The Forest Drive/Eastport Sector Study

May 31, 2018

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1. INTRODUCTION

1.1 Study Purpose

The Forest Drive Eastport Sector Study ("the Study") serves as a supplement to the City's 2009 Comprehensive Plan ("the Plan"). It builds on the Plan's adopted policies and vision and was one of the implementation strategies of the Plan. The Study also builds on numerous studies, plans, and regulations that have been prepared since the 2009 Plan.

While building on previous plans, this sector study also ushers in a new era for urban planning and the integration of land use, economic development, technology, and mobility (writ large). This Study provides a specific vision for this part of the City and begins to lay the groundwork for the next Comprehensive Plan. It identities new and more detailed actions to achieve this vision. Specifically, it identifies more detailed strategies, refined development, and redevelopment opportunities. This includes land use and zoning changes, as well as new design guidance that can ultimately achieve the desired placemaking and balance between land uses that will provide more options for how the corridor could look and function in the future.

Annapolis is diverse, both in terms of its demographics and its land use. This study builds upon this diversity and identifies methods for placemaking that can create unique neighborhoods that are governed by a unifying design and streetscape.

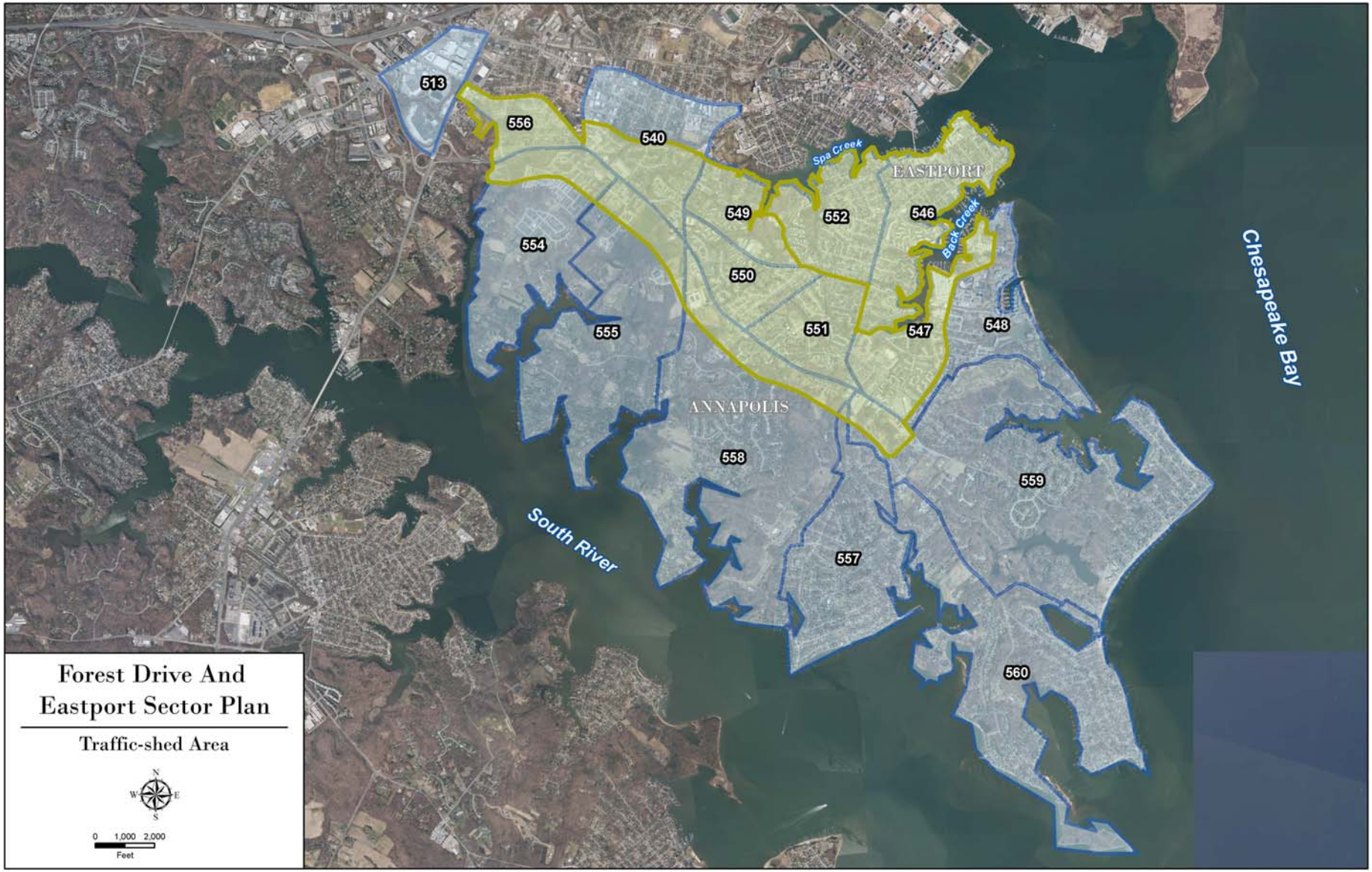
Because mobility is a large part of the discussion, this Study takes a new approach to looking at land use and mobility together. It provides guidance on regulatory and public infrastructure topics intended to preserve vehicular mobility while achieving the Comprehensive Plan's vision of a more multi-modal community. Its actions are designed to help the City make a significant shift away from cars toward complete village-like neighborhoods in which residents have much greater access to other modes of travel.

