or via Type III marine sanitation devices (MSDs) like holding tanks. Nevertheless, some boaters discharge into Annapolis waters for reasons of convenience, cost, or sheer irresponsibility.

It is presently legal to discharge partially treated wastes from Type I and II MSDs. Only if the area has been designated formally as a "No Discharge Zone" can the City create a legal ban on discharging such wastes from boats. While partial treatment kills some bacteria, such waste still possesses all the nutrients and organic matter of untreated waste and is an unwelcome burden on water quality.

The City operates dockside and vessel-based pump-out services that have mitigated some discharges but severe constraints exist that can be addressed. For example, private marinas sometimes have inadequate or inoperable pump-out systems for the boats they host. Therefore, boats docked at marinas often need to rely on the City's pump-out vessel, paying fees that are inadequate to cover actual costs, and diminishing the capability of this city vessel to serve anchored, moored and transient vessels not attached to private marinas.

The City should take dramatic and aggressive steps to improve water quality in Annapolis waterways by prohibiting marine discharge into its waters.

RECOMMENDATIONS:

Designate all of Annapolis' tidal waters as a No Discharge Zone (NDZ). The City Council, the Maryland Department of Natural Resources (DNR) and the Environmental Protection Agency should work together as is necessary to achieve this designation covering treated and untreated sewage discharges. This was done by the City of Virginia Beach and included passage of a City ordinance and has been highly successful.

Adopt measures to support the NDZ. Examine the feasibility of supportive measures such as a mandate for locks on waste through-hull valves, and dye tablets in holding tanks. Appropriate penalty provisions should be adopted.

Promote labeling of vessels by marine sanitation device type. The Harbormaster is limited in his ability to enforce and monitor vessels for discharges, because there is no way to tell which vessels are capable of holding wastes for pump-out. Request DNR to modify its existing vessel registration tag to include a visibly prominent indication of whether the boat has this capability.

Upgrade private marina standards and practices. Minimum operating standards relating to wastes should be adopted and applied to private marinas operating in Annapolis. Such standards should include private pump-out facilities that are capable of serving all of a marina's vessels, supplemented by reliance on City services only when it will not degrade capabilities to serve others and only when compensated fairly for total cost – operating plus amortized capital.

Work with Marine Community. The City and its professional staff should consider convening meetings with all marinas and others in the marine community to discuss water quality problems, to build support for a NDZ, and to solicit technical advice on implementation mechanisms.

Improve City pump-out vessel reliability and availability. The City's pump-out vessel is broken and must be put back into service. Examine whether a single pump-out vessel is adequate to service the 4 creeks in its service area. Review and improve priorities to establish which vessels receive a City pump-out, and prices charged – fees for very large tanks appear to be inequitably cheap. Pump-out fees collected from smaller visiting boats are an insignificant part of the total revenue from this service and present a pointless barrier to full utilization – public benefits justify waiving these fees in the interest of water quality, just as widespread dumping of trash, tires and garbage ended when the County began offering this service without an explicit fee.

Actively support state NDZ legislation. The State Attorney General is working on legislation to make all of Maryland's tidal waters a NDZ, but this could take many years. Annapolis has an opportunity to become an environmental leader again and demonstrate to the Chesapeake Bay community how to improve water quality.

Provide information to improve public awareness. and implement steps to acquaint a target public audience the NDZ provisions. For example, such steps might include posting signs at entry points to the City, along the City's creeks, gas stations, marinas, bridges and docks. These signs should promote our pride in our waterways.



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Promote Energy Efficiency and Climate Adaptation

STATEMENT OF NEED:

According to the Intergovernmental Panel on Climate Change (IPCC), the world is warming, the climate system is changing and the changes will be unstoppable for decades. The Maryland Climate Commission found that climate change will have dramatic negative environmental impacts on the Chesapeake Bay and its coastal communities, including Annapolis, in our lifetimes. Sea level rise and storm surge resulting from climate change pose particularly significant threats to the natural and built environment in Annapolis. Scientists have established that manmade greenhouse gases, especially carbon dioxide (CO₂), are the primary cause of the current changes in the climate. Minimizing climate change will require that our society become carbon neutral by reducing our carbon emissions and sequestering carbon.

The City of Annapolis has an ethical and fiduciary responsibility to reduce its carbon footprint, through energy efficiency and conservation, as part of the global effort to reduce greenhouse gas emissions and the local effort to conserve financial resources. We know that responsible energy management and improved efficiencies can positively impact both the environment and the bottom line. The Annapolis City government has the opportunity to lead the community by example and implement measures to reduce its own carbon footprint. Mayor Moyer took a bold and progressive step in the right direction by signing on to the US Mayors Climate Protection Agreement.

The Annapolis Community Action Plan and the Energy Consumption and Greenhouse Gas Emissions Inventory of the City of Annapolis in 2006 detail the sources of the City's greenhouse gas emissions. The three main CO₂ equivalent (CO₂e) contributors for City government are the vehicle fleet (32%), water/sewage systems (30%), and city buildings (27%). For the Annapolis community at large, the largest CO₂e emissions are coming from buildings, specifically, the commercial and residential buildings (67% for all buildings), followed by transportation (27%), and waste (6%). The Community Action Plan sets aggressive emissions reductions goals, including a 50% reduction of 2006 CO₂e levels by 2012 for the City government and a 25% reduction for the community at large.

The City should lead by example and reduce the City government carbon footprint, take steps to reduce the carbon footprint of the Annapolis Community at large, and prepare for potential climate impacts associated with sea level rise and storm surge.

RECOMMENDATIONS:

Implement the recommendations in the Community Action Plan and the City of Annapolis Energy Efficiency Task Force. These recommendations prescribe ways for the City to reduce its carbon footprint, such as improvements in energy use, transportation and waste management. Our research indicates that many of the recommendations have yet to be seriously implemented. Successful implementation will require significantly more planning and delegation of responsibilities to various City Departments. This may require the use of Executive Orders or additional City Ordinances.

Address sea level rise and storm surge impacts to the City infrastructure. The City hired Whitney, Bailey, Cox & Magnani, LLC to conduct a sea-level rise study, documenting the likely scenarios and

possible solutions to sea level rise and storm surge. Obtaining this report and following up with adaptation strategies should be a high priority for the Cohen Administration.

Using Living Resources to Improve Water Quality

STATEMENT OF NEED:

Living Resources such as Living Shorelines and oysters are critical to aquatic ecosystems. The tidal waters of Annapolis are listed as impaired for nutrients and sediments. Living Resources can play a role in improving water quality in our tidal waterways.

Living Shorelines are an innovative and proven approach to protecting tidal shorelines from erosion while greatly improving water quality and increasing fish and wildlife habitat. The creeks of Annapolis have numerous Living Shoreline Restoration projects, including St. John's College on College Creek, Amos Garret Park on Spa Creek, and Back Creek Nature Park on Back Creek. However, there is a potential to greatly increase the amount of Living Shorelines in the City. With the recent passage of the State's Living Shoreline Protection Act of 2008 the City will take a leadership role in increasing the amount of Living Shorelines within Annapolis.

Oysters are filter feeders that remove sediment and nutrients from natural tidal waters. In the 17th Century, when Captain John Smith sailed into the Bay, oysters were so abundant that the numerous oyster bars made navigation dangerous. Now, the oyster population in the Bay is approximately 1% of that historic level. By doing its part to promote oyster restoration in its tidal waters, Annapolis can help raise awareness and education about oysters, while using this natural resource to help filter sediment and nutrients out of its tidal waters.

The City of Annapolis should take advantage of living resources restoration opportunities to maximize improvement in water quality.

RECOMMENDATIONS

Create a Living Shoreline Master Plan for all shorelines in the City. First conduct a mapping exercise evaluating the existing conditions of all shorelines, and then quantify the linear footage of hardened and natural shorelines. The City should partner with restoration experts and create a conceptual restoration plan for all shorelines in the City. The Master Plan will provide typical details of the proposed living shoreline restoration techniques and cost estimates. The process could be highlighted by locating appropriate demonstration projects that have utilized the various proposed restoration techniques.

Educate shoreline landowners / Reach out to Port Wardens and contractors. Conduct landowner shoreline workshops for each Creek, sharing the results of the Living Shoreline Master Plan. Compliment this effort by conducting Living Shoreline Design workshops for designers, contractors and Port Wardens, providing the Master Plan as a framework for shoreline restoration in the City.

Help city residents who want to construct a Living Shoreline on their property. Pursue a way for the city to contribute an additional cost share percentage to city residents who apply to the Chesapeake Bay Trust Living Shoreline Grant Program.

Develop an Oyster Shell Recycling Program. Work with restaurants located within the City of Annapolis to collect and use oyster shells, a valuable resource for oyster restoration. The Chesapeake Bay Foundation is willing to share a successful model of what is currently done with the City of Norfolk.

Increase participation in an Oyster Growing program within the City. City residents can grow oysters off their piers by participating in Marylanders Grow Oysters, a program run by DNR, or the

Chesapeake Bay Foundation's Oyster Gardening Program. The City should track participation in either of these programs by city residents to identify areas which may be underutilized.

Raise Watershed Awareness

STATEMENT OF NEED:

In a recent survey conducted by the Chesapeake Bay Trust, 86% of respondents said that "making the Chesapeake Bay clean and healthy" is either extremely important or very important to them. However, in the same survey, only about 25% of people knew that they lived within a watershed. This shows that people want to help improve water quality of the Bay and its rivers, but don't necessarily grasp the concepts of why the Bay is in trouble, or how to change their behavior to help mitigate the problem.

Water is an integral part of Annapolis, and citizens' quality of life largely revolves around the beauty and access that Back, College, Spa, and Weems Creeks provide. In addition to those tributaries of the Severn River, many city residents live within the South River Watershed, as well. In order to instill a sense of place, Annapolitans should be given the information they need to learn about which watershed they live within, and the condition of that waterway.

The City should promote watershed awareness to its citizens so that environmental stewardship becomes a consideration in everyday activities.

RECOMMENDATIONS:

Implement a water quality monitoring program. Coordinate with local non-government organizations (NGOs) such as Waterkeepers and advocacy groups to monitor water quality. Partnering with NGOs will allow the city to take advantage of their passion and expertise, while conserving city resources. Sampling data could be collected by several different NGOs and coordinated and reported to a designee in the Department of Neighborhood and Environmental Programs (DNEP). Data collected should be publicized on the city website to educate the public on the condition of our waterways. Funding exists through entities such as the Chesapeake Bay Trust for monitoring equipment if needed.

Clearly mark all city stormdrains "Drains to [name of creek or river]". Many residents incorrectly believe that stormdrains are attached to the city sewer infrastructure. By indicating the local drainage on each stormdrain passersby will realize that they are connected to our natural waterways.

Delineate watersheds within the city and mark road/path crossings with signage. Most Annapolitans cross over at least one stream or creek on their daily commute but may not realize it because it is not marked. The simple act of marking streams and indicating to which creek it drains will increase awareness and thereby citizens will begin to better understand the connection between land and water, and how everything within the city drains to one creek or another.

Create a portal on the city website where residents can type in their address and learn in which creek's watershed they live. Water quality data, parks, and public access locations to city waterways should also be available. If city staff do not have capacity to develop this portal, an existing web-based mapping program such as IM Rivers could be used.

Install signage at the Spa Creek Bridge urging idling vehicles waiting for the draw span to turn off their engines. Numerous pollutants are in vehicle exhausts, and these pollutants eventually end up in our waterways. Shutting off car engines while stopped will reduce pollution.

Require bars to have a cigarette ashtray outside their front door. Many cigarette butts end up in the street, and eventually into the Bay. A 2009 study by researchers at San Diego State University found that one cigarette butt could poison a liter of water. We need to keep cigarette butts out of our waterways.

Strengthen Volunteer Coordination and Involvement

STATEMENT OF NEED:

Guaranteeing that the public is aware, educated, inspired and sufficiently invested in meeting and mitigating environmental challenges is basic to the success of the City of Annapolis in implementing a viable and sustained plan of environmental improvement.

Accordingly, the value of identifying and recommending mechanisms that institutionalize a continuum of communication and interaction cannot be overestimated. Therefore, the city should strengthen and enhance effective participation of its volunteer Boards and Commissions and partnership with active non-governmental organizations (NGOS) in the development of environmental policy, decision making and direct action.

While the City made good progress over the last eight years in improving environmental stewardship and sustainability for its citizens and the Chesapeake Bay watershed, it has not yet coupled its efforts with a solid plan for strengthening the role of the volunteer and institutionalizing public/private partnerships in the conduct of its day to day business.

The City should instill a consistent focus on strong and effective interface between volunteer groups and city government.

RECOMMENDATION:

Institute a policy of interface and partnership. Coordination should occur among the City's environmental departments, City Council's standing Environmental Matters Committee, and the citizen advisory Boards and Commissions. The purpose should be to increase regular exchange, cooperation, effectiveness, and transparency in the development of environmental policy, decision making and direct action. Include staff from various departments in Board and Commission meetings to explain how they do their job and to assist members in explaining technical environmental issues to the public.

Develop a protocol for Boards and Commissions that includes:

- criteria for selection, mandatory training and orientation of city staff to the role of liaison
- mandatory orientation and training of new commissioners or board members for the purpose of enhancing the quality of their participation
- system of subcommittees and sub-chairs to share work load and build individual responsibility
- regular and ongoing interface with environmental departments to enhance the process of decision making and foster effective joint action
- exchange of minutes from other Boards and Commissions and scheduled opportunities to meet to exchange ideas and initiate joint ventures
- revisions to mission statements, where necessary, to strongly recommend outreach as umbrella groups to the community at large and to NGOs
- identification of best outreach practices such as participation in local events and festivals.
- a mechanism for Boards and Commissions to sponsor workshops and educational events such as rain barrel demonstrations, bird counts, eco-tours, service sessions, etc.
- attendance at meetings by high school and college students, and representatives from neighborhood associations
- access to innovative outreach methods and techniques, such as interactive blogs, designed to enhance interaction with non-governmental organizations already invested in environmental activities. Foster relations with groups such as the maritime industry - one of the city's main business engines – and local businesses, residents, youth groups and senior centers.

Install the Eco-Center in the Market House. Developed by the Annapolis Environmental Commission in cooperation with the Department of Neighborhood and Environmental Programs, the installation provides a permanent venue for advancing the city's environmental agenda. An active public/private partnership of the community's environmental groups will bring together and increase interaction and joint action among environmentally minded groups. The collaboration would showcase environmental innovations, foster City/County environmental awareness and cooperation, and provide information, education, hands-on demos and training to visiting individuals and groups.

Include Boards and Commissions in any formal environmental coordination effort. Eight years ago the environmental transition team's #1 recommendation was to designate a team drawn from various departments "to address environmental issues brought to the attention of government by citizens or by staff, in order to coordinate overall environmental policy." Any such team should have representatives from all of the relevant Boards and Commissions, including the AEC. This would allow input from the AEC to become integrated into City environmental policy. An ongoing communications link should also be established with citizens regarding issues brought before this interdisciplinary group.

Make it Work: Create Departmental Accountability for Environmental Initiatives

STATEMENT OF NEED:

The City of Annapolis has over the last few years undertaken a number of very worthwhile environmental programs and objectives. Goals include:

- Reduce the polluting effects of stormwater runoff by reducing pollutant loading to levels equivalent to a 10% reduction in impervious surface.
- Increase the City's tree canopy to 50% of its land area by 2036.
- Shrink the City's Carbon Footprint by reducing energy use by 10% in city facilities in five years (2012) and by 15% by 2020. These goals also include a 50% reduction on greenhouse gas emissions by 2021 and a 75% reduction by 2025 and carbon neutrality by 2050. There are also reduction targets for the Annapolis Community.

These are concrete measurable goals included in the Annapolis Comprehensive Plan. The Environmental Ideas team endorses them and in this document has made other suggestions to strengthen the City's environmental program. It is admirable that the city has made strong environmental commitments. Now the focus should be on systematic implementation of these objectives and developing the appropriate measures so that the city can report to residents on progress made. As the Environmental Ideas team has met with the various agencies involved in environmental programs, the lines of authority and responsibility for meeting the City's environmental commitments have not been clear. Although the Environmental Interdisciplinary Committee has been useful in promoting communication about what various groups are doing, it has not established accountability for environmental goals.

We recommend that the new administration clarify the roles and responsibilities in meeting environmental commitments and require agencies to report on progress.

The City should make good environmental policy a part of each Department's day to day functions. To implement environmental goals successfully will require vision, leadership and accountability within the responsible Departments.

Ultimately the decisions on how to allocate responsibility and authority for environmental initiatives will be made by the new administration, but we offer the following observations and thoughts for consideration.

Environmental program responsibilities are dispersed across multiple agencies because the core mission of these agencies directly affects the state of the environment.

For example, the Public Works Administration (PWA) is the responsible party for most of the public impervious surfaces in roads, sidewalks and rights-of-way, as well as the cleaning and maintenance of storm sewers, outfalls and public stormwater ponds. Given their current responsibilities, this agency is the most logical to take responsibility for reduction of public impervious surface pollutants. PWA currently spends a large portion of the stormwater utility funds, but mainly for cleaning and repair storm drains.

It was not clear that Public Works, or any other agency, is doing the assessment and planning required to determine what projects would be necessary to reduce pollutant loadings by 10%. To tackle this objective realistically, the city should understand what stormwater retrofits and Best Management Practices will be necessary to achieve a 10% reduction. Ideally a group of "shovel ready" projects should exist as a part of this plan that could be implemented rapidly with grant money. Given that WPA

engineers have the best understanding of current infrastructure and needs, this group should be charged with putting together the plan for a 10% reduction.

But, other departments must also be directly involved. The Department of Recreation and Parks (RPD) will be charged with maintaining street-end parks and should be involved in the planning. Reducing impervious surfaces on private property involves other players including Department of Neighborhoods and Environment (DNEP) that encourages raingardens, Planning and Zoning Department (PZD) that approves all development plans, and watershed groups that may be getting grant funds to do stormwater retrofits on private property. DNEP is also responsible for approval of all stormwater management plans for development, although PZD and the Planning Commission also work with developers on plans for stormwater.

A similar overlap of responsibilities is true for the tree canopy goals since some agencies may be involved in actions that reduce tree canopy while others are actively promoting the planting of trees. And certainly the goal of reducing the City's Carbon Footprint must be owned by all City agencies to be accomplished successfully.

The Environmental Ideas team has therefore struggled with what recommendations to make for greater environmental accountability, and has reached the conclusion that all involved agencies must step up to the plate if the City is to be environmentally effective. Environmental objectives should be incorporated as a part of agency goals and monitored by the Chief Administrative Officer and Mayor.

To promote the teamwork necessary among agencies on environmental issues, we recommend that one Department, the Department of Neighborhoods and Environment, be given the responsibility and authority for leading the City environmental initiatives. DNEP already carries responsibility for the implementation of the Sustainable Annapolis Community Action Plan and the urban tree canopy goals. DNEP should also ensure communication among agencies on environmental projects and coordinate the activities of the NGOs working on projects. To play this leadership role will require the strong backing of the Chief Administrative Officer and the Mayor.

SUGGESTIONS FOR EXISTING AGENCY RESPONSIBILITY REGARDING ENVIRONMENTAL INITIATIVES

We present a select list of specific recommendations for City departments below. Not all of the ideas expressed in this report are included in this list. Our goal is to demonstrate that specific environmental tasks should be assigned to specific departments, and that those departments should then be held accountable for those assignments.

PUBLIC WORKS ADMINISTRATION

Core Mission Related to Environment: Maintenance of all public rights of way: streets, sidewalks, storm drains; Stormwater conveyance; collection of trash and recyclables.

(1) Environmental Initiative: Reduce pollutant loadings from impervious surfaces by 10% in five years

Specific Responsibilities:

- Planning and analysis to create plan to meet required impervious pollutant load reduction on public land and infrastructure.
- Administration of stormwater utility funds to implement plan.
- Design of priority "shovel-ready" retrofit and bmp (best management practice) projects, including street-end parks, that can be implemented as funds become available.
- Updating City GIS with information on implemented bmp and retrofits.
- Annual reports indicating quantified progress toward 10% goal.

(2) Environmental Initiative: To increase recycling volume by instituting a commercial recycling pickup and increase the amount of residential recycling.

Specific Responsibilities:

- Supervising the contractor implementation of commercial recycling pick-up as soon as possible and expanding program to include businesses with more than one pick-up per week as soon as feasible.
- Set goals for the increase in % of residential recycling of total refuse load and report quarterly on progress toward goal.