The process for developing this study included public engagement with City residents and businesses. Because Forest Drive is owned and managed by Anne Arundel County and serves both the City and County areas, the County government and residents of the Annapolis Neck have also participated in the process.

1.2 Study Area

The sector area covers the south side of the City and is shown in yellow on the map below (Figure One). It includes City areas along the County's Forest Drive/Bay Ridge Road arterial including Edgewood Road and the southern parts of the City's Parole neighborhood as well as the Eastport peninsula. The blue area on the map shows the larger "traffic shed" area that was included in the study for the purposes of traffic modeling and deeper transportation analysis that can be found in Appendix C. The numbered areas represent thirteen individual Traffic Analysis Zones (TAZs) that were used in the Study to analyze traffic and demographics.

Figure One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Forest Drive And
Eastport Sector Plan
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The Eastport area was recently the subject of the 2016 *Eastport Transportation Study*. Likewise, the Study touches on areas addressed by the recently completed draft *Upper West Street Sector Study*. The recommendations from those studies for those areas have been carried forward in this plan.

1.3 Guiding Principles and Study Background

This study is intended to build on and carry forward the policies and aspirations of the adopted Comprehensive Plan. The Plan sets forth the City's desired land use vision through 2030 and provides guiding principles for long-term development in the City. The Plan is built on three themes:

- Preserve and Enhance Community Character
- Maintain a Vibrant Economy
- Promote a "Green" Annapolis

The Comprehensive Plan anticipates that the City will add population and jobs in the future, but that growth will occur largely within its current boundaries; change will occur largely through renovations and redevelopment of currently built sites as has occurred recently in Inner West Street. The Plan focuses on four key opportunity areas for economic change in order to help implement the vision. It defines the desired type, character, and intensity of added development in these opportunity areas based on three desired types of new development: Urban Center Low, Urban Commercial, and Urban Center. Two of these four opportunity areas are located in the Forest Drive corridor. These are the "Bay Ridge" and the "Forest Drive" Opportunity Areas.

The Plan also identifies Forest Drive and Eastport as two of the City's six business districts that generate a large part of the City's annual revenues. The Forest Drive business district is referred to by the business community as "SOFO" or "South of Forest Drive." The 2009 Plan envisions that needed City economic development will occur in these areas both through renovations and infill in existing commercial areas and in new mixed commercial and residential development, mainly in the Opportunity Sites. It foresees that, in both existing commercial and the opportunity sites along the corridor, added intensity/density is needed to improve the City's tax base and help catalyze increased transit ridership in the corridor.

The five-year Comprehensive Plan Update, undertaken in 2014, reviews progress to-date. It notes that Plan implementation in this sector has been slow. Questions have been raised as to whether the corridor roadway has the capacity to accommodate added growth. Concerns have been voiced that traffic congestion in the corridor is growing and if not corrected in a timely way will become a detriment to both quality of life in this sector and a hindrance to a vital City economy. Questions have also been raised as to whether the City might be better served by preserving a larger portion of the mature forests on the undeveloped tracts and by redirecting a greater portion of the envisioned added commercial development to several smaller clusters rather than creating one larger center.

The Plan envisions a future in which the City becomes a much more walkable and bike-able and less auto dependant community with a series of complete neighborhoods that provide destinations within easy distances to residents and workers. It plans for these places to have a distinctive Annapolis character. It foresees a future in which the City provides a high quality of life that builds on its rich history and waterfront amenities. It acknowledges Annapolis is a special and distinctive community within the State. It also envisions a financially secure city, able to adapt to a rapidly changing economic future, with a thriving economy.