(3) Environmental Initiative: Increase the tree canopy land coverage in Annapolis to 50%

Specific Responsibilities:

- Identify areas of public property that can be used as reforestation areas.
- Report to DNEP any tree loss as a result of PWA activities.
- Identify new technologies to integrate retrofits and vegetation, e.g. Green Streets and tree box filters.

PLANNING AND ZONING DEPARTMENT

(1) Environmental Initiative: Reduce pollutant loadings from impervious surfaces by 10% in five years

Specific Responsibilities:

- Update GIS with the increase or decrease in impervious surface as a result of new development and redevelopment.
- Identify changes to policies and laws to reduce impervious surface on roads, parking spaces, sidewalks as a result of new development or redevelopment.
- In the site design manual currently being developed, set standards for development and redevelopment to minimize or reduce impervious surface.

(2) Environmental Initiative: Increase the tree canopy land coverage in Annapolis to 50%

- Adopt goal of maintaining 50% tree canopy on “greenfields” development in Forest Drive corridor and update GIS on actual loss of tree canopy.
- Identify areas that are appropriate for reforestation.

DEPARTMENT OF NEIGHBORHOODS AND ENVIRONMENT

Core Mission Related to Environment: Approval of permits for development projects, including stormwater management, and inspection of results against those permits; development and implementation of *Sustainable Annapolis – Community Action Plan* to reduce the carbon footprint of the city; Promotion of environmental practices on the part of the community and individuals.

Specific Responsibilities:

- Overall City leadership for environmental programs including ensuring communication among agencies, reporting to the Chief Administrative Officer and Mayor on overall progress and coordinating the efforts of NGOs.

(1) Environmental Initiative: Reduce pollutant loadings from impervious surfaces by 10% in five years

Specific Responsibilities:

- Enforce the City laws on stormwater management (see recommendations for going beyond State law); record impacts of new and redevelopment in City GIS.
- Set goals for private property BMPs; encourage private action and track and collect results through the website.
- Update GIS with private project impacts on stormwater runoff and report annually on % reduction of impervious pollutants as a result of actions on private property.

(2) Implement *Sustainable Annapolis-Community Action Plan* to achieve greenhouse gas reduction goals within specified timetables.

Specific Responsibilities:

- Working with Chief Administrative Officer, set goals for each agency’s reduction in greenhouse gases and monitor results.
- Assess greenhouse emission reduction from individual and commercial actions by tracking individual commitments and assigning a value for greenhouse reduction value.
- Report annually using quantifiable measures on City’s progress in reducing greenhouse gases.

(3) Increasing Tree canopy by 50%

Specific Responsibilities:

- 10 year aerial survey to measure actual canopy.
- Compiling data from other agencies and tree program to prepare interim reports on how the City is doing on Tree canopy goal.

RECREATION AND PARKS DEPARTMENT

Core Mission Related to Environment: To enrich the quality of life for Annapolis area residents and advocate for healthy, active living by offering quality recreational programs and community facilities within an array of parks and natural open spaces.

(1) Environmental Initiative: Maintenance and operations of parks and recreation lands.

Specific Responsibilities:

- Promote native vegetation and the elimination of invasive species in the more than 30 parks and recreation areas covering 200 acres of land that DPR manages; also promote recycling in recreation areas, where possible.

(2) Environmental Initiative: Coordinate green infrastructure plan, and increase open space and public access

Specific Responsibilities:

- Work with the Planning and Zoning Department to produce a green infrastructure plan for the city that identifies conservation priorities and opportunities.
- Work with the Annapolis Conservancy and nonprofit organizations to acquire property identified in the green infrastructure plan.

(3) **Environmental Initiative:** Expand environmental education

Specific Responsibilities:

- Expand Back Creek Nature Park youth and environmental education programs
- Partner with nonprofit organizations to increase outreach to children

(4) **Environmental Initiative:** GreenScape

Specific Responsibilities:

- Promote raingardens and native plants through the annual city beautification event, started 18 years ago, involving the installation of plants in public spaces through the City.

MANAGEMENT INFORMATION TECHNOLOGY

Core Mission related to Environment: Provides city-wide coordination of Geographical Information Systems (GIS) services and databases.

Environmental Initiative: Robust, comprehensive GIS system to permit the collection of accurate information for analysis of environmental conditions and the tracking of progress made on City environmental initiatives.

Specific Responsibilities:

- Upgrade data in GIS to allow accurate calculation of impervious surface and full capture of city infrastructure.
- Work with agencies to install GIS in agencies and to educate agency staff on value and use.
- Institute a program to capture information on stormwater BMPs.
- Promote GIS data sharing with the County.

HARBOR MASTER'S OFFICE

Core Mission Related to Environment: To educate visiting and resident boaters in Annapolis about the importance of pumping out sewage from vessels, to provide pump-out options to boaters, and to implement No Discharge Zone (NDZ) restrictions.

(1) **Environmental Initiative:** Implement, educate and enforce NDZ

Specific Responsibilities:

- Put up signs denoting Annapolis waters a NDZ
- Work with marinas to upgrade standards
- Provide pump-out options for boaters
- Improve city pump-out vessel reliability and availability
- Work with Maryland Natural Resource Police to enforce NDZ

List of Resources

The Environmental Ideas Team consulted the following departments and resources in the development of our recommendations:

DATA SOURCES CONSULTED FOR OUR REPORT

Meetings with staff in Department of Neighborhoods and Environment, Public Works Administration, Department of Parks and Recreation, Planning and Zoning Department, Harbormaster, and the Mayor's Office.

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Annapolis Watershed Forum Notes. Feb. 9, 2009. Compiled by Steve Carr.

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Anne Arundel County. 2003. Annapolis Neck Small Area Plan.
<http://www.aacounty.org/PlanZone/SAP/Resources/AnnapConcept.pdf>

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Center for Watershed Protection. 2007. Spa Creek Headwaters Subwatershed Restoration Management Plan

Chesapeake Bay Program. Invasive Species
<http://www.chesapeakebay.net/invasivespecies.aspx?menuitem=16859>

Chesapeake Ecology Center. 2007 College Creek Watershed Assessment
<http://www.chesapeakeecologycenter.org/FOCC.htm>

City of Annapolis. 1987. Parks and Paths for People Plan.

City of Annapolis. 2002. Transition Report from the Environmental Problem Solving Action Team.

City of Annapolis. 2004. Draft Parks, Recreation and Open Space Master Plan.

City of Annapolis. 2006. Energy Efficiency Task Force Resolution.

City of Annapolis. February 2006. An Environmental Perspective.

City of Annapolis. 2009. Annapolis Comprehensive Plan.

City of Annapolis. 2009. Annapolis Watershed Study and Action Plan.

City of Annapolis Ordinance No. 0-38-08. Residential and Commercial Recycling.

City of Annapolis DPW flyer, Get Carried Away! Start Recycling Today, listing all recyclable materials.

City of Annapolis DNEP flyer, Steps to Prevent Fats, Oils and Grease Violations.

City of Annapolis Ordinance No. 0-27-07 Revised/Amended. The Promotion of Reusable, Recyclable and Compostable Materials.

City of Annapolis. Environmental Interdisciplinary Team Recommendations, 2002-2008.

City of Virginia Beach. 2007. No Discharge Zone Ordinance. Section 6-127 to Chapter 6.

Code of Maryland Regulations (COMAR) Section 26.08.02.02.
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Discovery News. Nov. 19, 2009. "Cigarette Butts Toxic to Fish," by Michael Reilly.
<http://news.discovery.com/earth/cigarette-butts-tobacco-fish.html>

DNEP staff memo, subject: Plastic Bags, with accompanying table showing merchant cooperation (or lack of) with plastic bag use survey. April 8, 2009, from Jeanna Beard to Maria Broadbent.

DNEP staff memo re Plastic Bag Distribution. Nov. 24, 2009 from Maria Broadbent to Michael Mallinof and Frank Biba.

Envisioning Annapolis Foundation. July, 2008. Post-Charrette Workshop Report.

Floating treatment wetlands study plan for pilot scale demonstration projects in Annapolis, MD.

IPCC. 2007. Summary for Policymakers. In: Climate Change 2007: The Physical Science Basis. Contribution of Working Group I to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change [Solomon, S., D. Qin, M. Manning, Z. Chen, M. Marquis, K.B. Averyt, M. Tignor and H.L. Miller (eds.)]. Cambridge University Press, Cambridge, United Kingdom and New York, NY, USA.

Maryland Department of the Environment. 2008. Information on Impaired Waters of the Severn River.
http://www.mde.state.md.us/Programs/WaterPrograms/TMDL/Maryland%20303%20dlist/2008_303d_search/index.asp?qBasinName=Severn+River&qBasinCode=&qHUC=&qCountyName=&qWaterType=&qListingCategory=&qImpairmentCategory=&action=1&B1=Search&action2=2&action3=3

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www.rainscaping.org

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<http://annapolis.gov/sustainability.asp?page=13701>

The Capital. August 6, 2006. "Bacteria in water sent men to hospitals, linked to one death," by E.B. Furgurson III

The Capital. June 29, 2007. "Low Oxygen Levels Blamed in Weems Creek Fish Kill; About 15,000 Perch, Alewives, Rockfish Perish," by E.B. Furgurson III

U.S. EPA, Office of Water. 2009. Technical Guidance on Implementing the Stormwater Runoff Requirements for Federal Projects under Section 438 of the Energy Independence and Security Act.

http://www.epa.gov/owow/NPS/lid/section438/pdf/final_sec438_eisa.pdf

U.S. EPA, Ocean Regulatory Programs. Types of Marine Sanitation Devices

http://www.epa.gov/owow/oceans/regulatory/vessel_sewage/vsdmsd.html

U.S. Fish and Wildlife Service, Chesapeake Bay Field Office. 2005. Tumors in Catfish from the South River, Anne Arundel County, MD.

<http://www.fws.gov/chesapeakebay/pdf/SouthRiverFS.pdf>

Washington, D.C. Nov. 16, 2009. News release, D.C. Mayor's office, re Plastic Bag fee law taking effect 1-1-2010.

The Environmental Ideas Team also recommends the following resources for more information on topics and suggestions presented in this report:

RESOURCES WHERE READERS CAN GET MORE INFORMATION

Managing Stormwater for Urban Sustainability Using Trees and Structural Soils. Virginia Polytechnic Institute and State University, S.D. Day and S.B. Dickinson (eds.), 2008.

<http://www.cnr.vt.edu/urbanforestry/stormwater/Resources/TreesAndStructuralSoilsManual.pdf>

The Chesapeake Stormwater Network.

<http://www.chesapeakestormwater.net/inside-csn/>

International Stormwater BMP Database.

(which includes measured performance by pollutant)

<http://www.bmpdatabase.org/>

Urban Design Tools: Low Impact Development. U.S. EPA, Office of Water.

<http://www.lid-stormwater.net/index.html>

Downspout Disconnection Program. City of Portland, OR, Bureau of Environmental Services.

www.portlandonline.com/bes/index.cfm?c=43081&7a=177777712

Green Streets Resolution and Policy. City of Portland, OR.

<http://www.portlandonline.com/bes/index.cfm?c=34602&>

Green Street Construction Details, Plans, and Specifications. City of Portland, OR.

<http://www.portlandonline.com/bes/index.cfm?c=48417&>

Alternative Paving Materials Subcommittee Report. City of Portland, OR, Bureau of Environmental Services.

<http://www.portlandonline.com/bes/index.cfm?c=45382&a=53556>

Guide to Cigarette Litter Prevention. Keep America Beautiful, 2008.

http://www.preventcigarettelitter.org/what_you_can_do/resources.html

Severn River Association, Operation Clearwater, Water Quality Monitoring Program.

<http://severnriver.org/projects/clear.htm>

Annapolis Food Gardens

<http://www.annapolisfoodgardens.com/>

Maryland Master Gardeners

<http://mastergardener.umd.edu/>

List of Acronyms

Throughout this report there are many references to departments, agencies, and other entities. We have taken the liberty of using acronyms to refer to these groups where appropriate. Abbreviations and acronyms are also used for some techniques and methods. Although we introduce each acronym with its full name somewhere in the report, we felt it was important to the reader to provide this reference.

ACB	Annapolis Conservancy Board
AEC	Annapolis Environmental Commission
BMP	Best Management Practices
CAO	Chief Administrative Officer
COMAR	Code of Maryland Regulations
	Department of Neighborhood and Environmental Programs (City of Annapolis)
DNEP	Annapolis)
DNR	Department of Natural Resources (State of Maryland)
PZD	Planning and Zoning Department (City of Annapolis)
RPD	Department of Recreation and Parks (City of Annapolis)
EPA	Environmental Protection Agency (US Government)
ESD	Environmental Site Design
GIS	Geographic Information System
HACA	Housing Authority of the City of Annapolis
IPCC	Intergovernmental Panel on Climate Change
MIT	Management Information Technology (City of Annapolis)
MSD	Marine Sanitation Device
NDZ	No Discharge Zone
NGO	Non-Governmental Organizations
POS	Project Open Space
PWA	Public Works Administration (City of Annapolis)

Government Structure and Permitting Idea Team

Final Report

to the Mayor and City Council of Annapolis

Members:

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Government Structure and Permitting Transition Team

Final Report

I. Executive summary

II. Problems and goals

III. Proposed restructuring

IV. Nine Departments Reporting to the CAO

V. Conclusion

VI. Appendices

a. Proposed City Organization Chart

EXECUTIVE SUMMARY:

The charge of the Government Structure and Permitting Committee was to take an objective look at the current structure of the Annapolis City Government, research the permitting process and provide recommendations. The main theme throughout this process was fiscal responsibility in structuring the government while at the same time improving the efficiency and timeliness in serving the City's citizens and customers at a lower cost to the Annapolis tax payer.

The task at hand was rather large and from the onset the Committee agreed that the committee should be divided into two groups or sub-committees. One group focused on the government structure and the other group focused on permits, licenses, and development review. The key points that were used as guidelines in analyzing were: duplication of efforts by departments, communication between departments and divisions, and efficiency of the departments and responsiveness to the City's citizens and the customers at a lower cost

The two groups met regularly and jointly to discuss how to merge their findings and recommended actions. In the end, departments were reduced or eliminated; divisions were restructured and merged into different departments, all to achieve economic efficiency and transparency.

The permitting sub-committee researched the City's response and support to citizens and customers when seeking permits, licenses, development review etc. The current process has issues that need to be addressed. The main finding is that the permitting process appears to be costing the City in lost revenue due to the length of approval time for projects. The lack of communication and collaboration between departments has adversely impacted the cost of doing business in the city.

The government restructure committee noted that there are five departments (some were previously divisions or sections) that report to the Mayor and are positioned under the Mayor's office. The Economic Affairs Department is proposed to be considered as a public / private corporation to become an income revenue generator for the City.

- 1. The 14 departments reporting to the Chief Administrator Officer has been reduced to 9 departments. One newly formed Department of Planning and Development is proposed to be structured to improve customer service and to streamline the permitting process for the City's citizens and customers.*

After a preliminary review and report from the Finance Director it appears these recommendations will have some immediate cost savings as well as long term savings.

PROBLEM AND GOALS:

In pursuing the goal of streamlining city government, the Government Structure and Permitting Committee took the following factors into consideration in order to carry out its mission:

- The city has a serious budget gap that could work out to be between \$5 and \$7 million dollars for Fiscal Year 2011, which will continue to grow exponentially if everything remains status quo.*
- In order to close this gap, the city must either raise revenues (taxes) by an estimated 50% or cut government services.*
- The consensus of the committee and elected officials is that raising taxes is unrealistic, the city needs to determine what are core versus non-core government services and take action in order to trim costs.*

- *The goal of the Government Structure and Permitting Committee was to consider methods of streamlining services to make reductions in staffing where appropriate and avoid redundancy of efforts. In addition, special attention was given to the city's permitting process to make it more user-friendly for those wishing to build, live and work in Annapolis. In so doing it will contribute to an increase in the tax base that correlates to an increase in revenue.*
- *It has been questioned if the City of Annapolis is offering extended government services that go beyond the essential needs of the citizens for a city of our size.*

PROPOSED RESTRUCTURING:

The attached proposed organizational chart (Appendix A) is the committee's attempt to address the city government with its current functions and recommend some immediate changes for efficiency and effectiveness. This does not represent a long-term solution since the committee feels that the scope of city services deserves more in-depth scrutiny. We recommend a biannual performance review of the revised structure

The proposed reorganization of the Annapolis City executive structure reduces the current 18 departments to 14, with nine reporting to the Chief Administrative Officer and five reporting to the Mayor. This reduction in direct reports is to assist in making the job of the CAO and Mayor more manageable.

The 5 Departments reporting to the Mayor are: Office of Law and Clerk, Public Information Officer, Chief Administrative Officer, a newly defined Community Services Office, and the Economic Affairs Office. The proposed restructuring intends to free the Mayor from a large number of direct reports, while assuring that the Mayor has the staff required for daily operations of that office. Fewer directly-reporting departments will also allow the Mayor more flexibility and time to interact with the community.

The 9 Departments reporting to the CAO (Chief Administrator Officer), a title which is analogous to the City Administrator, are: Fire, Police, Finance, Management Information Technology, Human Resources, Parks and Recreation, Transportation, Planning and Development, and Public Works. A major portion of these departments represent reconstituted entities, reflecting what the committee feels are functions that need more interaction which will improve overall customer relations.

Of particular note is the newly-constructed Planning and Development Department, key to streamlining the permitting process that will assure that the system is more user-friendly. Under this Department is a Permitting Division that centralizes all permit operations in one department, and adds a facilitator to assist citizens and businesses through the process

The restructuring proposes the elimination of the Department of Neighborhood and Environmental Programs and Central Services (details follow). The services provided by these departments will be consolidated and redistributed appropriately throughout the 9 departments. Economic Affairs is redefined and placed as a department under the Mayor with a recommendation to consider establishing it as a public/private 501C-3 non-profit corporation that promotes economic growth

THE NINE DEPARTMENTS REPORTING TO THE CAO:

As mentioned, most of these departments are reconstituted existing entities, reflecting what the committee feels will improve communication and improve service to customers at a lower cost to the tax payer.

Fire Department:

The Office of Emergency Management (OEM) is placed under this department and is reduced in scope to a liaison operation that will coordinate with Anne Arundel County's emergency management. A liaison could also be placed in the Police Department as well. The liaison could be an active duty fireman or

policeman who is crossed trained to properly act as the OEM Liaison. A proportionate increase in pay could serve as compensation and still offer a reduction in salary for the OEM as structured today.

Police Department:

Originally reporting directly to the Mayor, the Harbormaster and the Dock Master have been placed under this department largely because of their enforcement power. The Committee considered placing the Harbormaster and Dock Master under the Fire Department because of the Fire Boat or in Parks and Recreation due to the use of the water for recreational activities, and access to city water parks. It appeared that the majority of the Harbor Master's functions correlated best with the Police Department due to the amount of enforcement activities and water safety checks engaged by the Harbor Master's office.

Finance Department:

Capital Improvement Program functions are being relocated from the abolished Central Services Department to the Finance Department, because of CIP's impact on the operating budget. In so doing the Finance Director, through the CAO, shall request any construction, engineering and development cost information as needed from relevant departments in order to properly prepare long term forecast budgets. The director may also require any CIP project for new construction be accompanied by a proposed operation budget that extends out five years. Committee members recommend that the director be allowed to consider all building assets of the city and determine if the selling of any of these assets would improve the City's fiscal standing. The new Real Estate Office, located in the Finance Department, would execute a feasibility study for uses of the buildings and determine whether they are needed for the operation of running the City Government and report back to Finance.

The Committee had considered placing the Finance Department under the Mayor's office, but after lengthy discussions, the consensus was to have this Department reporting directly to the CAO. It was determined for efficiency purposes and because this need for financial advice and action for daily decisions, the Finance Director or Chief Financial Officer (CFO) directly reports to the CAO. This structure also shelters the Mayor from accusation of direct political involvement that could be construed as an impropriety.

Information Technology Department:

The key to more efficient government services, budget monitoring, and cost savings rely on the advancement of technology that saves manpower, paper cost, and time, resulting in long term fiscal savings. The committee felt strongly that IT is essential to city operations and needed to be a stand alone department reporting to the CAO. In order to be pro-active in implementing new technology, the autonomy of this department is essential in developing and supporting the advancement of IT methods that will increase the efficiencies of the operation of city government.

Human Resource Department:

This service also continues as a stand-alone department and reports to the CAO. The Committee feels that it is important to be structured as such, due to the department's support role to other departments and in dealings with the unions.

Parks and Recreation Department:

This department remains a separate entity. There were recommendations that new and creative ways of staffing and/or partnering with other recreational professionals might be examined to improve the cost efficiencies for the Department. Particular attention should be given to minimize the cost and increase the revenue to operate the new Truxton Park Recreation Center.

Transportation Department:

With an eye towards an overall transportation management strategy function in the city which is based on “people moving,” a new and enhanced Transportation Department is recommended. Included in this would be oversight of the parking garages and meters.

The Transportation Planning Division is an enhanced function within the Transportation Department and is meant to encompass all modes of transportation including pedestrian, bicycle, automobile, taxi and bus. The division is expected to coordinate with other departments as appropriate since it is taking on some planning, policing and real estate (the garages) functions. Some changes with facility assets could possibly be used to generate revenue. Parking enforcement has been shifted from Police to this department as a logical part of a new coordinated, transportation concept.

This Department could enhance the focus more on improving enforcement because it will be their only policing activity. This should increase revenue from infractions in the short term and hopefully minimize them in the long term. This Department can focus on other alternatives such as public/private solutions to mass transit. Consideration should be given to partnering with other professional garage management companies to run the garages in a more profitable manner and the possibility of selling of such assets should be considered. A stand alone Transportation Department should be best able to analyze these suggestions to minimize City expenses and increase revenue.

Also, the department needs to work hand and hand with the State and County to assure that Annapolis citizens are not only able to get around within the City but also to the work place, shopping, and other venues outside the City by means other than the automobile.

Planning and Development Department:

With the purpose of making the permitting process easier for applicants, this newly-constituted department combines all functions related to obtaining a permit in the City of Annapolis. This is a major concern during the Permit Sub-Committee’s research and several variations of the following concept were discussed. One suggestion was that a Permitting Division be formed to assist residents and businesses through the current maze.

The establishment of this new department puts all functions relating to the permitting process under one director. This will assure better communication and improve cooperation between divisions. The director will be able to give the new Permit Facilitator the authority to monitor and guide the review process in a timely manner through the appropriate reviewers.

Inspections and Permits have been moved from Department of Neighborhood and Environmental Programs to the recommended Department of Planning and Development. This allows any development project, such as building, or remodeling etc. that would require some form of permitting and development review to be under one Department. This will assure that all parties are kept apprized of their review process from start to finish.

The Environmental Division of DNEP has also been moved to the Department of Planning and Development because of its need to be part of the permitting process. In addition, as increasingly more environmental mandates come from the Federal and State Governments, this division will be positioned best to establish zoning regulations that keep the city in compliance.

A new Permitting Division is recommended to provide a one-stop-shop for granting all permits. This division includes the new position of Permits Facilitator to act as an advocate for applicants. It is co-located in this department with the Inspections and Enforcements Division in order to facilitate the process and improve efficiencies. Below is the Permitting Sub-committee’s preliminary suggestion to be considered as an example concept for a permitting flow chart:

- *Have the Permit Facilitator meet with the applicant to discuss what will be needed to obtain their permit and, if requested, hold a pre-submission meeting with potential reviewers.*

- *Have a developer submit plans, pay appropriate filing and permit fees, secure an adequacy of facilities agreement, and pay any required permit fees.*
- *Require the Permit Facilitator to assure that the proper regulatory reviewers receive the plan.*
 - *Assure that the Permit Facilitator check that all required reviews have been completed and if so, permits are issued. If they have not been completed, the applicant will be required to revise plans and resubmit.*

The Planning and Development Department shall establish review and comment time limits for the City staff as well as a response time for the developer.

Also recommended is that, after two reviews by staff and/or (xx) months have passed since submission, any further comments by staff will be considered conditional approval and a red-line item to be addressed in the field. (a redlined note made on a plan indicating to inspectors that what ever is noted needs to be completed before an certain inspection may be passed or a final approval of certificate of occupancy can be granted). No further permits and/or Certificate of Occupancy will be granted until the red-line is completed at the appropriate time.

Public Works Department:

This department remains responsible for all services defined within the enterprise fund legislation. This will allow the department to be more pro-active in assuring that utilities are up to current standards, as well as accommodate future development.

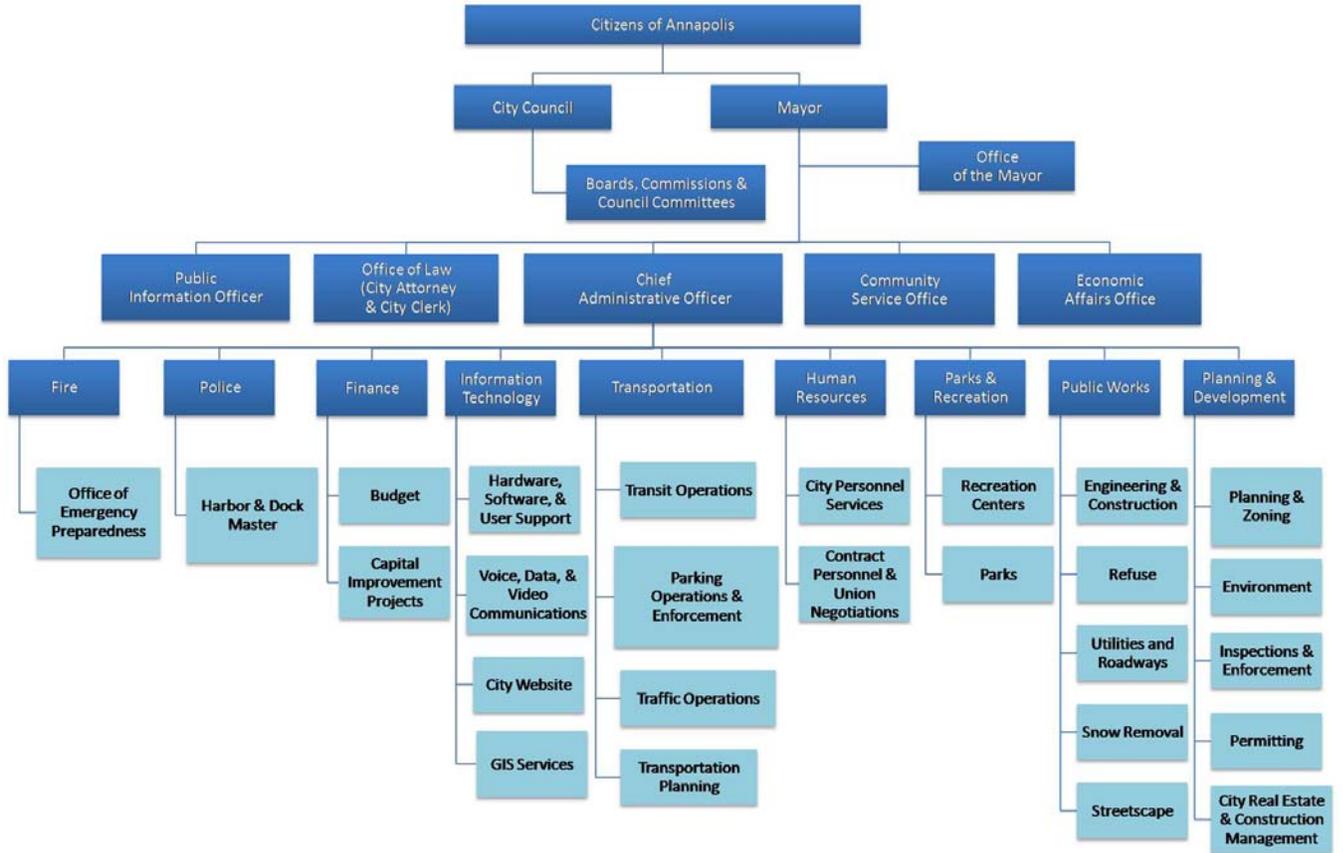
This Department will forecast and budget for maintenance of all public services in an appropriate and responsible and will work closely with the Finance Department to coordinate needs for municipal bonds to meet forecasted needs.

CONCLUSION:

The Committee feels that the implementation of this recommended structure and guidelines will promote a cost savings to the City immediately. One such savings is a result from the reduction of department heads. As mentioned earlier in this report, this recommended reorganization is designed to improve operating efficiencies within the departments- as highlighted in department section. Please note that some of those opportunities to generate this revenue or trim cost may require public/private ventures or the selling, leasing or privatizing some of the city assets such as garages, the old recreation center, etc. These economic initiatives must increase revenue or reduce costs to the city while maintaining the quality of life for the Annapolis citizens.

The Committee recommends the creation of a small commission of Annapolis citizens to review the services provided by the City of Annapolis and evaluate if they are comparable to cities of our size.

Appendix A:



Housing and Community Services Idea Team

Sharon Brown, Chair

Alderman Kenny Kirby

Kate Rollason

Deniece Fisher

Melinda Hamilton

Devon Heritage

Rev. Jerry Colbert

Cynthia Carter

Rock Toews

VISION STATEMENT

To ensure safe, descent, affordable housing that creates opportunities for resident self-sufficiency and economic independence. The city of Annapolis in its role should reach out to all citizens with an enhanced emphasis on developing services to meet the needs of lower income residents. It should form strong partnerships with all city agencies including transportation so that the citizen's needs are more easily met. The city should play a major role in most decisions which effect the residents of the Annapolis City Housing Authority, as well as the (4) four subsidized communities which will in turn create a more sound relationship between the Annapolis City Residents, HACA and the Mayor's Office. The city should also reach out to the non-profits working within the city of Annapolis to evaluate resources that can leverage as many dollars as possible to assist with making better services available to the HACA residents. The city needs to assure that grants that are awarded to non-profits within Annapolis are awarded to reflect the needs of the subsidized communities. Adopting a structured objective evaluation system to assess the effectiveness of services and needs as well as improving already existing services such as "Annapolis City Stat", modeled after both Baltimore City and the State of Maryland. This would also create transparency to the citizens of Annapolis. With both, long term and short term recommendations from this committee, citizens of Annapolis and the Mayors Office, with hard work and determination we can only accomplish positive results for the city of Annapolis.

OVERVIEW/EXECUTIVE SUMMARY

The City of Annapolis (Mayor's Office) and HACA (housing authority of the city of Annapolis), do not currently have a relationship, but hopefully through some recommendations from the "Housing and Community Service Committee" and some recommendations from the citizens of the City of Annapolis, we can begin a dialog to have more involvement with HACA and the Commissioners to get to the one common goal of a better Annapolis for not just residents of subsidized communities, but for all of the citizens of Annapolis. We have found several areas that need improvement that deal with HACA communities and the residents. Our recommendations begin with building a relationship with the Mayor's Office, HACA and the commissioners. The Mayor's Office should have more input when it comes to policies, rules and regulations that pertain to the safety and well being of the residents of this city. There is a great need for more programs and services that are outside of the communities but knowledge of these programs and services is lacking. Those residents who know about these services offered do not have transportation to and from the facilities to take advantage of their services. We have recommended ways of getting more information out to the residents of the city as well as made some suggestions for help with transportation. Crime is also an issue. The Annapolis City Police Dept. has got to become more visible in these subsidized communities. We have interviewed Managers as well as residents and they all say the same thing, the City police department needs to be more visible. We met with Eric Brown Executive Director of The Annapolis City Housing Authority, and he requested more help with programs for Youth Services. The Annapolis City Housing Authority is currently under re-development and has not taken applications for housing in (5) five years. Mr. Brown stated that all 11 HACA communities should be re-developed within a 10 year period. Meanwhile we still have a great need for low income housing in this city. The City and HACA should publicize the availability of available community services in the city of Annapolis with brochures, community news letters, etc. All citizens deserve to know that there are many medical, recreational, etc. resources available. We believe that the City Government in its role should reach out to all citizens with an enhanced emphasis on developing a relationship with HACA to better meet the needs of lower income residents.

CHALLENGES

- Cooperation Agreement between the City of Annapolis and HACA was signed in 1965 (agreement attached)
- Understanding the structure of the Annapolis City Housing Authority
- Clarification of who oversees and writes the policies of HACA
- City of Annapolis has no input with HACA policies that involve the residents of its communities
- Commissioners do not require input from city of Annapolis
- Where does accountability fall between Executive Director and Commissioners
- Executive Director or Commissioners do not meet regularly with residents
- Finding solutions to city helping communities with no funds
- Finding ways to match programs with the need in the communities without cost
- Duplication of services with the programs for the youth
- No ideas from the youth of the subsidized communities
- Lack of transportation and knowledge of programs & services available outside of the subsidized communities that would be of great benefit to some residents
- Not enough police presence in the HACA communities
- Need adequate shelter for bus riders at the transfer station (spa road)
- Improving public transportation in numerous ways, such as maintaining air conditioning in the summer and adequate heat in the winter.
- Keeping City web-site so Annapolis City citizens can still make suggestions to the Mayor's Office and follow what suggestions are being implemented
- No representative from the City to the County Executive for the County Commission on Disability issues.
- No ADA Coordinator for the City of Annapolis to deal with disability issues
- Make sure all handicapped parking spaces on subsidized properties are visible with signs & paint. Make sure all ramps
- Tracking system for maintenance requests
- In active resident councils in some subsidized communities
- Find tracking system for community service from HACA residents (96 hours)

RECOMMENDATIONS

Cooperation Agreement - The Cooperation Agreement between the City of Annapolis and HACA that was written and signed in 1965, should be revisited by the Mayor (city) and the commissioners at HACA to update the current relationship.

Structure of HACA:

- Mayor nominates the Executive Director
- City Council by majority vote appoints the commissioners (5 year terms)
- Board of Commissioners appoint the Executive Director
- Executive Director is to implement the policies set forth by the commissioners
- Commissioners currently do not report back to the Mayor

There is currently no communication between the Mayor's office, The Executive Director or The Board of Commissioners. The city should have a lot more input with decisions that have to do with the residents of HACA. A representative from the Mayor's office should be attending monthly meetings with the Executive Director and or the commissioners of HACA. The representative should then be reporting back to the Mayor to keep an ongoing relationship between the (2) two agencies.

Process of Removal of Commissioners – Clarify the organizational structure of appointments and removals of the Board of commissioners by evaluating the by-laws.

Who writes HACA Policies – Currently HACA policies are written by H.U.D and the commissioners. The city of Annapolis (Mayor) currently has no input in writing policies or overseeing them. A representative from the Mayor's Office should in the future attend all relevant meetings of the Board of Commissioners and the Executive Director for the purpose of gaining insight into HACA policies, rules, and regulations for the sole purpose of informing the Mayor of any changes in reference to the residents of HACA communities.

Commissioners – The Commissioners of HACA should be reviewing resident criminal activity evictions on a case by case basis. A representative from the Mayor's office, The Executive Director and the Commissioners should evaluate the circumstances of the charge to the resident before sending eviction notice.

Accountability – Currently the accountability for any decisions made in regard to HACA properties or its residents fall on the (7) seven commissioners and the Executive Director.

Meeting With Residents – We recommend that the Executive Director, commissioners and a representative from the Mayor's office meet with the R.A.B Board (resident advisory board) of the HACA communities on a monthly or bi-monthly basis for updates on any major changes,

implementations or just general updates that deal with HACA residents. Meetings with the residents should also be scheduled on a continuous basis.

Finding Funds for Community Programs – There are ways to increase community programs without cost, volunteer students from the High Schools will receive community service points for volunteering, U.S Navel Academy Midshipman have a volunteer and mentoring program for young children. HACA has already garnered the vast majority of funds for capital improvements to its properties in the City of Annapolis and the use of these funds should begin to show within 1 to 2 years. Another possibility of ARRA funding is from the County Workforce Development agency. These funds could help with training needs for people who are currently unemployed and also help with job placement efforts. There are no new funds, aside from ARRA. More cuts maybe coming when the Governor’s State budget is released in early January. Aside from the existing City deficit, the City must remain vigilant to react if there are current state dollars that become available.

Matching Programs with need – Currently in the City of Annapolis we have a great need in the subsidized communities for programs. In the (4) four subsidized communities that are not HACA properties, which are Admiral Oaks Apts., Bywater Mutual Homes. Inc., Bayridge Gardens, Woodside Gardens, we have found that 2 out of the 4 communities have the Boys & Girls Club actively providing all of the program services needed. As for the other 2 communities they have very small programs and could really benefit from some other involvement from some of the outside services. The City of Annapolis may assist these communities in need by having a representative from the Mayor’s office available to help find little to no cost solutions to the problem. Some recommendations to assist are:

Woodside Gardens – Recommendations:

- Increase security company to year around security
- Increase Annapolis City Police presence
- Re-activate resident council for community
- Find out who monitors surveillance cameras
- Continue current homework program
- Contact outside agencies to assist with other programs and services

Admiral Oaks Apartments – Recommendations

- Increase Annapolis City Police Presence
- Create Resident Council
- Have community meeting with Annapolis City Police Dept.
- Hire private security company (Evergreen)

Bayridge Gardens – Recommendations:

- Provide at no cost specific programs onsite for young parents to teach effective parenting skills, household maintenance, crime prevention, etc.

- Utilize existing city recreational staff to provide ongoing year round programs for youth 13 and up possibility onsite. Relationships formed from these efforts leading up to summer employment with the city
- Provide job training to obtain job paying living wages and identify business partners willing to employ successful trained participants
- Increase Annapolis City Police presence when security is off duty
- Provide transportation for City programs outside of community
- Assess deliverance of services of the city permit department, specifically the cost of permits for a multiple subsidized dwelling, length of time of obtain a permit, no shows and cancellations of inspections scheduled and length of time to have an inspection completed

Bywater Mutual Homes Inc. – Recommendations:

- Provide maintenance to city owned bus shelter on property as provided in other communities
- Provide repaving of city owned streets within the property (Copeland and Royal streets)
- Upgrade lighting on city owned streets in community
- Establish no parking zone on Bywater road as you exit Copeland St. on your immediate right as it is a accident waiting to happen, visibility is extremely difficult with parked cars in this location
- Replace snow emergency route signs on city owned streets within property (Copeland St.) The snow plows have difficulty plowing when it snows due to cars parked on snow emergency routes.
- Review the delivery of service by the city’s permit section to include cost, length of time to obtain a permit, delays in scheduling/rescheduling inspections, no shows/cancellations of inspections, as these items become an economic strain on the community
- Increase the presence of Annapolis Police Department within the community during the off hours of private security secured by the community

Note: The Annapolis Boys & Girls Club is open to discussing placing other clubs in any of the subsidized communities that do not currently have a club. The Boys & Girls Club would be of great benefit to the children and the parents of the community by offering such programs as job readiness, college preparation, etc.

Youth Services Board – The City (Mayor’s Office) Along with HACA should assemble a youth services board which will consist of youth from all communities of the city. This board would allow the youth of the city to have a voice and help them to realize that they are the future of this city and the youth are very much a part of the fabric of Annapolis.

Duplication of Services - Currently there are (5) five active community centers in the HACA communities that offer several programs and services. The same programs are offered at all 5 centers which have benefited the children immensely. We could not find any duplication of

services that are in the HACA properties, but there are some of the same services that are offered outside of those communities.

Lack of Transportation & Knowledge of Programs & Services – There are many programs and services available outside of the subsidized communities that would be of great benefit to some of the residents, Stanton Community Center Outreach Clinic, Parole Health Center, Drug Abuse Programs, etc., There are a number of residents who do not have transportation. There are other transportation services available such as, A.A.CO Medical transportation and for the disabled the Annapolis City Transit has a service that must be called 48 hours in advance. It would help lower income residents greatly to take full advantage of some of these services, but once again there are a lot of residents who do not have knowledge of these services and one way to inform residents through out the city would be to include programs and services that are available for residents with a lower income or the uninsured into the city mailers and newspapers. This information should also be placed in the HACA office and be given out when leases are signed as a part of the resident move-in packet along with a city bus route schedule for those who do not need disability transportation. This will increase the use of public transportation by our residents of the city and thus increase some revenue for the upkeep of our city transit system.

Increase police presence – All of the subsidized communities have had the same request, to increase the Annapolis City Police presence in the communities. The new administration should set up a meeting with the Commissioners, Executive Director, a representative from the Mayor's office, resident councils from all of the communities and a representative from the Annapolis City Police Department, to discuss the request for more police presence. The residents of subsidized housing should reactivate the neighborhood watch program.

Adequate Shelter at Transfer Station - The City transfer bus station does not have adequate shelter for the bus riders to wait to transfer to the next bus. It also is very dangerous for riders to stand in the middle of the parking lot where buses constantly pull in and out to drop riders off and pick others up. There is one small shelter with one bench that allows 4 or 5 people to stand to wait for the buses to arrive, women with children, the elderly and disabled riders just stand out in the open in inclement weather to wait for their bus to arrive. The city could assist by having a larger shelter built where bus riders can be out of harms way of the buses pulling in and the inclement weather.

Improving Public Transportation – The city bus system needs quite a bit of repair. The air conditioning only works on (1) one bus in the summer and the heat does not work at all. The city buses need repair so we can encourage more bus riding which in turn would create less driving and less pollution and thus help the ozone. Annapolis has a lot of tourism and if the city buses were more comfortable to ride, more tourists would use our public transportation which would increase revenue to keep the buses in good repair.

Commission on Disability Issues – The City of Annapolis should name a representative to the County Executive for the County Commission on Disabilities Issues. This would make sure that the City of Annapolis has a voice for the Disabled on a County level.

ADA Coordinator for the City of Annapolis - The City should identify and name an ADA Coordinator. This will bring the city into compliance with Federal Law. This action could easily be added to an existing position, thus incurring no new costs. Annapolis is a small City and does not require a full-time ADA Coordinator.

Handicapped parking spaces – The city should enforce handicapped parking laws by making sure that all handicapped parking spaces are visibly marked with paint and or signs, with the proper tags displayed. HACA & Management should encourage disabled residents who live on subsidized properties to get the proper paper work from the MVA to secure a handicapped parking space with the proper tags. The A.A.Co. violation of handicapped parking is \$500 and heavily enforced.

Keeping Web-Site for input – The City should keep the web-site for the residents/citizens of Annapolis to still be allowed to give recommendations to the Mayor’s Office and be able to follow up on their suggestions to see if or how they were implemented. This will allow the citizens to feel as though they are a part of the solution to making a better Annapolis.

Residents Developing Community News Letter - The residents of HACA communities should develop a community news letter that would have such information as, programs & services through out the city, community news, incentives such as best kept front yard, what’s happening as far as changes in the city, etc. This would create community participation and keep the residents connected with city issues as well as any changes with HACA. The residents that are involved with maintaining the news letter will receive community service hours.

Environment – The City of Annapolis and HACA should encourage clean safe environmental issues with the residents of HACA communities. This can begin by placing recycling bins in each community and encourage recycling. In the spring HACA should have tree and flower planting through out all of the HACA communities.

LONG TERM GOALS

Here are a few long term goals that we believe would be a great asset to the new changes that will be taking place in our City in the near future:

- Recommend that HACA staff have annual sensitivity and customer service training.
- Recommendation that there be a regulation change to cap the amount of family income per unit so when a family meets that ceiling rent, residents can be encouraged to begin the homeownership process to move out of subsidized housing to make room for the most needy. **Benefit:** constant turnover of subsidized units and the waiting list is constantly moving,
- Develop a questionnaire to be used with the application for housing that shows what the long and short term need of subsidized housing is for the City.
- Establish relationships with agencies to provide sign language interpretation as requested by citizens of the City. There will be a minimal cost to this (interpreters generally charge approximately \$125/hour), but public access is vital to all citizens. This availability should then be published in the newspaper or any City literature that is distributed to the entire City. Purchase software which will convert written words into Braille. Letterhead, brochures, etc., can be updated at the time of the next printing. Again, this cost will be minimal.
- Assign city department to assess physical accessibility of all the city sidewalks and roads. Should this be Transportation or Planning and Zoning ?. Costs for corrections would not occur in the first six months, but the assignment should be made.
- Create self help desks through out city buildings and apartment complexes with a touch screen monitor where citizens of the city can go and seek information in reference to any changes through out the city or find out where they can get information on specific topics such as programs and services available outside of their communities. This will also allow follow up on some of the recommendations that were made from the residents/citizens to the Mayor's Office
- The City of Annapolis currently only has 1 homeless shelter which is the Light House Shelter. The current location of the shelter is moving outside of the city to Hudson St. where you need to have transportation to get there. Bus tokens should be available in some downtown buildings such as the Department of Social Services so the homeless can catch the city bus to the location.
- Provide mini-grants for operation of community programs to be led by trained residents

FINANCIAL RESOURCES

AS we all know, there is not much money available out there. However, Kathy Koch at ACDS suggested that the city might be able to get some funding from the Maryland Energy Administration's "Community Clean Energy Grant Program". These grants are available to local governments for projects that increase the energy efficiency and/or the use of renewable energy.... Clearly these grants are a perfect fit with housing. One of the MEA'S own examples of an appropriate project for these grants is a "Housing Authority that makes energy improvements to a building complex to reduce the energy bills of the low income residents."

We also learned that the Homelessness Prevention and Rapid-Rehousing Program (HPRP) still have some stimulus money that is being administered by Annapolis Area Ministries and the Community Action Agency. If not already done, the city should make sure to get a share of this. Here are some recommendations for some financial resources:

- Work with community groups and faith based organizations to assist with transportation needs.
- Task neighborhood and Community Development to maintain the existing division of CDBG funds, \$50,000 for community services and \$300,000 for building and home improvements. These are not new funds, and are currently being utilized for a number of community needs.
- Additional funds may be found through ARRA. HACA has already garnered the vast majority of these funds for capital improvements to its properties in the City of Annapolis, and the use of these funds should begin to show in one to two years.
- The possibility of ARRA funding is from the County Workforce Development Agency. These funds could help with training needs for people who are currently unemployed, and also help with job placement efforts

For the vast number of community services, there are no new funds, aside from ARRA. More cuts may be coming, probably when the Governor's State budget is released in early January. Aside from the existing City deficit, the City should remain ready to react if there are any current state dollars that become available.

Market House & City Dock Idea Team

Judd Legum, Chair

Alderman Dick Israel

Sandy Cohen

Chris Fox

Allan James

Michael Jackson

John “Bumper” Moyer

Jim Nolan

Pearse O’Doherty

Craig Purcell

Cathy Schultz

Craig Sewell

I. Identified Issues

A. Market House

1. Failure to serve the citizens of Annapolis and to support the economic vitality of downtown.
2. Failure to function as a primary magnet for economic and social activity in a prime public space and historic location and to consistently provide quality products and services.
3. Strayed from its legislatively mandated policies as to its operations and intended clientele, products, quality.
4. Need to integrate the Market House with other public spaces in the City Dock area, relate these to surrounding downtown commercial activity, and determine appropriate expectations with respect to fiscal purpose and impact.
5. Lack of effective governance structure for long-term planning and ongoing management; lack of input into governance from local stakeholders, including residents and businesses.
6. Small space, and inadequate facilities, including underpowered air conditioning system.
7. Unpopular layout.
8. Inadequate publicity and marketing support for recent and current tenants. (People walk in daily surprised to discover the place is open.)
9. Lack of clarity for existing tenants regarding long term plans for the Market House.

B. City Dock

1. Need for integrated vision for redevelopment of the City Dock area, taking into account major projects in the vicinity currently proceeding in uncoordinated fashion.
2. Area around the City Dock dominated by parking instead of green space and civic gathering areas.
3. Need to expand public access to the water.

4. No current plans (or planning) for redevelopment of the City Dock area as a public space despite requirement under law that a plan be completed by September 2010.
5. Lack of input from local stakeholders, including residents and businesses.
6. Challenge of implementing integration of several significant developments due to multiple stakeholders and uncoordinated projects: Board of Education (Annapolis Elementary School and Administration Building); City (Market House; City Dock); Businesses; Naval Academy; National Sailing Hall of Fame, etc.

II. Vision Statement

A. Overview

The publicly owned spaces located at the center of historic downtown Annapolis should be redeveloped and integrated to promote vibrant civic gathering places to attract and serve residents, downtown visitors and workers. Giving priority to green park space, high quality food products, and enriching water-side amenities will enhance civic life and heighten local community spirit while attracting visitors to experience this unique Annapolis locale and serving as an economic engine to support surrounding commercial enterprises.

B. Market House

The keystone Market House and its directly-adjacent public areas should be inviting for people of all ages with open water views, welcoming activities, high quality food products and convenient services offered to residents, downtown workers and visitors. The priority should not be on generating City revenues on-site through fast-food establishments. Instead, the Market House should be the focus of a thriving and unique Annapolis City Dock, a high quality amenity that can be financially self-sustaining and generate a positive impact on City revenues by attracting people downtown, away from generic mall shops and eateries.

C. City Dock

The broad City Dock area should no longer be a parking lot for cars, but should be redeveloped into beautiful, waterside park space. Attractive green space and water features can be connected by public pathways to the Naval Academy seawall promenade, the Market House, the proposed National Sailing Hall of Fame, and new public parking facilities on Compromise Street accessed by a distinctive pedestrian bridge across Ego Alley.

The City Dock Vision Plan prepared by O’Doherty Group Landscape Architecture is appended to this report for illustrative purposes. The following is a prioritized listing of the significant program elements that are included in the City Dock Vision Plan:

1. New automated parking garage.
2. Continuous waterfront promenade.
3. City Dock Commons, a proposed open space park (1.40 acres) extending from Craig Street to the end of the dock.
4. Bay View Park, a playground and park (1.12 acres) located on top of the proposed parking garage.
5. Market Place Park (.57 acres) located on the south side of Ego Alley.
6. Market Space Square (entire zone between Market House and buildings).
7. Waterfront parks to be designed to accommodate annual events.
8. Pedestrian drawbridge across Ego Alley aligned with Newman Street.
9. Visitors pavilion (water tours and water taxi departure points).
10. Bus drop-off adjacent to the Harbor Master’s Building.
11. Traffic patterns must remain functional.
12. Parking in sufficient quantity to serve short term parking needs.
13. National Sailing Hall of Fame Entry Plaza.

III. Recommendations

A. Market House as Public Amenity, With Expanded Off-Site Capacity.

1. The Market House should be recognized as a unique public institution and historic property in the prime location at the downtown Annapolis waterfront. It should be operated to serve public goals on a financially self-sufficient basis, but should not be directed toward on-site revenue generation at the expense of public service and amenities and the economic stimulus a vibrant and unique Market House would bring to the surrounding commercial district.

2. The City should explore opportunities to obtain an inexpensive off-site tenant support facility to liberate Market House operations from the constraints of its very limited space. Tenants, even those with more distant off-site operations, would greatly benefit from having a nearby location to store inventory, prepare food, organize catering, and run delivery services. The public, in turn, could be provided a fuller range of fresh products and enhanced services as a result of such a tenant-support facility. A location for the facility might be sought in the light industrial park area off Chinguapin Round Road, on outer West Street, or in other similar vacant space elsewhere in Annapolis.

B. Coordinated Re-Development of City Dock Area

The City should energetically seek to coordinate redevelopment of the several project sites in the City Dock area to provide mutually enhancing public spaces, services and amenities as illustrated in the appended City Dock Vision Plan:

1. The extent of contiguous public land visually related to and physically surrounding the Market House, including Market Space and the entire City Dock area around Ego Alley, should be pedestrian oriented which requires eliminating a significant number of cars. This area should be re-developed as waterfront parks and water oriented streetscapes. A strong complement of green space should be incorporated both to address environmental stewardship and to provide visual relief to the overabundance of hard urban conditions. Rebuilding the open space character of City Dock would serve to reaffirm downtown Annapolis as a primary destination and therefore an economic benefit should be anticipated in association with implementing this vision. Visual and physical linkages and connections should be reinforced where existing and introduced where opportunities are identified.

2. The City should seek to enlist the cooperation of the County in integrating redevelopment of the Annapolis Elementary School and adjacent Board of Education Administration Building into the City's vision for the City Dock area. A crucial element to achieving that vision may depend upon structured public parking below a first floor level playground at the School. Re-design of this property could also provide off-street loading, unloading and turn-around area for school buses to relieve congestion on adjacent narrow streets and to provide safer conditions for children.

3. Redevelopment of the Market House and its directly-adjacent public areas should be done with the aim of creating a gathering place as well as a serviceable, high quality shopping location for Annapolitans and visitors. It should be conveniently integrated for pedestrian passage to nearby City Dock park areas.

4. Pathways and a distinctive pedestrian bridge across Ego Alley should be created to link new public parking at the County Board of Education property on Compromise Street with the City public park areas at City Dock and the Market House and continue to the promenade along the Naval Academy seawall.

C. Establish a New Commission

1. Purpose. The Market House and City Dock should be aggressively redeveloped to create an integrated, dynamic public space for residents, tourists, boaters and workers. Toward that end, a private/public commission consisting of residential and business community members, stakeholders and public officials, should be established to: 1. Establish policies for the redevelopment and ongoing management and operation of the Market House and the directly-adjacent public areas; 2. Manage and operate the Market House and the directly-adjacent public areas; and 3. Provide recommendations and input regarding the redevelopment, management and operation of the City Dock.

2. Composition.

a. The Commission should be comprised of no more than 11 voting members and additional non-voting ex-officio members.

b. Voting members of the Commission should include:

- 1 Historic Annapolis Foundation representative;
- 2 Ward One Residents Association representative;
- 3 Annapolis Business Association representative;
- 4 Annapolis and Anne Arundel County Chamber of Commerce representative;
- 5 Market House tenants representative (whether a formal organization or not), as selected by a majority vote of all current tenants;
- 6 Annapolis Sustainable Business Alliance representative;
- 7 Harbor Master City of Annapolis;
- 8 Annapolis Visitors Bureau Representative; and
- 9 – 11 Three independent community representatives, appointed by majority vote of the City Council.

c. Non-voting members of the Commission should include:

- Ward One Alderman
- School Board representative
- Annapolis Elementary School representative
- Naval Academy representative
- National Sailing Hall of Fame Executive Director or representative
- The following City Department heads or their representatives:
 - Public Works,
 - Economic Development,
 - Central Services,
 - Finance Director, and
 - Events Coordinator

- d. In the event a represented organization should cease to exist for longer than 3 months, the City Council should name another organization to take that vacant seat on the Commission;
 - e. Members of the Commission should serve for terms corresponding to their terms within their organization or for as long as their organization elects them; and
 - f. At no time should the Commission have an even number of representatives.
3. Compensation. All members of the Commission should serve without compensation.
4. Conflicts. Commission members should be subject to the provisions of the City Ethics Law.
5. By-Laws. The Commission, in consultation with the City Attorney and Finance Director, should develop by-laws for its administration and procedures to govern its operations.
6. Reporting.
- a. To the extent that the Commission authorizes or expends revenues from the Market House Enterprise Fund, it should make publicly available monthly revenue and expense statements and provide a publicly available annual audit of the Fund performed by the City.
 - b. The Commission should submit an annual report to the City Council documenting the Commission's activities relating to the Market House and the City Dock during the preceding fiscal year and its goals for the coming year.
7. Commission Responsibilities.

Alternative View: Recognizing that the City retains legal and financial responsibility for the Market House and that the Mayor and City Council would need to legislatively adopt key policies on Market House operations, some members of the idea team also believe that the City Administration should retain a role in review and approval of decisions on implementation of those policies.

The Commission would then serve in a broad advisory capacity to the City with respect to the Market House, and, under this alternative, the City could delegate authority to the Commission as it deems appropriate.

- a. The Commission should establish policies for the redevelopment and ongoing management and operations of the Market House and the directly-adjacent public areas; manage and operate the Market House and the directly-adjacent public areas; and provide recommendations and input regarding the redevelopment, management and operation of the City Dock.
- b. The Commission should take into consideration the mission of the Market House, public opinion and the goal of Market House economic self-sufficiency when establishing any policy.
- c. Except as provided in section g and h below, the Commission's decisions and actions are not subject to review or veto by the City of Annapolis.
- d. Subject to section h below and budgetary approval, the Commission may hire staff, consultants, managers and other persons as the Commission deems necessary to carry out its responsibilities and for which it has sufficient funds.
- e. The Commission should be staffed as needed by City employees and it may request assistance from any City employee by contacting the City Administrator.
- f. Subject to sections g and h, the Commission should prepare a request for proposal for all contractual work related to the Market House that it deems appropriate, evaluate all proposals and select a vendor to be awarded a contract.
- g. The Commission may not issue any request for proposal until the request for proposal has been reviewed and approved for form and legal sufficiency by the City Attorney.
- h. The Commission may not enter into any contract or lease unless the contract or lease has been reviewed and approved for form and legal sufficiency by the City Attorney. The Commission may request that the City Attorney draft any necessary requests for proposals, leases or contracts.
- i. The Commission should prepare, prior to January 1, a budget for the annual operating expenses and any capital improvements that may be required, together with any necessary cost/benefit analyses, and shall present this budget at a public meeting. The Commission should then submit this budget along with recommendations to the Department of Central Services, the Mayor and the City Council for inclusion in the City of Annapolis budget.

D. Establish a Market House Enterprise Fund

1. The City should establish the Market House Enterprise Fund (“Fund”) as a special, non-lapsing fund that is not subject to reversion to the City’s general fund so long as its purposes are being served.

2. The Fund should be operated by the City, in accordance with approved recommendations of the Commission, and consistent with generally accepted accounting principles.

3. The City should deposit into the Fund all rents, revenues, proceeds, and moneys from whatever source derived which are collected or received by the City on behalf of the Market House. Expenditures from the Fund should be made for maintenance, operation and management of the Market House. Capital improvements should be undertaken by the City from other sources to the extent the Fund is insufficient for those purposes.

4. The City Auditor should audit the Market House accounts annually, and the audit should be submitted to the Commission, the Mayor and the City Council, and made available to the general public.

5. The Commission may promote and seek outside funding for the preservation and enhancement of the Market House through fundraising events, contributions, grants, sales, the establishment of an endowment and other appropriate activities. Any funds raised for these purposes should be deposited into the Fund.

6. The City of Annapolis should otherwise fund the management and operations of the Market House and the Commission.

E. Short Term Recommendations -- Market House

1. Those elements of the ordinance of the City Code governing the Market House (7.28.020) that express its traditional - and recommended future - purposes should be re-affirmed. These include: priority being given to serving the citizens of Annapolis; the mandate that foods and products offered for sale be of the highest quality; that for prepared foods, an emphasis should be placed upon those types of items which are generally too difficult or time-consuming for personal preparation; and that an undue concentration on food prepared for immediate consumption should be avoided.

2. Prior to redevelopment, the City should make every effort to keep the Market House occupied in the short term with tenants that will contribute to creating a public impression of vitality and a new birth for a high quality operation at the Market House.

3. The City should negotiate rents consistent with the current transitional status of the property, in order to encourage participation by appropriate tenants.
4. The City should provide assistance to vendors by publicizing Market House operations and businesses, and should consider holding special events in or around the Market House to bring people to the building. Attention should be given to attracting young and elderly residents during off-peak market hours. Activities promoted might include offering a 'tea and toddler hour' after 9 am or other organized activities to generate a sense of the Market House as a community gathering place and to keep a sense of vibrancy there throughout the day.
5. Existing vendors should be informed of the City's plans for the facility. Upon creation of the Commission, this will be facilitated by the inclusion of a vendor representative.
6. Once formed, the Commission should work toward creating a redevelopment plan that could be actionable by the end of the boat show in 2010. The Commission and/or City should seek to avoid closing the Market House during the busy season (April through September).

F. Short Term Recommendations -- City Dock

1. The City should immediately begin the process of planning for the redevelopment of the City Dock area, as required by City resolution. The City should seek to maintain the September 2010 deadline and draw on the existing work of various architects.
2. The City should negotiate with Anne Arundel County and the Board of Education to secure the planning and development rights of the Annapolis Elementary School parking lot and strategize for what could be offered to the County for the exchange of the land and the right to develop it. Probable elements that would benefit the School include:
 - a. Direct access from the School to a one and a half acre playground (would double as public park)
 - b. Water views from on-structure playground to complement revitalized School (outstanding school and site)
 - c. Additional parking for the School
 - d. Interior bus drop-off for School
 - e. Possible revenue from parking structure

3. The City should perform a feasibility study to reconfirm the parking capacity and program of the Green Street site and relative order of magnitude costs.
4. The City should explore the possibility of acquiring for public purposes the Fawcett property (this might include a land swap of some City owned property), integrating it into the new vision for the City Dock area.
5. The City should study design alternatives for the redesign of City Dock after the number of cars to be removed has been determined. It is important that this be done after consensus is arrived at regarding number of cars to be removed as this is directly related to square footage of potential public open space. The capacity of the Hillman Garage (currently and as re-designed and enhanced) should be considered.
6. The City should conduct public meetings and study alternatives for City Dock.
7. The City should finalize a City Dock Master Plan based on public input.
8. The City should immediately explore funding possibilities for the redevelopment of the City Dock through federal stimulus funds, state grants, bond issuances, and any other available resources.

G. Legislation

The City should amend existing City legislation and/or enact new City legislation as needed to allow the implementation and enactment of these recommendations.

Public Safety Idea Team

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Reverend Henry Green

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I. Overview/Executive Summary

Public Safety can include aspects of many of the city departments. Given the daunting task facing us, I made the decision to limit our reviews to Fire, Police, Harbormaster and OEM. Several of our team wished to include others such as Transportation and Public Works and I do not disagree, however given the holiday season and short turn around time I felt we needed to focus on these departments as Fire and Police have major budget complications for the city.

The Fire and Police Departments proved to be the most challenging in our quest to review and recommend various changes based on our research, study and deliberations.

The process began by having presentations provided by each of the department heads to familiarize each of the team members with various aspects of each of the departments-structure, standard operating procedures, use of overtime and maintenance.

We next took a physical tour of each of the facilities the departments were stationed in or worked out of. These first meetings allowed each member to reach a comfort level to deal with the massive amount of information we received.

Our team then began reviewing documents requested and formulating follow-up questions for each of the departments. As information was provided we next began to discuss operational aspects of the departments, particularly personnel, use of overtime and general operational costs.

As the meetings progressed, ideas, concepts and recommendations began to emerge. Several department heads and/or their staff returned for further inquiries by the team. Our deliberations were accomplished through ten team meetings, numerous phone conversations and electronic mail.

Within this report are many recommendations, a lot of which will inspire spirited debate. However, our three major recommendations involve reorganization of several departments: move the Harbormasters Office to the Recreation Department, place the Office of Emergency Management as an adjunct to the Fire Department and lastly, consider merging our Fire Department with Anne Arundel County.

II. Vision Statement

Our vision began with the goal of the “Idea Team”: “To improve the effectiveness and efficiency of city government by identifying needs to be addressed and develop actionable recommendations for the incoming mayor, city council and administration.”

After lengthy discussion, the team agreed we would focus on areas within each department where cost savings could be identified through transfers of responsibility, increase/decrease in specific operational responsibilities within departments, as well as reassignment of duties within the city government structure without impacting the excellent level of service provided. Many recommendations may not be accepted easily, as change is difficult where we identified “institutionalized” operational procedures.

III. Needs/Issues Analysis

Annapolis Fire Department

The Annapolis Fire Department (AFD) has a proud heritage of protecting the lives and property of the citizens of Annapolis. The members of the Annapolis Fire Department are highly trained and dedicated professionals that take great pride in providing outstanding service to the citizens they serve.

The Annapolis Fire Department currently operates three (3) fire stations (Eastport, Forest Drive & Taylor Ave) utilizing a full-time career staff of 136 personnel and office support staff of seven (7) civilian personnel. The department operates three (3) engine companies, two (2) ladder trucks, three (3) paramedic units, one (1) fire boat and one (1) rescue squad (hazmat unit). The department is lead by Fire Chief Jerry Smith with a command staff of two deputy chiefs. The department provides 24-hour supervision with an Emergency Medical Services (EMS) supervisor (lieutenant) and Fire Battalion Chief. Emergency Medical Services are provided under the direction of Dr. Robert Heller, the EMS Medical Director.

The Annapolis Fire Department in theory is a combination (career & volunteer) fire department. There are three (3) volunteer fire companies; Eastport, Independent and Rescue Hose. However, there are no “riding” volunteers and volunteer participation is limited to the purchase of fire apparatus (two-fire engines) by the Eastport VFD and a volunteer member of Rescue Hose serves as the Department’s photographer. The annual budget contained \$18,000 (\$6,000 each) to assist volunteer stations with operating expenses, but for the past several years the funding has been withheld by the fire department to offset vehicle maintenance costs.

The Fire Department FY10 Budget is approximately \$13.6 million of which 93% or \$12.7 million is in personnel costs (salaries & benefits). Career personnel from the rank of firefighter to lieutenant are represented by the International Association of Firefighters, Local 1926. Personnel above the rank of lieutenant are not assigned to a collective bargaining unit. The Department has two primary work schedules, administrative (office) personnel work a normal eight (8) hour/ five (5) day work week. Operational (fire station) personnel work a 24-72 hour (24 hours on-duty/72 hours off-duty) schedule

which is becoming a popular schedule in the fire service to provide a forty (40) hour work week.

Radio communications and 911 dispatch service is provided by the Anne Arundel County Fire Department. The department has a vehicle maintenance facility at the Forest Drive Fire Station and employs one full time mechanic to perform minor vehicle maintenance. Major vehicle repairs are contracted out to private repair facilities.

The Department has many positive attributes, which include:

- A positive public perception of the EMS (Emergency Medical Service) and fire service within the City.
- Fire & EMS personnel meet national professional standards for the rank/position they hold.
- With the exception of one recently purchased 1986 used ladder truck, the fire apparatus fleet is modern and in good condition. However vehicle replacement is dependant on adequate funding each fiscal year.
- A well-established partnership in training & research with State and local government agencies. This partnership has reduced the Fire Department's operating cost and the cost of training new firefighters.
- An excellent working partnership with the Anne Arundel County Fire Department.
- Established automatic mutual aid agreements with the surrounding jurisdictions, including Anne Arundel County and the United States Naval Academy Fire Department.
- The Fire Department has the ability to borrow fire apparatus on a short or long term basis from the County Fire Department.
- Fire & EMS personnel are National Incident Management System (NIMS) compliant.
- The Fire Department has established Rules & Regulations and Safety Procedures.

The team consisted of ten (10) members, four (4) having previous fire service experience. Deputy Chief Doug Remaley (AFD) provided an overview of the Fire Department and outlined the fire administration's issues and concerns. Firefighter Carroll Spriggs, President of Local 1926 of the International Association of Firefighters spoke before the Team regarding issues from the Union's perspective. In addition, Team members received feedback informally from members of the Annapolis Fire Department.

Deputy Chief Remaley and Central Services Officer Robert Schuetz conducted tours of the City's three (3) fire stations and fire apparatus maintenance facility. Mr. Schuetz also gave a brief overview of the Eastport Fire Station Capital Project which is planned for 2010.

The Idea Team requested information on budgetary and operational practices of the Fire Department as well as the Police, Harbor Master and Office of Emergency Management. It should be noted that the Fire Department failed to provide the Idea Team with much of the information requested. It is unclear why the AFD did not provide the requested information. However, it is the consensus of the Team that the lack of information hampered our ability to adequately evaluate the Fire Department. The Idea Team hopes that the recommendations noted below are received by the members of the AFD as constructive suggestions for possible improvement. We thank them for their service to the citizens of Annapolis.

Annapolis Police Department

Historically, law enforcement agencies experienced minimal impact from governmental financial dilemmas. Public safety has traditionally been a priority and a centerpiece prerequisite for responsible government heightened by the events of foreign born terrorism that forever changed the landscape of law enforcement in this country and indeed the world.

Today, however, with the world economic downturn touching every aspect of life with phenomenal revenue losses most law enforcement agencies are ill equipped to manage the radical decline or, in some cases, the absence of funding.

A new kind of domestic financial terror has evolved in terms of fear of fiscal collapse; record breaking mortgage defaults, declining employment and revenue shortfalls impacting government services and more, all of which have a direct nexus to government services, one's quality of life, crime rates and domestic tranquility.

The challenge to government in Annapolis and the Annapolis Police Department is identical to others in the law enforcement community nationwide in terms of establishing priorities for public safety in light of losses in funding, escalating or out of control overtime, top heavy organizational hierarchies, and a new breed of criminal fending for survival and more.

Interestingly, crime nationwide is down in the midst of a financial recession eclipsed only by the crash of the stock markets earlier in history. Nonetheless, crimes of desperation, suicides and other acts of violence will prevail in these hard times.

Government leaders and law enforcement executives are wrestling with the dangerous realities of the absence of funding that can and will impact their ability to protect and serve their communities and perhaps their own employment as well.

Community leaders are fearful of the affect of minimal services in terms of response times, escalating drug based crimes, increasing gang activity and receiving the basic law enforcement responsibilities of police patrols and effectively investigating crimes.

The trend has been to seek out Federal funding in an attempt to bridge the widening financial gap. This tactic may provide some relief and some needed technological advances, however, leaders must carefully and strategically manage these grants in terms of matching funds especially with the absence of planned maintenance costs in that most grants have a life span and the receiving agencies are expected to pick up the tab after the grant funding is over.

Long and short range fiscal planning is critical and must be applied at every level of government.

The harsh reality is services must match the government income and herein lies the dilemma. What are the public safety priorities of the City of Annapolis Government? What can the City afford to provide and at what level of services?

A PROFILE OF THE ANNAPOLIS POLICE DEPARTMENT:

- (1) Police Chief
- (1) Police Major
- (4) Police Captains (one Captain vacancy exists)
- (8) Police Lieutenants (two Lieutenant vacancies exist)
- (15) Police Sergeants (one Sergeant vacancy exists)
- (15) Corporals (one Corporal vacancy exists)
- (50) Police Officer First Class (eleven vacancies exist)
- (37) Police Officers (eight vacancies exist)

Total Authorized strength: 131 Actual Sworn Officer count: 123

- * The population of Annapolis is approximately 40,000 residents.
- * Geographically encompassing approximately seven (7.2) square miles.
- * Professional Law Enforcement Staffing (IACP) equation is 2.5 Officers per 1000 people (using this formula, 100 police are required, however, the infusion of tourists, city workers, the State's Capital City and the various special events such as boat shows, sporting events and more pushes the need for additional Police Officers)
- * The total number of officers who are involved in actual street patrol is 69. This includes the Flex Squads, Foot Patrol, K-9 and Traffic.
- * Total calls for service in 2008 was 44,728 and 2009 was 42,488; a reduction of 2,240 calls.

The Public Safety Transition Team has carefully reviewed the Annapolis Police Department, examined the calls for service, overtime use, organizational structure and the perceptions of the quality of service to the community.

Our findings are unanimous in terms of recognizing the progressive and significant accomplishments of crime reduction and technological advances under the management of Police Chief Michael Pristoop.

Chief Pristoop is to be commended for leadership in many areas some of which are:

- * Overall Crime Reduction.
- * Improvements in community relations and citizen involvement.
- * Technological advancements enhancing the department's capabilities.
- * Professional Standards and maintaining the Accreditation of the APD.
- * Managing the Capitol City Safe Streets Act.
- * Establishing Departmental Goals and Objectives
- * Creation of the "Flex Squad concept".
- * Staffing the "Night Commander concept".
- * Community Safe Zones and more.

TRANSITION TEAM OVERVIEW:

1. ON THE POLICE DEPARTMENT:

The transition team believes the management and direction of the Annapolis Police Department is in sync with the climate of today's social environment encompassing the City of Annapolis.

The organizational structure of the APD is consistent with their needs and appears to be working well at facilitating undistorted communications up and down the chains of command.

In addition to mandated training pursuant to the requirements of State regulation via the Maryland Police Training Commission, officers are receiving the specialized training needed to keep abreast of law changes, social issues and community concerns.

The APD practices "Community Oriented Policing" which is a combination of best practices designed to address crime generally and or specific enforcement issues. Community policing and management by objectives are also forms of community outreach and resource management utilized by the APD.

Professionally managed crime laboratories and crime scene units are essential to crime solving and subsequent prosecution, particularly in crimes of violence. An enhanced laboratory and crime scene unit would provide many hidden benefits to the community. Currently, the department does not have a true laboratory director.

The APD is led by goals and objectives established yearly by the department's leadership core in concert with City Government's mission.

2. ON CRIME:

Crime generally in the City of Annapolis is down considerably and the Transition Team concurs this is a mirror reflection of crime down trends across the country but also through the direct leadership of the Police Chief and the officers of the Annapolis Police Department.

Unfortunately, Crime is a social phenomena and a product of our society. In Annapolis 80% of the crime is believed to have a direct link to the illegal drug trade. Most, if not all violent crime, homicides, robberies and thefts are drug related.

Crime analysis reports of Annapolis, Law Enforcement officials past and present, prior transition reports and other studies all concur with the non-surprising conclusion that much of crime is the result of the drug trade.

These revelations are old news and appear to be carried on from year to year, from one government transition to another and so on.

In Annapolis community activists, and indeed members of the Public Safety Transition Team, representing the public housing areas openly admit the drug trade is alive and well in these communities.

Chief Pristoop pointed out in his transition report and in his crime fighting strategy that most law enforcement agencies tend to "throw a net" over these areas and conduct focused enforcement actions or directed saturation patrols to try and manage the crime in these and other areas. There is clear evidence that some of the tactics work, however, the drug trade in the public housing areas persists.

Chief Pristoop also recognizes the advantages of a multi-disciplinary approach of government, the Police, the State's Attorney's Office, State and County Police and many other stake holders to address the phenomena of disproportionate crime in these areas. Truly commendable results have been realized through these initiatives such as the "Safe Zones" program, "Capitol City Safe Streets Act" and other community outreach programs.

Nonetheless, the drug trade continues to plague these communities. Occasional murders, gun fire and street robberies, although down in numbers, are still occurring with some crimes going unreported to the Police. Community leaders and the police feel frustration in dealing with these issues yet comments and observations by one member of the Transition Team may hold a clue to a new directions and a new approach to addressing some of the causative factors.

The fact is street level drug dealings are daily occurrences in the public housing communities in Annapolis. The Police and community leaders rely upon community cooperation, pleading with residents to call the Police, dial 911 when they see drug dealings, hear gun shots or have knowledge of who committed a crime in their community.

The failure here, as pointed out by community activists and residents is that many of the drug dealers and criminal elements are actually related to each other either as a blood relative or through other family links such as marriages and children. Expecting an aunt, for example, to turn in her nephew for selling drugs when some of the proceeds support the families is not realistic.

Add to this equation the presence of gangs, organized crime in the drug trade, community fear and the realities of public housing coupled with low income families struggling to survive the mixture for poor communication and continuation is cast.

One community activist stated he would like to see the street dealers forced off the streets into the community homes where the trade would be masked yet frequent trafficking could be identifiable presenting leads for the Police.

This is yet another symptom of frustration. Perhaps, it is time to truly think outside the box and drill down deeper than other programs and deal with the root causes of criminality in certain communities.

Innovative approaches designed to break into the nuclear families in these target communities to teach, educate, and train families on morals, values, self esteem and the effects of anti-social behavior should be established. Such educational programs could be mandatory as a prerequisite for access to public housing.

The involvement of the clergy, health department and social services is noticeably absent from mention in any of the writings addressing these complicated social issues.

ON COMMUNITY RELATIONS:

The Annapolis Police recently conducted a community survey that generated an anemic response from approximately 190 residents. Additionally, the Police Department hosted a “town Hall” type meeting for the communities of Annapolis to share their views and observations and perceptions of their police department. One (1) individual attended this forum.

Such responses are clearly symptomatic implying communications breakdowns between the Police and some communities. In all fairness some reluctance to come forward and cooperate with the Police may be attributed to fear of reprisals to those families that participate.

The professional conduct of the vast majority of the Annapolis Police is commendable; however, one community activist related an experience wherein an Annapolis Patrol Officer shouted obscenities when ordering a group converged on a street corner to disperse.

The good works of many can be poisoned by the thoughtless disrespect of one representative. The old cliché that most people remember the bad and tend to forget the good comes to mind.

ON POLICE OVERTIME:

Overtime use by the APD is significant yet predictable in terms of the APD being one of the largest departments within the city government.

Complicating the overtime issue for the police is the fact that public safety mandates a certain degree of available manpower commonly referred to as minimum staffing. Any numbers less than minimum staffing bear a direct nexus to citizen and officer safety.

Impacting their use of overtime are non-predictable factors such as large numbers of tourist, boat shows, sporting events both civilian and military, weather events, citizen protests and rallies in terms of Annapolis representing the Capitol of the State Government.

The Police Department, per the Police Chief's direction has implemented "12 hr. patrol shifts" and a "Flex Squad" team police concept in an effort to minimize the use of overtime. Both initiatives are relatively new and hold promise for roping in some of the overtime usage.

District Court overtime is both a management and a union issue in that officers attending district court are paid a minimum of four (4) hours paid overtime even when their case may only take 30 minutes to resolve.

Additionally, officers making misdemeanor arrests that are tried in District Court may or may not require the additional witness testimony of a fellow officer who also receives the minimum of four hours paid overtime.

Although these agreements are union/agency agreements they are nonetheless expensive.

In some jurisdictions officers and firefighters receiving minimum overtime are required to provide services or return to on-duty status in the event their case or overtime issues are resolved early and they still have additional hours for which they will be paid remaining.

Harbormasters Office

The Harbormaster Office currently falls under the Office of the Mayor. The Harbormaster and its employees are responsible for all city harbor activities to include collecting dock and mooring fees and acting as “good will” ambassadors to those arriving by water and to visitors in the harbor areas.

Additional responsibilities include vessel, vehicle, dock and mooring maintenance. The Harbormasters Office also operates the city owned, grant funded sewage pump-out boat.

Liaison with various agencies occurs continuously with the Annapolis Police and Fire Departments as well as the US Naval Academy, US Coast Guard and the Maryland Department of Natural Resources Police.

A collection of fees for mooring and the dock slips far exceed the cost of operating the office, and is a positive revenue source.

Office of Emergency Management

Created over 5 years ago, the Office of Emergency Management (OEM) has grown since its inception to develop and manage programs that bring together the preparedness efforts of various city departments and, has brought the city considerable resources of federal and state homeland security funds for preparedness. As a result of the efforts of the OEM, Annapolis is one of only three cities in the state of Maryland allocated funds for emergency preparedness.

OEM structure consists of four areas: emergency preparedness planning, training and training exercises, community outreach and grant management.

Review of the grant process included discussion of the volume and coordination of state and federal public safety grants. A major concern that was raised was the potential for fiscal obligation of the city in years out once the grant expires. There appears to be little planning for this beyond procurement. Additionally, no clear information exists on current total cost obligation to the city beyond the current life cycle of awarded grants to the city.

The team was unable to identify authorities and responsibilities of the office beyond the four previously listed areas. OEM is not specifically identified in the City Code as an official city function or duty of government and no clear lines of authority and duties are enumerated in any policies.

IV. Recommendations

Annapolis Fire Department

1. Review take-home vehicle and cell phone program for appropriate use of City resources and cost effectiveness – The Team recognizes that providing 24-hour service requires that some employees have take-home vehicles and cell phones. We recommend that these programs be reviewed at least annually to ensure prudent use of City resources.
2. Review Current Apparatus Fleet and Eliminate Vehicles Where Possible to Reduce Operating Costs – During our station tours the department seemed to have a large number of fire apparatus. Some vehicles were purchased with Federal Grant funding and appear to receive little or no use. The Team questions whether all the vehicles are necessary and recommends a review and elimination of unnecessary vehicles.
3. Bomb Dogs/Fire Investigation Program – Examine the program for cost effectiveness and justify the need for maintaining four (4) 24-hour bomb dogs. The Team questions the expense of maintaining four (4) bomb dogs on a 24-hour basis and believes the scope of this program exceeds the mission and fiscal capabilities of the fire department.
4. Provide Employees and Management with Annual Sexual Harassment and Discrimination Training - The Idea Team did not discover any sexual harassment or discrimination issues currently in the department, but identified a lack of proactive training to prevent and address these issues. We believe annual training in this area is prudent.
5. Consider Citizen (volunteer) Administrative Office Support- Many public safety agencies recruit volunteers to perform an array of office duties or other tasks. This provides the community an insight into the operation of the fire department as well as reduces operating costs.
6. Institute Hot/Warm/Cold Emergency Response Policy – Each year in the United States, many citizens and firefighters are killed or injured as a result of accidents involving fire apparatus responding to calls with red lights and siren. National studies have shown that many responses do not justify high speed (lights/siren) emergency responses. Many departments have adopted a hot/warm/cold response police to reduce accidents. Annapolis Fire Department accident data was provided in aggregate but not segregated into emergency and non-emergency incidents. Anecdotal information suggests a prevalence of accidents occur during emergency conditions. The Team recommends the Fire Department adopt a Hot/Warm/Cold response policy.
7. Station Personnel (firefighters) Conducting Fire Safety Inspections – In many fire departments firefighters conduct annual fire safety inspections of commercial buildings. This reduces the workload of the Fire Marshal’s Office and increases the frequency that a building is inspected. But, most importantly it provides firefighters with an insight into the construction and layout of the building which can enhance firefighter safety and survivability when operating in the structure during emergency situations. An In-Service inspection program for fire companies currently exists, for reasons unknown, this practice was abandoned by the City Fire Department. The Team recommends the practice of

having firefighters conduct In-Service inspections for all commercial structures be reinstated.

8. Sick Leave Policy – The current sick (disability) leave policy appears to be outdated and varies between City departments. There were reported cases of employees using an excessive amount of sick leave prior to retirement and questions regarding the impact that the federal Family Medical Leave Act (FMLA) has had on the ability of management to manage sick leave use. The City should work with Union leadership to review and update the current Sick Leave Policy to insure a fair and equitable policy for all while protecting the taxpayer's interest.

9. Procurement/Purchasing Procedures- Under the current procurement process one employee is responsible for initiating purchasing requests, ordering supplies, receiving supplies and submitting the invoice for payment. This is not a sound business practice and the system should be changed to insure the employee ordering the supplies is not the same one that receives them.

10. Clean/Organize Fire Apparatus Repair Shop – During the facility tour, the overall condition (cleanliness and organization) of the repair shop was very poor. The Team believes the condition of the shop creates a safety hazard for its employees and should be addressed.

11. Replace Used 1986 Ladder Truck – The fire department recently purchased a used 1986 ladder truck to replace a 1992 ladder truck that was placed out of service due to extensive repair costs. The National Fire Protection Association (NFPA) Standard 1901, Standard for Automotive Fire Apparatus states that “fire departments should seriously consider the value (risk) to firefighters of keeping fire apparatus older than 15 years in first-line service”. It also states that “apparatus that are over 25 years old should be replaced”. The current used ladder truck is nearing the end of its useful life (24 years old) and should be replaced within one year.

12. Overtime Costs – The Team was unable to obtain a breakdown of overtime costs for the fire department. Without this information it is difficult to evaluate overtime spending. The Team recommends that overtime cost be evaluated and appropriate steps taken if merited to control costs.

13. Annual Goals – The fire department leadership working in partnership with the Union and its members should establish and publish a list of annual goals for the department. Goals will provide the department with clear and measurable performance standards to base fiscal and operational decisions.

14. Latino Community – With the growth of the Latino community in Annapolis the department should consider recruiting a volunteer liaison from one of the various communities or associations. This would benefit the department in providing an educational conduit for fire safety programs as well as a pipeline for employee recruitment from these communities.

Annapolis Police Department

1. The Police Department via city government should develop and implement cost recovery legislation and memoranda of agreement with all entities that utilize police services for events outside the normal realm of city wide law enforcement. Events such as boat shows, military sporting games, or other maritime related gatherings to name but a few, that require extraordinary police presence or responses should be required to fund the required law enforcement services necessary to maintain the public peace.
2. Consideration should be given to negotiating a more equitable overtime court pay plan that recognizes both the officer's responsibilities and also the economic impact on the agency budget.
3. The use of the "Comstat" method of managing accountability should be considered as a management tool; however, care should be exercised to avoid public or peer group embarrassment by any officer whose performance or management accountability is less than satisfactory. Such corrective measures should be carried out in a private setting with the appropriate command personnel.
4. Mayor Cohen has requested an across the board 5% reduction to come forth from each city department.

The Police Department is capable of facilitating some reductions more realistically equating to approximately 2% through personnel changes, elimination of contracts and other management maneuvers.

Changes, however, come at a cost that could be tantamount to public or officer safety. The transition team believes priorities for any exceptions should be made in the public safety arenas of the Fire and Police Departments.

5. The Police Department should closely oversee, with at least two concurring levels of management approval, the use of all overtime with particular emphasis on court overtime.
6. There have been isolated incidents in some communities wherein the conduct or demeanor of a particular Police Officer was rude or officious.

In the past some agencies or governments have ordered across the board retraining in relations or diversity. This knee jerk reaction is costly and unnecessary in that the majority of the force is courteous and professional.

Police management, however, should be especially alert to such instances of misconduct and aggressively investigate and mitigate the causes.

7. Recommend the creation of a Crime Laboratory Supervisor with the caveat that the costs for the position could be offset by reductions in other areas.
8. Modify the vehicle replacement program to extend the in-service life of all patrol and unmarked vehicles.
9. Many minorities rely heavily on faith based institutions and we recommend a more involved role in the minority communities by these institutions and their leaders. This could be accomplished through external outreach programs which partner not only with police, but the Health Department and Social Services.

Harbormasters Office

The team discussed the fact that the Harbormaster currently reports directly to the Mayor. The team felt that this was an inefficient structure.

1. Recommend the Harbormasters Office be moved under the Department of Recreations and Parks for administrative and reporting purposes. With the primary responsibility of serving the recreational boating community, efficiencies can be realized in coordinating activities and services provided both on the water, at City Dock, with street end small boat dockage areas, and the City's boat launching facilities.
2. Recommend the Harbormasters Office work with Parks and Recreation and the City's tourism groups to attract and promote more maritime events within the City and coordination with the city's yacht clubs and boating associations to support and co-host many of these events.

Public Mooring licenses – Licenses are currently managed by the Harbormaster. There is a waiting list for most mooring locations. The current rate of \$560 per year for residents and \$1350 per year for non-residents or commercial is very low compared to marina rates. Mooring rates could be increased to raise revenue for the City. A well known marina on Back Creek charges \$4800 per year for 20-24 ft and \$15,600 per year for 47-57 ft. !! Granted, this marina has lots of facilities, but there is room for growth in the revenue the City receives from moorings. Note: Newport, RI is \$312 and \$624 respectively for a 42 foot boat which is the largest allowed by Annapolis Harbor Master.

The current list of moorings should be audited to insure that people using moorings as City residents actually reside in the City of Annapolis. Currently, the list only includes boat names. It should show owners name, owners address and how long they have had the mooring.

3. Recommend any new leases should be limited to 5 years maximum if a waiting list exists. The list should be rotated every 5 years to allow for more broad usage, and to prevent favoritism and from keeping moorings within families for a long period of time.

The team discussed the issue of additional policing authorities for the Harbor Master. The consensus was that additional authorities were not feasible given the structure of the office and current policies and statutes governing police powers.

4. Recommendation is that the Police Chief and Harbor Master investigate the cost and effectiveness of providing Harbor Patrol personnel 800 MHz radios for “First Responder” communications abilities. The team concluded that the First Responder role should be focused on observation and communications. Enforcement and response should be coordinated between the Harbor Master and police and fire agencies through an established communications channel.

5. Recommendation that Harbor master officials focus on enforcement of City Code and Port Warden requirements

Office of Emergency Management

1. We recommend an immediate and comprehensive audit of all current and active public safety grant funds and programs beyond the Office of Emergency Management (OEM).

2. Recommend the OEM be authorized through the City Code to coordinate all emergency management grant applications with the Finance Department and prepare fiscal impact reports to be provided to the Mayor prior to submission.

3. Prepare and adopt legislation which would identify the function and authorities of the OEM.

4. Recommend the OEM be placed under the fire department for administrative and reporting purposes and that administrative support costs be reviewed for efficiency.

5. In that the OEM is based in police headquarters, we recommend a senior manager of the police department be assigned as an OEM liaison to support logistical and physical plant support requirements.

V. Long Term Recommendations

Annapolis Fire Department

1. Consolidate City Fleet Maintenance Services – The fire department vehicle repair facility at the Forest Drive fire station is inadequate for the maintenance of today’s modern fire equipment. The current process is inefficient, cost prohibitive and results in excessive downtime and maintenance costs. The City must acquire a vehicle repair facility capable of servicing all city vehicles.

2. Provide Annual Physicals for all Uniformed Fire/EMS Personnel – Many fire service organizations, including the International Association of Firefighters (IAFF), International Association of Fire Chiefs (IAFC), and the National Fire Protection Association (NFPA) have advocated annual physicals for firefighters and EMS personnel. Annual physicals can detect early signs of cardiac and lung problems, the leading cause of death among firefighters. The initial cost may seem high (est.\$500 per employee), but the long term benefits in terms of a healthier workforce is worth the investment.
3. Replace Uniformed (firefighters) Fire Inspectors with Civilians to Reduce Personnel Costs – Through attrition uniform firefighters assigned to conduct fire inspections should be reassigned to firefighter assignments and civilians hired to conduct fire inspections. The salary and pension cost savings merit this recommendation.
4. Participation in Community Events – The City’s annual holiday Midnight Madness Event was held during the Idea Team meeting schedule. The Team noticed the fire department did not use this event as a public education opportunity. The Police Department was clearly visible and interacting with the community. The Fire Department should seek opportunities to educate the public in fire and life safety education.
5. Volunteer Basic Life Support (BLS) Ambulance– Explore the feasibility and cost effectiveness of placing a volunteer Basic Life Support unit in-service at the Eastport Fire Station. The use of volunteers for BLS service will reduce the workload on City paramedics and reduce personnel costs.
6. Full Time Fire Protection Engineer – The City currently uses a part time contractual Fire Protection Engineer for plans review. This individual works full time at another government agency and is unavailable during normal business hours. The hiring of a full time engineer will greatly improve overall efficiency and customer service.

Annapolis Police Department

None discussed.

Harbormasters Office

1. The team discussed the planned rebuilding of the Harbormaster Office on City Dock. This project is in the Capital budget and should stay on track. The facility was cramped, did not comply with ADA and was not user friendly for the public. The committee recommends that ADA concerns are addressed and that the facility be more of a draw for tourists and citizens alike

Office of Emergency Management

1. We recommend the Director of the Office of Emergency Management be funded completely through the city budget (unless otherwise required by grant restrictions) and identified as either an exempt or civil service employee.
2. Recommendation that policies for coordination of preparedness planning and Continuity of Operations of Government for all city departments be developed and vetted by the department as well as all external partners in emergency preparedness and reaction.

VI. Additional Challenges

Annapolis Fire Department

1. Consolidate Annapolis Fire Department with Anne Arundel County Fire Department – The Team did not have adequate time to effectively research this issue. However, we recommend that a feasibility study be conducted to determine the cost effectiveness, political and operational obstacles, fiscal impact on both jurisdictions, pension system concerns, union contracts, impact on City and County services of consolidating the two departments.
2. Proceed with Construction of New Eastport Fire Station – The Eastport Fire Station is in poor condition and does not meet ADA requirements. The new station will provide much needed storage and office space for the fire department and the Team recommends that the project move forward ASAP
3. Americans with Disabilities Act (ADA) – The City’s fire stations are not ADA compliant facilities. The City should initiate a capital improvement project to bring all facilities in compliance with ADA standards.
4. Recognizing the financial issues that surround accreditation processes, we recommend the department look at reinstating the accreditation process if only internally. This would promote regular reviews and updates of policies both local and national.

Annapolis Police Department

None discussed.

Harbormasters Office

None discussed.

Office of Emergency Management

1. Meeting the rapidly changing and emerging threat conditions and preparing/updating contingencies for each in relation to homeland security as well as nature related incidents.

VII. Closing Summary

We would like to express our thanks to Mayor Josh Cohen for the opportunity to serve on the Public Safety Transition Team; as well as the “Idea Team” Leaders, particularly Hilary Raftovich, for her unwavering timely responses and support.

We all agreed we could have spent many more hours delving into the details and peculiarities of the four Departments we reviewed.

Appendix 1. Minority/Individual Dissent Positions

1. Dave Cordle/Jay Martin

Issue: Merging the Annapolis Fire Department with the Anne Arundel County Fire Department.

The Annapolis Fire Department has a long history within our historic city and has developed over the years to support the city in a fashion sometimes different in the manner Anne Arundel County does. Staffing issues and response issues are just a part of what may be lost should we surrender our department to the county. The County policies are different than those of our city; I know, I served on the County Fire Advisory Board as a member for several years, and as Chairman for several more.

Most importantly however, is the distinct probability that the Eastport Fire Station would be closed, thereby considerably increasing response times for both fire and medical calls. The reason for this is the cost to replace the station and the County’s position would be that with the recent opening of Station 8 (Arundel on the Bay Road Station), Eastport would not need a station.

2. Lee Finney

Issue: Police Department Budget Reduction

While I agree with our report that public safety is the first area where exceptions to budget cuts should be considered, the Police Chief, as well as other department heads, should be required to provide the 5% budget reduction scenario requested by the Mayor, rather than a 2% budget reduction as suggested in this report. It is not possible to know

definitively whether a budget reduction for the APD will have negative impacts on public safety unless such a reduction is at least considered and analyzed.

Issue: Role of Religious Community in Crime Reduction in Public Housing

I believe that, contrary to our report's assertion, the religious community has taken an active role in this area in recent years as evidenced by, among other programs, the "Stop the Violence" campaign and unity walk in the spring of 2008 which was sponsored by a partnership of Annapolis Faith Communities, Housing Authority of the City of Annapolis, Anne Arundel Public Schools System, and the Annapolis Police Department. There are some programs initiated as a result of the Stop the Violence campaign that are still in place today as a result of the combined efforts of staff plus church, civic association and community volunteers.

The following suggestions were submitted By Team Member Jennifer Adams after our meetings were completed and were not discussed by the Team, though I concur as did Alderman Silverman.

1. Issue of Increasing Volunteer Activity to Support Public Safety and Emergency Officials.

The city might consider implementing a Retired Senior Volunteer Patrol (R.S.V.P.) or V.I.P.S. (Volunteers in Public Service) to do some of the data monitoring and supplemental support for the departments. Implementation would require locating a volunteer or tasking the job to someone on staff. The city of Annapolis does not appear to have a program to utilize the talents and time of retired service members in any capacity. Such a program would not only enhance service without the cost of full-time active professionals but would also build community relations and engage residents.

2. Improvement of Long-Range Planning and Coordination among Departments.

The team's review illuminated the need for better long-range planning for the acquisition and maintenance of technology, equipment, and facilities for the Departments. While the point is made in the report that the Departments need to better manage and coordinate grant applications, with a longer vision for how the city will fund programs or assets acquired through grant money, the need for better long-range planning cannot be understated. Two examples from the review of the Fire Department underscore this point: the team performing the city's Comprehensive Plan does not appear to have considered public safety capabilities within the city and how these capabilities would be affected by the Plan; and the city has not prepared for the impact on public safety of the growth of upper West St. Rob Scheutz was aware of these issues, but the city should consider how to implement better long-range planning, taking into account the resources and needs of public safety departments, consistent with the changes that city officials expect to occur over time throughout Annapolis.

Transportation and Parking Idea Team

Barbara Rasin Price, Chair

Alderman Ian Pfeiffer

Paul Foer

John Giannetti

Bill Herald

Dave Humphreys

Carl Larkin

Shelly Row

Jerry South

Chance Walgran

Jim Wildey

“Mobility Matters”

EXECUTIVE SUMMARY

All around Annapolis - walking through town, in the grocery store, at the gym and at schools – you hear people talking about transportation. You hear frustrations with finding a parking space; frustrations with getting from here to there; frustrations with uneven sidewalks and buses that break down. It goes on and on.

Transportation inherently impacts the daily lives of Annapolis citizens. Transportation, in all its forms – transit, driving, parking, walking or biking - creates an impression of Annapolis. It affects choices of where to live, where to shop, where to work, and how to relax and play. In reality, urban mobility is essential to the vitality of any city and, clearly, even more so in our historic, pedestrian focused Capital City of Annapolis.

For a service that carries such impact and visibility, the responsibility for its functioning is fragmented across multiple city departments. Under the current structure it is simply not possible to effectively meet the needs of citizens, visitors and business patrons. There is no central responsibility or authority for ensuring that transportation – again, in all its forms – is coordinated, effective and providing the services we need. Therefore, it is this Committee’s primary recommendation that a robust Department of Transportation be created from the fragments existing at the current DOT and in other City Departments.

The new Cohen Administration has a rare opportunity to make a substantial change that would positively impact the lives of citizens in very meaningful ways. Change is never easy, particularly when it involves the reorganization of entrenched offices and work processes. Nonetheless, change is called for, indeed, change is being cried out for around dining room tables, in shops and on ball fields. With senior Department heads leaving, we have a unique opportunity to enact critical change to create a fully functioning Department of Transportation.

Mayor Cohen’s appointed Transportation and Parking Transition Committee was tasked with evaluating and prioritizing transportation and parking services to better serve the mobility needs of Annapolis and its residents. We found that the current Department of Transportation is more of a bus transit service and taxi regulatory agency than a true Department of Transportation that would deal with all aspects of transportation under one roof, since all mobility issues are inter-related and their functionality must be synergistic to be effective. Urban mobility is essential to the vitality of any city and, clearly, even more so in our historic, pedestrian focused Capitol City of Annapolis. The Committee considers as its most important recommendation the incorporation of all aspects of urban mobility into a reorganized Department of Transportation.

The Committee has reviewed transit operations, routes, funding and costs, plus intermodal transfer accommodations and found them sadly lacking. Vehicles are not well maintained, our service delivery system is not up-to-date, and transfer facilities are insultingly inadequate.

Transit is perceived by many as primarily a service for those lacking personal transportation or the inability to drive an automobile. The Committee feels that the transit system should be efficient, attractive, and convenient and should reflect the beauty and significance of our historic Capitol City.

The Committee has reviewed government employee parking space guidelines, use of curb-side parking, parking lot and garage operations and the relationship of parking to other transportation modes with emphasis on transit, pedestrian and bicycle movements. In this report, the Committee provides recommendations on how to accommodate retail customer parking while being sensitive to the needs of residents, other businesses, schools, and visitors.

The Committee enthusiastically submits these recommendations and believes that we can enhance mobility for all who live, work, visit or play in Annapolis. We believe that the time for more studies or blue ribbon reports is past. **It's time for action.**

While the Committee members feel that all of our recommendations are important, we highlight here some that we feel have the most pressing and/or far-reaching implications.

RECOMMENDATION #1: The City should immediately begin a process to reorganize the City government to incorporate the functions of Transportation Planning, Traffic Operations, Transit Operations, and Parking Management and Enforcement into one new Annapolis Department of Transportation (ADOT). The search for the Director of the new DOT should begin immediately, and the Director of the reorganized DOT must have the appropriate professional qualifications and experience and be given the appropriate resources and authority to effectively manage the many serious mobility issues facing all Annapolitans.

RECOMMENDATION #8a: Within 60 days, the Hillman Garage parking permits allocated to City employee monthly parking should be moved to a garage that is not typically full, unless routine daily use of a vehicle is needed for the City employee, allowing additional Hillman Garage space to be available for high-turnover, short-term parking, generating additional revenue of approximately \$200,000 per year.

RECOMMENDATION #4: The City should ask the Community Transportation Association of America to send a team of individual transit experts to evaluate Annapolis' transit operations and provide guidance on changes that would save money while improving service, including the possibility of contracting out aspects of bus operations and maintenance and creating a distinctive identity brand for Annapolis Transit.

RECOMMENDATION #7: The City, with the help of the Annapolis Department of Transportation and its Board of Directors, should lobby State and Federal officials to reestablish Annapolis as its own Metropolitan Planning Organization, thereby making it easier for Annapolis to receive transit operating assistance and other State and Federal grants.

VISION STATEMENT

The Transportation and Parking Transition Team members envision an Annapolis where:

- Transportation, planning, traffic engineering, parking, and public transit and related issues are under one roof with effective leadership that signals real change in how we approach critical transportation issues;
- Traffic flows smoothly, transit is easily accessible, and walking and biking are encouraged through planning and designs that make these practices safe, fun, and environmentally sound;
- Public transit services ensure convenient, efficient, attractive, and well maintained services and equipment, and cater to the needs of all of our residents and visitors;
- Transit service delivery is informed by the latest national “best practices” and brokerage management models;
- Federal, state and local funds are sought after and coordinated in the most cost-effective ways for transit service delivery and equipment needs and to reduce the City’s share;
- Parking and shuttle services are easy and safe and allow for greater use of the Hillman Garage for parking for residents, shoppers and visitors and begin to reduce traffic and parking practices in the downtown area and around the USNA;
- Travel to the Baltimore/Washington areas is convenient and easy, and waterway travel possibilities, both local and long-distance, are explored;
- A gradual reduction of parking in the dock area promotes more green spaces and parks for downtown;
- A bold and real-time signage system makes it easy to find parking and encourages visitors, downtown employees and others to make use of less costly outlying parking areas.

INTRODUCTION

In a memorandum dated November 24, 2009 to the Transportation and Parking Transition Committee, the Chair of the Committee outlined the purpose of the Committee, as described by Mayer-Elect Cohen. The Committee was tasked to evaluate and prioritize transportation and mobility options and services, to review government employee parking space guidelines and provide suggestions on how to accommodate retail customer parking, and to determine how the City can work more effectively with residents and businesses to meet the challenges of residential parking between business, schools, and visitors. To accomplish these tasks the Committee held a series of 10 meetings, from November 18 to January 7, participated in the public input forum on December 12, 2009 at Bates Middle School, gathered multiple previous transition committee reports, reviewed the City Charter, reviewed various parking reports, rode

the public transit buses (individually and in groups), and gathered information from the current Director of the Annapolis Department of Transportation. The Committee members had expertise in a large variety of urban mobility issues, including transportation planning, traffic engineering, parking, public transit, intelligent transportation systems, and accident investigation. This report was reviewed during compilation by all members of the Committee.

The Committee's early meetings were devoted to determining the scope of issues to address, and to identify specific problems that might be the subject of recommendations. The Committee interpreted its tasks in the broadest manner. For example, while this report contains recommendations related specifically to parking, the Committee firmly believes that parking is only one aspect of urban mobility¹, and that all aspect of urban mobility should be addressed together to maximize the social benefit at minimum cost to the citizens. The Committee believes that creating and managing the diverse mobility needs of a busy and popular state capital, which was originally built for travel on foot and horseback takes bold and innovative leadership and wisdom to know that not all will be equally satisfied, but that an array of efficient and convenient choices for all is the best approach to satisfy as many needs as is possible.

The Committee believes that the City of Annapolis has the ability and means to make substantial improvements in meeting the mobility needs of residents, visitors, shoppers, and businesses, and our team's report contains recommendations to further this goal. However, the Committee notes that many of these recommendations are not new, having been presented in substantially similar forms in previous documents. For example:

- In 1998, incoming Mayor Dean Johnson's transition team singled out the Department of Parking and Transportation from among all departments and called for its "overhaul". That "overhaul" never happened and the same issues persisted.
- Mayor Ellen Moyer's 2002 Parking and Transportation Problem Solving Action Team Report focused on downtown parking and shuttle operations, and made a number of well conceived and reasonable recommendations. As far as our team (one of whom chaired that committee) could ascertain, they were not implemented.
- The City recently adopted a Comprehensive Plan with many valuable elements and recommendations that echo much of what our team proposes.
- The ongoing Annapolis Parking Advisory Commission, itself the latest entity in a long line of groups formulating proposals and plans to address parking problems, has come up with a solid list of goals and recommendations, but again, few if any of the recommendations generated appear to have been adopted by the City.
- A few years ago, a multi-governmental study known as The Annapolis Regional Transportation Vision and Master Plan laid out many good recommendations and proposals. Few if any of the recommendations arising from this study were adopted by the City.

¹ Urban Mobility, as defined by the Committee, incorporates Transportation Planning, Traffic Engineering, Transit Operations, and Parking Management.

The reasons for the failure to implement prior recommendations are most likely varied and complex. However, our team believes that substantial improvements can and should be made and urges Mayor Cohen to aggressively pursue improvements to urban mobility in Annapolis, regardless of the hurdles encountered. The Committee believes that the City does not need more studies to determine either long term or short term action, but believes that political will coupled with public support, an efficient government structure, and competent workforce are needed to address a large majority of the recommendations put forth by this and previous committees and teams. We recommend an action agenda and effective leadership!

ISSUES AND RECOMMENDATIONS

The issues and recommendations developed by this Committee were grouped into three categories, Management and Structure, Transit Related Issues, and Parking Related Issues.

MANAGEMENT AND STRUCTURE

ISSUE #1: As available data has been reviewed by the Committee, it has become increasingly clear that there is no single point of contact for urban mobility issues or even for transportation or parking issues in the City of Annapolis, and that this fragmentation of responsibility causes significant governmental inefficiencies. Moreover, this fragmentation means that there is no champion for transportation or parking issues. The Committee believes that this lack of an effective leader is the reason that the findings of many studies and the recommendations of previous committees have been largely ignored. The aspects and consequences of government inefficiencies and ineffective leadership are addressed below.

A. Governmental Inefficiencies: The Committee notes that the four elements of urban mobility: Transportation Planning, Traffic Operations, Transit Operations, and Parking Management are spread over a variety of City departments. This problem of fragmented transportation responsibilities was noted in the January 15, 2002 “Parking and Transportation Problem Solving Action Team Report”, stating “*In the City’s current structure, transportation issues are fragmented between numerous departments...*”. Examples of this fragmentation include:

- The Central Services Department has the responsibility for management of City garages and lots, but does not have the transportation management expertise to ensure that these City resources are utilized to maximize income, take advantage of current technology (such as real-time signage), and to integrate with other urban mobility needs.
- The Department of Public Works is responsible for traffic signals, signage, pavement markings, bike lane designation, and other traffic control devices but does little to coordinate these activities with the requirements of other Departments or any transportation mode other than automobile movements. Little or no role is played in

recommending intersection geometrics or alignments. Intelligent Transportation Systems (ITS) technologies have not been utilized in street operations or intermodal operations.

- The Department of Planning and Code Enforcement is responsible for evaluating traffic and transportation plans, reports, and all land-use, but the Committee found little evidence that attention is given to mobility related issues such as new development trip generation, capacity analysis, required street lane widths, and needed street intersection alignments.
- The Transportation Department (transit operations) is far removed from other City Department activities. Little has been done to integrate transit with street signage, land use planning, optimized shuttle services, or parking garage and lot operations. No effective attempt to recognize intermodal operations of parking, pedestrian, or bicycle activities has been undertaken. Transit-focused ITS technologies to optimize transit route performance or inform riders of real-time schedules have not been deployed.
- The Finance Department is responsible for issuing permits and passes associated with parking facilities. Additionally, the Finance Department handles much of the financial transactions associated with transit operations, collection of parking meter and garage revenues, and budget allotments for transit employee overtime and fuel allocations. A substantial overhead charge is levied upon the transit operations by the Finance Department for its services that form a major cost of running the bus system in Annapolis. The Committee's repeated attempts to gain more insight into this relationship between the Department of Finance and parking and transit operations were unsuccessful.
- The Police Department has the Parking Enforcement function, but has other obvious priorities, and quite often can give only very low priority to parking enforcement at important times, such as during high traffic events like Naval Academy home football games.

Although the Committee cannot provide specific figures for the amount of money wasted by these inefficiencies, we believe that the City can realize substantial short-term and long-term savings through the elimination of overlapping positions and responsibilities and better coordination of City services and departments.

B. Ineffective Leadership: As discussed above, the Committee found numerous examples of previous study findings and committee recommendations that have gone unheeded. The Committee believes that implementation of many of these findings and previous recommendations has the potential to positively address mobility issues facing Annapolis, and that a major reason that many of these findings and recommendations have not been implemented is that there is no single person with expertise in all areas of transportation responsible for transportation issues.

To address the problems of governmental inefficiencies and ineffective leadership for urban mobility issues, the Committee believes that the City government needs to be reorganized to incorporate all aspects of urban mobility in one department of transportation. Furthermore, the Committee believes that this new department should be led by a director who is a champion of

mobility issues with experience in all transportation modes and disciplines, including being conversant with new and emerging Intelligent Transportation System technologies applicable to parking and all modes of transportation. We note that this functional arrangement, headed by a qualified director, can be found in cities of all sizes throughout the country.

The Committee believes this recommendation to be an absolute necessity because the establishment of an integrated department of transportation will set the stage for appropriate action and accountability for all other recommendations on transportation and related issues. Just as importantly, with an integrated department, future mobility issues will have a much better chance of being properly addressed and acted upon responsibly as they arise. For these reasons, the Committee's first and most important recommendation is as follows:

RECOMMENDATION #1: The City should immediately begin a process to reorganize the City government to incorporate the functions of Transportation Planning, Traffic Operations, Transit Operations, and Parking Management and Enforcement into one new Annapolis Department of Transportation (ADOT). The search for the Director of the new DOT should begin immediately, and the Director of the reorganized DOT must have the appropriate professional qualifications and experience and be given the appropriate resources and authority to effectively manage the many serious mobility issues facing all Annapolitans.

To provide additional insight into how the new Department of Transportation should be configured, the Committee provides the following guidance:

ANNAPOLIS DEPARTMENT OF TRANSPORTATION STRUCTURE

The City of Annapolis can optimize all modes of urban mobility by ensuring that four essential municipal functions actually exist and are organized in one Department to promote professional synergy and best engineering and planning practices. Those essential municipal functions are:

- Transportation Planning
- Transit Operations
- Traffic Operations
- Parking Management

Semblances of these functions exist but they are disbursed among several departments and agencies affording neither professional synergy nor cost-effective management. Achieving a competent organizational structure that embraces the four functions described above need not be another example of expanding bureaucracy. Reorganization and simplification of the City's bureaucracy by combining all transportation activities under the umbrella of a single department will yield an efficient and effective response to all aspects of mobility in Annapolis. Such a local government transportation entity would be able to: effectively deal with existing traffic concerns;

provide adequate bikeways and pedestrian access; insure proper transit routes and services; and plan for future transport needs with little overlap.

The following paragraphs describe each of the four specific functions that would constitute the new Annapolis Department of Transportation (ADOT). Additionally the existing departments and agencies currently responsible for portions of the four functional areas are identified. We would ask that these “donor” departments would relinquish such responsibility, associated staff, equipment, and budget to the new ADOT.

Bureau of Transportation Planning

Definition: Transportation planning involves the evaluation, assessment, design and location of transportation facilities (generally streets and highways), sidewalks (footways), bike lanes and public transport lines.

Operational Responsibilities

- Bicycle routes
- Pedestrian access
- Traffic impact review
- Transportation long range planning
- Maintain traffic maps defining parking, traffic volumes, accident locations
- Safety review of all related accident data for facilities improvement where appropriate
- Planned events coordination
- Homeland security emergency evacuation and emergency facilities access

Donor Agencies:

Department of Planning and Zoning – Impact analysis, long rang transport planning, bicycle & pedestrian routes (likely staff transfer, one professional)

Department of Emergency Management - Planning and evacuation functions (likely staff transfer, one professional)

Bureau of Traffic Operations

Definition: *Traffic Engineering* is a branch of civil engineering that uses engineering techniques to achieve the safe and efficient movement of people and goods. It focuses mainly on research and construction of the immobile infrastructure necessary for this movement, such as roads, railway tracks, bridges, traffic control signs, devices, pavement markings, traffic signals and interconnected signal systems.

Operational Responsibilities

- Traffic line painting, traffic signs
- Bike lane delineation
- Traffic signals and signal control systems
- Intelligent Transportation Systems (ITS) applications, for flow monitoring, signal coordination & surveillance
- Traffic data maintenance and collection
- Speed limits and other control devices
- Traffic calming techniques
- Street closures and detours
- Planned events implementation
- Homeland security evacuation route implementation

Donor Agency:

Department of Public Works - Existing Traffic Control and Maintenance subdivision to be moved to ADOT including operations staff & responsibilities e.g.: pavement markings, signage, traffic control devices, etc. (likely minimum staff transfer: one professional, one 3-person crew and associated vehicle(s) stores and equipment)

Division of Transit Operations

Definition: *Transit Operations* refers to the regular supervision and field operations management associated with planning, marketing, organization, supervision, and coordination of the mass transport system components to insure safe reliable transit services in accord with the needs of the community. In essence this constitutes the primary activities of the existing Transportation Department.

Operational Responsibilities

- Transit route management
- ITS applications to route monitoring, bus stop dynamic, real-time signing and surveillance
- Fleet and facilities maintenance
- Scheduling
- Transit route planning

- Transit services marketing and outreach
- Taxi Regulation & Inspection
- Budget management
- Homeland security evacuation transit routes locations and maps

Donor Agency:

Entire Transportation Department absorbed as major component of ADOT

Division of Parking Management

Definition: *Parking management* refers to various policies and programs that result in more efficient use of parking resources in accord with the specific needs of an overarching transportation strategy.

Operational Responsibilities:

- Parking garage operations, maintenance, management
- ITS applications for parking management and real-time parking signage availability
- Parking lot management
- On-street metered parking management
- Budget and parking fee structure management
- Parking district boundaries

Donor Agencies:

Central Services Department - Management of Garages and Lots (staff transfer unknown)

Possibly Finance Department - Permits & Passes plus Accounting (staff transfer unknown)

Stand Alone Offices

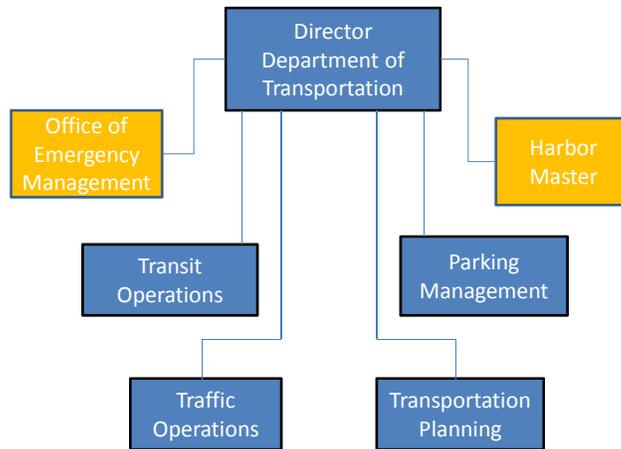
In addition to the four functioning units within the proposed ADOT, there are two small existing entities that should retain their individuality yet be incorporated within the ADOT. Each would benefit from the synergies afforded by association with and administrative support of the ADOT.

The Office of Emergency Management (Homeland Security): Homeland Security issues are closely related to the need for mobility in the context of a crisis. Annapolis is a potential terrorism target, and emergency evacuation plans and emergency vehicle priority routing are Homeland Security/Transportation concerns. In fact Annapolis's transportation infrastructure is itself a potential target and protection concern. Many of

the ITS technologies, such as digital image recognition systems, utilized for advanced transportation monitoring are applicable to Homeland Security surveillance applications.

The Harbor Master’s Office: The Office of Harbor Master is an important and revenue-producing part of the City, and would be an integral part of the multi-modal transport future of Annapolis. This Office can be best served administratively and functionally as a part of the ADOT. Annapolis is a potential port of call for future high-speed ferry services that have been referenced in several planning studies.

ADOT Organization



The Committee also discussed the recommendation for a reorganized Annapolis Department of Transportation with the Government Structure Transition Committee, and that Committee also lends its support to the recommendation.

The Committee recognizes that the Director of the reorganized Department of Transportation would be a senior level position within the City government, and that this specific position could be perceived as added expense. However, the Committee notes that the reorganization of the ADOT will allow the elimination of other positions and lower personnel cost. Even if a reduction in personnel cost cannot be immediately demonstrated, the Committee is unanimous in agreeing that this position is needed so that a qualified individual is in place to lead the ADOT, to initiate changes, and to evaluate options. Furthermore, the Committee’s next several recommendations are expected to result in substantial increased revenue for the City, and an experienced Director of the ADOT is needed to ensure that the maximum benefit is derived from the proposed changes.

ISSUE #2: As part of its data gathering, the Committee heard numerous complaints regarding specific aspects of on-street and off-street parking, the performance of the transit system, the maintenance and operation of traffic lights, and street markings for bicycle lanes, for example. In addition, the majority of individuals voicing these complaints reported that they found no effective method of resolving their concerns, or that when they attempted to work through existing City Departments, their complaints were largely ignored. While specific complaints such as these are outside the scope of the Committee, we did find that there is no effective avenue through which these types of complaints can be addressed. The Committee believes that there is a need for an effective Citizens Advisory Council to act as a liaison between the public and the Department of Transportation. The Committee is aware of the existing Transportation Advisory Board, but finds that this Board exists in name only and is ineffective in providing oversight, accountability, and consumer advocacy for transportation issues. Much more active is the Annapolis Parking Advisory Commission, which is used by the City as a resource for information regarding parking issues. However this Commission is not designed to address citizen complaints, and is limited to issues related to parking only. Because of the need for an effective citizen advocate for all transportation modes the Committee recommends that:

RECOMMENDATION #2: The revised Department of Transportation should create a Citizen Advisory Council for the purpose of receiving citizen input and complaints regarding mobility and parking issues. The Citizens Advisory Council should include members representing transit users, bicycles riders, businesses, and the Department of Transportation. The Council should have some method of tracking and accounting for citizen suggestions and complaints and be required to make a yearly report of actions taken in response to their input to the Department of Transportation.

ISSUE #3: The Committee is aware of multiple sources of grant and economic stimulus money for projects related to transportation, and believes more effective selection of grants and improved drafting of grant requests will result in a significant increase in the grant money provided to Annapolis for capital improvements. The Committee is aware of the current programs utilized by the existing Department of Transportation for grant assistance from State, County, and Federal sources such as Large Urban, S5307, S5311, RCB, and ADA. In addition to these traditional transit grant program sources, the Committee is aware of Homeland Security, FTA, and FHWA grants for ITS technology deployment, Federal Stimulus pass through funding via State grants, and, most notably, Federal DOT Livability Initiative Program grants (S5309). Because there is a potential for a significant influx of outside money for transportation projects, such as creating a centrally located bus transfer facility, the Committee recommends that:

RECOMMENDATION #3: The City should broaden efforts to secure grants related to transportation infrastructure from all available sources.

TRANSIT RELATED ISSUES

Public Transit is a public service and should be available and accessible to all the people who live in our community. The transit system in our State Capital should be attractive, efficient, easy to use and affordable. Certainly, in this day and age, no one should be prevented from getting a job, going to school, seeking medical care or taking care of every-day needs just because they don't own or cannot afford a car or do not drive because of age or disability. In a 2008 report entitled Poverty Amidst Plenty, the Community Foundation of Anne Arundel County cited lack of transportation as an important factor contributing to poverty in this County. It also raised the issue of an 80 percent increased growth in people aged 75-84 in our County, compared to 19 percent in the overall population. These issues, along with the growth we in Annapolis are currently experiencing, certainly point to an even greater need for an effective local public transit system in the future. In addition, our needs to connect to other parts of the Baltimore-Washington metropolitan areas will increase as our travel patterns change and expand.

The members of the Transportation and Parking Transition Team visited the transit operations at the Transportation Department on Chinguapin Round Road for a tour of the facility. Others rode buses and visited the transfer area located on Spa Road. Several of us met with the Transportation director and Department staff. We were provided with reports on current services, capital equipment, personnel and individual responsibilities, and financial information on operations and equipment.

In addition, we looked at recent documents, including the City of Annapolis Comprehensive Plan 2009, the Transit Development Plan from the Citizens Advisory Committee Meeting December 15, 2009, the West Street Transit Study, Annapolis, Maryland completed by Kettelson & Associates, Inc. in July 2009 and, as part of the Mayor Cohen's transition team, we also participated in a Public Forum for all transition team members and invited the public to come and talk with us informally. We heard some individual complaints about the transit system, particularly with regard to the poorly maintained vehicles, the lack of heat or air conditioning, and the need for more information on services and accommodations for riders with disabilities. We also learned from one participant that a Citizens Advisory Council was formed last August to deal with consumer issues and felt that the formation of this council was welcome and way overdue.

Our Committee found that the current public transit system style of operating is outmoded and costly; many of the vehicles are unattractive, uninviting, and sometimes inappropriately sized for the type of service it provides and for the smaller streets of Annapolis. We also learned that public transit is not sufficiently serving the diverse needs of residents of Annapolis and surrounding areas. For example, in addition to service deficits, we found the existing transfer area on Spa Road to be inadequate, lacking a proper facility and amenities such as a building under roof and adequate restrooms.

A November 2009 Department of Transportation report stated that the 10 year-old "pulse system" of service delivery is not meeting its goal of on-time delivery. In addition, a 2008 audit by the Maryland Transit Administration (MTA) concluded that the Annapolis' transit buses were not being properly maintained. The MTA's latest audit found the maintenance supervisor was "not capable of properly running a maintenance operation on a daily basis" and "that maintenance planning (as well as execution) seems to be non-existent."

ISSUE #4: Our current transit system is outdated in terms of its planning and service delivery methods. It has practically no contracts for service with other entities or organizations, and the system is a drain on the city budget. It appears that most of our match money for equipment, for example, generally comes from local funds (off-street parking funds). In addition, the current system of service delivery and maintenance is too costly, with overtime well exceeding budgeted costs. The Committee is aware that the Community Transportation Association of America can evaluate Annapolis' public transit operations and provide guidance on

- which portions of the operations should be provided by the city or should be contracted out,
- how the services should be delivered,
- if public-private partnerships might be established,
- how Annapolis might tap into some other Federal resources (such as those from the U.S. Department of Health and Human Services) to offset some of our current costs, and
- generally give up-to-date information on "Best Practices."

Because this service is provided at no cost to Annapolis, consulting with the Community Transportation Association of America has the potential to significantly reduce the operating costs of the transit system while improving service; and the Committee therefore recommends:

RECOMMENDATION #4: The City should ask the Community Transportation Association of America to send a team of individual transit experts to evaluate Annapolis' transit operations and provide guidance on changes that would save money while improving service, including the possibility of contracting out aspects of bus operations and maintenance and creating a distinctive identity brand for Annapolis Transit.

ISSUE #5: It seems that at one time an Oversight Committee, or Board of Directors, did exist for Public Transit, but it appears that it no longer functions in this role. In fact, it seems that there is no current Board of Directors responsible for oversight of Public Transit in Annapolis. The Committee feels that a Board of Directors, composed of transit and financial professionals, as well as a representative appointed by the Mayor, can assess the services and finances of the public transit system, help with recommendations on funding and contractual, technical, and other issues, and assist with maintaining important contacts with local, county, state and Federal representatives. Because the Committee believes that an effective Board of Directors will compliment the Department of Transportation over the long term by providing guidance on emerging issues and the changing transportation environment, the Committee recommends that:

RECOMMENDATION #5: The City should re-form an effective Board of Directors to provide oversight and guidance to the Department of Transportation.

ISSUE #6: The City is in need of a centrally located and improved intermodal transfer facility that features not only transit vehicles but is attractive to transit patrons and offers some conveniences such as covered waiting areas, restrooms, vending or concessions, and secure bicycle storage. The Committee envisions this facility as an important symbol of Annapolis'

role as the State Capitol and a showcase for progressive transportation infrastructure. The City is also in need of a better information distribution system to afford real-time scheduling and modal transfer. A real-time bus arrival system that is also available on the Internet would be most helpful. A real-time bus arrival information system has the potential to increase ridership by affording reliable and predictable bus arrival times. The current bus passenger shelters are designed to accommodate that type of system. It was to be procured long ago but the funds were not available. Although creation of a transfer facility is a longer term project, the Committee felt that this is a step that has potential to enhance the ridership of the transit system and thereby increase revenue. Therefore, the Committee recommends that:

RECOMMENDATION #6(a): The new Department of Transportation should investigate locations, costs, and benefits associated with a centrally located bus transfer facility with conveniences to passengers such as covered waiting areas, restrooms, concessions, and secure bicycle storage. This investigation should be completed within the first 6 months of the Cohen Administration.

RECOMMENDATION #6(b): A real-time bus arrival and patron information system should be evaluated and implemented if economically justified.

ISSUE #7: One of the impediments to efficient operation of the transit fleet and one of the difficulties encountered in generating transportation infrastructure grants for Annapolis is that the City, once a stand-alone Annapolis Metropolitan Planning Organization (MPO), is part of the Baltimore Metropolitan Planning Organization. Perception is reality when it relates to regional influence and expertise. The City of Annapolis is not viewed as a regional leader on transportation related matters for a number of reasons. Recommendation #1 specifically addresses the need for professional multi-modal transportation leadership and an organizational structure designed to exploit the synergistic relationships of the several transportation functions. The Committee further believes that Annapolis would be in a position to much more actively pursue grant money and to operate the transit system and all other aspects of its transport infrastructure in a manner that befits the unique geography and issues associated with Annapolis, if the City was again designated as an MPO separate and uniquely distinct from the Baltimore MPO. The Committee believes that this change is necessary because of Annapolis' unique and historical significance, its State Capitol status, its strategic location between Baltimore and Washington, and the presence of the Naval Academy within the City. Therefore, the Committee recommends that:

RECOMMENDATION #7: The City, with the help of the Annapolis Department of Transportation and its Board of Directors, should lobby State and Federal officials to reestablish Annapolis as its own Metropolitan Planning Organization, thereby making it easier for Annapolis to receive transit operating assistance and other State and Federal grants.

PARKING RELATED ISSUES

Our Committee was specifically asked to review government employee parking space guidelines and provide suggestions on how to improve parking. The Committee is sensitive to the difficult parking situation for residents of the older sections of the City which generally are in close proximity to business and commercial activities and the USNA. We have found that close-in parking is currently overly focused on monthly parking and vehicle storage during daily working hours. Close-in garage parking should focus on quick turnover and facilitate downtown commerce, dining, and shopping not the storage of unproductive cars. Although the unavailability of parking at Hillman Garage is not infrequent, and other garages are full on occasion, the Committee has found that generally there are sufficient parking spaces in the City garages and elsewhere. For this reason, the Committee believes that the Annapolis “parking problem” is more of a parking management problem. It is our hope and expectation that many of the parking management problems will be addressed more efficiently by a reorganized Department of Transportation, as previously recommended in this report. Changes that would improve parking have been suggested on multiple previous occasions, but, for a variety of reasons, were not adopted. This Committee iterates several of these recommendations, as discussed below. The Committee strongly believes that improved parking management will mean increased revenue and less of a tendency for visitors to park on close-in residential streets.

ISSUE #8: Annapolis’s “parking problem” is that there are insufficient short term parking spaces available at a reasonable price close to downtown shopping. To a large degree, downtown businesses rely on the availability of close-in, short-term parking for their customer base, and the dominant resource for this type of parking is Hillman Garage. However, during the day, the garage is typically nearly filled with monthly parking² including substantial City employee monthly parking, leaving few spaces for short term parking for business patrons. The Committee believes that Hillman Garage would provide much more benefit to the City and its businesses if most of the City employee monthly parking permits in Hillman Garage were relocated to other parking facilities. Knighton Garage and Park Place Garage are both underutilized and would be appropriate locations for the City employee monthly parking. It is recognized that some of the employee monthly permits holders have legitimate need to park at Hillman Garage. For example, employees whose job requires them to make frequent daily trips away from their office should not be required to relocate.

The Committee estimates that removing 100 monthly permits from Hillman Garage could generate approximately \$200,000 per year in additional income for the City. For example, if 80 of these 100 spaces were utilized 5 hours per day at \$2 per hour by short term parkers 5 days per week, they would generate additional revenue of \$208,000 per year.

² Approximately 85% of the spaces in Hillman Garage are allocated to monthly pass holders.

To provide additional close-in parking for business patrons and to provide additional revenue to the City, the Committee recommends that:

RECOMMENDATION #8a: Within 60 days, the Hillman Garage parking permits allocated to City employee monthly parking should be moved to a garage that is not typically full, unless routine daily use of a vehicle is needed for the City employee, allowing additional Hillman Garage space to be available for high-turnover, short-term parking, generating additional revenue of approximately \$200,000 per year.

Similarly, it has been reported that State employees utilize up to 180 spaces as monthly pass holders in Gotts Garage without paying any fee or a reduced fee even though the State has its own Bladen Street Garage. Although the Committee has not been able to confirm this report, if it is true the situation would be very similar to the large number of monthly permits at Hillman Garage and should be expeditiously corrected. The Committee therefore recommends that:

RECOMMENDATION #8b: The City should confirm whether or not State employees hold monthly passes to spaces in Gotts Garage, and if so, ask the State to give up those spaces so they could be filled by short-term customers, thereby increasing the revenue to the City.

ISSUE #9: The Committee also recognizes that requiring a substantial number of City employees to park at more remote locations instead of the much closer Hillman Garage places a burden on these employees. In order to minimize this burden, the Committee also recommends that:

RECOMMENDATION #9: The City should provide frequent and secure shuttle transportation between remote parking locations and the downtown area, especially during peak demand times for City employees.

Providing a shuttle for City employees would be an additional expense for the City that would reduce the additional revenue generated at Hillman Garage. The Committee envisions this shuttle eventually becoming a revenue generator and thus self-supporting as more business employees elect to park in City garages³.

Moving the majority of City employee parking out of Hillman to allow for more short term parking in the large-volume parking facility closest to the downtown shopping area seems to our Committee to be an obvious change that would increase City revenue and benefit downtown merchants.

³ It is expected that Annapolis at some point will purchase and use license plate recognition technology, and that business employees will find it increasingly difficult to park in 2-hour residential areas without getting parking tickets. Increased business employee utilization of the parking garages should greatly reduce the parking pressure on residential streets, afford more on-street parking opportunities for customers and patrons of businesses, and provide a potential revenue source for the shuttle system.

ISSUE #10: The Committee also learned that there are typically large numbers of unused parking spaces in Park Place Garage and that this garage charges a flat rate of \$10 to park. It seems obvious that the under-utilization of this garage is tied directly to the inflexible and relatively high parking fee at this location. The Committee had insufficient time to investigate the rationale for the rate structure at Park Place Garage, but it is clear that allowing rate flexibility and/or a reduction in the flat rate fee has the potential to substantially increase revenue by attracting more parking patrons. More use of this garage would have the added benefit of moving parking away from residential streets. The Committee therefore recommends that:

RECOMMENDATION #10: The City should identify the constraints on Park Place Garage rates and provide flexibility to adjust the rates to increase use of this facility and to generate additional revenue.

ISSUE #11: The reconstruction of Hillman Garage is planned within the next 3-5 years. It should be designed so that the garage could accommodate valet parking. Valet parking has the potential to significantly increase the parking density in the valet parking area by allowing cars to be stacked more efficiently. This generates additional income by providing more parking spaces for the garage and by the higher value valet parking. Valet parking was considered for the current garage structure in the 2002 transition team report for Mayor Moyer. However, when the City investigated this option they discovered that the current garage was not structurally adequate to accommodate the added load from more densely parked cars. Even though the City may not choose to operate Hillman for valet parking in the near term, the marginal costs to design a portion of the replacement garage for the extra load imposed by valet parking would be small compared to the flexibility this option would provide to the City in the future.

RECOMMENDATION #11: The Director of the new Department of Transportation should, within the first year of the Cohen Administration, complete an evaluation of the merits and costs associated with including provisions for valet parking in the design of the new Hillman Garage.

ISSUE #12: The Committee is also aware of other changes that should be incorporated into the management of the City's parking resources. Large numbers of cities across the United States have moved to a much more modern system to allow access to parking, to securely collect revenue, and to provide a wealth of data on parking so that parking resources can be managed appropriately. These systems are known as Parking Access and Revenue Control Systems (PARCS). Utilizing such a system, the City's labor costs would be reduced by as much as \$200,000 per year⁴. In addition, because garage attendants would no longer be required or allowed to receive payments, attendants would be freed to provide information to parkers and security for the facility. Also, the PARCS system would record the license plate number, length of stay, and amount paid by each parker, and this data can be used to further refine the parking rate structure to increase revenue and better serve the public and business concerns. The

⁴ The Committee estimated that the City could eliminate 16 man-hours per day from Hillman, Gotts, and Knighton Garages, for a total of 48 man-hours per day. Using a labor rate of \$12 per hour (including the City's labor burden of 32%) this equates to over \$200,000 per year.

Committee is aware of revenue studies that have been done for other cities that have converted to a PARCS system from a manual system such as is currently being used by Annapolis. These studies show that the change to a PARCS system, by itself, always generates a substantial increase in revenue, in one case 27%. Based on transient revenue of \$650,000 at Gotts and Hillman Garages, the City could expect an increase in revenue of at least \$78,000 per year (assuming a very conservative 12% increase) and perhaps as high as \$175,000 (assuming a 27% increase).

The Committee recognizes that the City does not have the expertise to independently purchase, install, and operate a PARCS system for the City garages and that there would be a substantial initial capital equipment outlay to convert to a PARCS system. However, the Committee firmly believes that the City could develop a public/private partnership, utilizing a private contractor who would fund the initial capital expense (card readers, access modifications, electronics, and electronic signage), operate the system, and be reimbursed for their capital and operating expenses out of additional revenue generated by the garages and by labor cost savings. The Committee also envisions that, as part of the selection process for the contractor for this system, the contractor could be required to suggest additional ways to minimize expenses and maximize revenue at the garages.

Because a PARCS system would generate net income for the City, provide data needed for better management of parking resources, and reduce labor costs, the Committee recommends that:

RECOMMENDATION #12(a): The City should immediately begin the process of issuing a Request For Proposals (RFP) for a contractor to manage City parking garages with a plan for the contractor to invest up to \$750,000 to purchase and install a modern Parking Access and Revenue Control System (PARCS) for the Gotts, Hillman, and Knighton Garages. The contractor should be selected based on the contractor's proposal to increase revenue under the City-established parking rates and reduce expenses at these garages.

The Committee also strongly believes that the information and signage for parking facilities in Annapolis is wholly inadequate to aid Annapolitans, visitors and shoppers in their search for parking as they access services downtown, patronize businesses, and enjoy an Annapolis-style quality of life. Finding a parking space should not be a deterrent to these activities, but, today, it is. The frustration with downtown parking is one of the most, if not THE most frequent complaint from citizens and business owners. There is a perception that the parking is limited or unavailable downtown. In many cases, however, parking is available but people do not know when or where. The solution, real-time information on parking availability, is readily available, low cost (compared to other options) and well received by residents and visitors of cities where it has been implemented.

The concept is simple and the technology is common. In a nutshell, for any given garage, the number of available parking spaces is known by electronically tracking the number of vehicles entering and exiting the garage. This means that the number of available spaces is known in "real-time". That information is useful for those managing the garage and optimizing its use.

The information is also a powerful enabler for anyone seeking a place to park. They only need to have access to the data.

Using this system, real-time parking data would be provided through electronic signs on major entry roadways such as Rowe Boulevard and West Street. The signs would list the names of the garages (Hillman, Gotts, Knighton, etc.) and show the number of available parking spaces, with continual updates. These systems have been implemented in cities throughout Europe and are increasingly prevalent in US cities. In all cases, they have been very well received by citizens and visitors. Use of real-time parking data provides multiple benefits. It increases revenue by increasing parking usage. It provides a service to visitors, employees, and residents by generating and disseminating immediate and timely information on parking availability. It eases the burden on on-street residential parking by increasing the use of City parking facilities.

Increasingly, the data is also provided on the Internet such as the City's web page and made available in a standard format so that consumer electronics device manufacturers (iPhones, etc.) can capture the data and include it in their services.

Therefore, the Committee recommends that the City procure a real-time parking system either separately or together with a larger procurement for operation of City parking garages.

RECOMMENDATION #12(b): The City should issue a Request For Proposals (RFP) for the implementation of a real-time parking system for the City garages to include the installation of parking space availability signs on the two main corridors into the downtown area. The RFP should require that the data be the property of the City and be captured in a standard format to make it easily available through websites at a future time.

ISSUE #13: Downtown Annapolis' commercial and cultural vitality is served well by promoting late afternoon and evening parking access. Low cost evening flat parking rates attract after-work hours dining and retail activities which encourage patrons to linger and enjoy the ambience of Annapolis without concern for time limits imposed for hourly parking fees. The Committee therefore recommends that:

RECOMMENDATION #13: Begin immediately to restore low cost evening parking rates commencing at 3:00 PM in all City garages. This will also accommodate the shift workers in the restaurant industry and decrease the desire to seek on-street parking in residential neighborhoods.

ISSUE #14: In addition to the above recommendations addressing the pressing need for additional short term parking in a close-in location and the conversion to a PARCS system for the garages, the Committee considered a multiple suggestions to improve the overall management of parking operations and to enhance parking revenue. Many of these suggestions were previously issued as recommendations of the Annapolis Parking Advisory Commission, including the purchase of license plate recognition technology, enhancements to security monitoring systems, and the replacement of parking meters with parking payment kiosks (see Appendix 1). Although these programs require an initial expenditure of funds, the Commission estimated that payback on the cost would be less than 1 year. The Commission had numerous

other suggestions for improving parking operations. This Committee has not had sufficient time to review all of the Commission's recommendations in a depth sufficient to iterate all of the specific recommendations made by this group. Nevertheless, we believe that there is significant merit in most of their recommendations and therefore recommend that:

RECOMMENDATION #14: The City should expeditiously review the reports and recommendations of the Annapolis Parking Advisory Commission, and implement any and all suggestions that improve parking management and increase revenues to the City.

APPENDIX

Recommendations of the current Annapolis Parking Advisory Commission and related recommendations.

There are an adequate number of parking spaces in Annapolis except during special events. The perception of limited parking spaces is due to the division of responsibilities across several departments and ineffective management of the parking resources available to the City and due to the demand for parking spaces during special events.

Short Term Recommendations

- City Code put in place following an APAC recommendation: Enforce compliance with the declaration of principles set forth in Section 12.04.040 of the City Code;
 - Long term parking should be outside the city center at satellite lots and shorter term parking should be accommodated in or near the city center.
 - The city should provide timely, frequent and comfortable transportation from satellite lots to the city center.
 - Municipal garages and lots in the city center are primarily for customers, patrons and clients whose stay may exceed two hours. The remaining spaces may be made available to persons seeking monthly permits ... such permits to not exceed 60% of capacity of any individual garage or lot.
 - Commercial streets are primarily for parking by customers for two hours or less.
 - Residential streets are primarily for parking by residents.
 - Parking should be priced according to demand, i.e., provide incentive for customers' use of underutilized parking facilities.
- City Code put in place following an APAC recommendation: Enforce compliance with the establishment and use of a Parking Fund as set forth in Section 12.04.070 of the City Code.
 - All revenues which accrue from fines, fees or other charges related to parking and which is not otherwise pledged to debit service or dedicated to the operation of the city's parking garages or lots shall be deposited in the Parking Fund. In the annual operating and capital budgets, as submitted to the Council by the Mayor, money in the Parking Fund may only be appropriated for parking-related expenses, including transportation to and from satellite lots and enforcement.
- APAC Oral Recommendation to Mayor Moyer, Danielle Matland and Rob Schuetz since implementation would only require administrative action: Relocate all non-essential city and city employee vehicles from Hillman Garage to other locations such as Knighton Garage, Park Place Garage or the USNA Parking Lot, and reduce monthly pass holder to 60% of the spaces or less thereby freeing those spaces for visitors and customers of nearby businesses and increasing revenue for the city.

- APAC written recommendations to Mayor Moyer and City Council since legislative or budget action would be required to implement: Implement the recommendations of the Annapolis Parking Advisory Commission.

- Expedite the purchase of License Plate Recognition Technology which is currently under review, and purchase enhancements to existing Security Monitoring Systems. Payout is estimated to be less than one year.
- Expedite the replacement of parking meters with parking payment kiosks; and extend the parking payment kiosks into residential areas in such a way that residents are essentially unaffected – only non-residents. Payout is estimated to be less than one year.
- Increase Residential Parking Fees for all Vehicles in a household beyond two – Estimated Annual Benefit of \$12,000.
- Make Maryland Avenue between King George Street and USNA Gate 3 one-way toward Gate 3 thereby allowing 10 additional parking spaces on a block where 52 Residential Parking Permits have been issued as well as parking for Maryland Avenue business customers.
- Relocate media vehicles other than satellite vehicles from their usual location on State Circle during the legislative session to the State’s Bladen Street Garage thereby freeing those spaces for visitors and customers of nearby businesses.
- APAC recommendation adopted at its last meeting but not yet forwarded to the Mayor and City Council: Restore low cost evening parking rates commencing at 4:00 PM until enhanced security can be provided at the satellite lots and garages.
- Favorably discussed during recent APAC meetings and during our Transition Team meetings: Provide more effective signage to parking garages and lots, and to bus stops. Specifically provide directional signage to garages such as Park Place, Knighton, Bladen Street, Gotts and perhaps the Whitmore Garages.
- 2002 Transition Report: Revise the contract for parking services to provide incentives for the service provider to be creative in staffing and investments that would increase parking in the managed facilities.
- APAC recommendation adopted at its last meeting but not yet forwarded to the Mayor and City Council: Publicize the changes as they occur and periodically repeat the publication. Research has shown that the changes are not fully understood until they have been explained seven times.

Longer Term Recommendations

- 2002 Transition Report and APAC’s review and modifications to the City’s proposed RFP for Garage Management Services: Revise the contract for parking services to provide incentives for the service provider to be creative in staffing and investments that would increase parking in the managed facilities.
- Favorably discussed during recent APAC meetings but not yet voted upon: Consider replacing the garage management contracts with parking payment kiosks.
- Favorably discussed during our Transition Team meetings: Negotiate with the County to relocate their employees from the Whitmore Garage to satellite parking lots (USNA Stadium Lot, Park Place Garage or Knighton Garage) thereby increasing the County’s revenue, bolstering the effectiveness of shuttle services and making the Whitmore Garage parking available to business customers and evening shift employees.
- Favorably discussed during recent APAC meetings but not yet voted upon: Contract for the replacement of Hillman Garage in such a way that during the construction period the

contractor provides equivalent alternative parking spaces with effective shuttle service to minimize the affect of businesses and treats the costs of alternative parking space and shuttle service as a capital cost spread over the life of the new facility.