There are several important national economic trends that are transforming U.S. cities and will have huge effects on this sector in the next twenty years. A few of these trends include:

- Placemaking. A trend towards city place-making and creation of "livable places" with a high quality of life as a means to stay competitive and attract businesses.
- New approach to mobility. Cities are becoming denser, less car-dependent. Many cities have been making strides in reducing their car dependency. The new vision is one of walkable and bikeable, denser, neighborhood-based, self-sufficient amenitized communities connected by the smartphone to new technologies and to younger generations that will bring a new era with less need or desire for a private car for normal mobility.
- New Complete Street Designs. Nationwide streets are being retrofitted to use existing pavement more efficiently allowing it to serve a more multimodal purpose. This approach to complete multimodal streets is part of placemaking, economic revitalization, and multimodal choices. Complete Streets are proving to encourage business activity, generate greater tax revenue per acre, and offer a higher return on investment than auto-oriented streets.
- Updated Zoning Codes. Many current zoning codes encourage sprawl and split up land uses into segregated residential, commercial, and industrial zones. They essentially make it either illegal or very expensive to create the walkable mixed-use places people are increasingly looking for. In addition, setbacks, floor-to-area-ratio, density, and other codes have become overly complicated, often with layers of fixes and overlays, rendering it nearly impossible to determine what can and cannot be built. With an outdated zoning code, the process is more difficult, costly, and time consuming. It often makes good community design more expensive to do than bad design choices. The solution to these issues may be the creation of a new hybrid zoning that focuses on building form and scale as it relates to streetscape and adjacent uses.

More information about new economic trends that will shape Annapolis can be found in Appendix B.

1.4 Other Relevant Studies

Since 2009, both the City and County have prepared several plans and studies and have adopted several new regulations that are relevant to this effort. These documents provide useful background and help to articulate the sector's current constraints and opportunities. They include the following:

- 2017 Upper West Street Sector Study (Draft)
- 2016 Annapolis Economic Development Strategic Action Plan
- 2016 Final Report for 2013 Plan Update Anne Arundel County Major Intersections/Improvement Facilities (MIIF) Study
- 2016 Anne Arundel County Pedestrian and Bicycle Master Plan
- 2016 Eastport Transportation Study, Existing Conditions Report and Eastport Transportation Study, Short-term and Long-term Recommendations Report
- 2015 Forest Drive Corridor Study
- 2014 Annapolis Comprehensive Plan Five Year Update
- 2011 Annapolis Bicycle Master Plan
- 2009 Fiscal Impact Analysis of Four Opportunity Sites
- 2009 Annapolis Comprehensive Plan

1.5 Planning Process

This Study's planning process was developed with input from the Planning Commission who has provided guidance on the process, study vision, and study recommendations through a series of monthly work sessions with City staff and the consultant team. After deliberation, a five-step process was chosen to identify and reflect the expressed concerns and desires of the communities interested and affected by the ensuing document. These steps are as follows:

- Step One: Identify the Issues
- Step Two: Identify Policies and Actions Based on Input
- Step Three: Confirm Policies and Possible Solutions
- Step Four: Draft Document Review - "Did we get it right?"
- Step Five: Public Adoption Process

This process allows the recorded outcomes from the first three steps to be reviewed and compiled as a part of the draft plan document. The drafted document reflects collective visions of the residents, businesses, and other stakeholders in the Forest Drive corridor and in Eastport. Input also occurred through a series of public meetings to ensure fair and equitable contribution from city residents, businesses, organizations, community groups, and other stakeholders, the City of Annapolis utilized a variety of techniques to obtain input, as described below:

Step One: Identify the Issues

- Stakeholder interviews. Over 150 representatives of every constituency were invited to attend one of 22 meetings held to help identify issues and aspirations. Over 100 people attended.
- Online Survey #1. Over 1,180 people provided input and responses to the issues identification survey posted on the city website.
- Website posting feedback. The team compiled lists of the issues heard thus far. These were posted on the City's website. Several people provided added input via email.
- Open House Public Meeting #1. About 75 people attended a public meeting to review the compiled issues lists and add their input.

Step Two and Three: Identify and Confirm Policies and Actions Based on Input

- Website posting feedback. A draft list of Policies and Actions was prepared and posted on the city's website.
- Online Survey #2. Over 178 people viewed and responded to a second survey on the city website on actions. The survey included images and questions regarding community character preferences.
- Public meeting #2. About 37 people attended a public meeting to comment on the draft list of Policies and Actions.
- A first draft of the study was developed.

Step Four: Draft Document - "Did we get it right?"

- Public Meeting #3: Draft Document Review—what did we get right and what did we miss? About 18 people attended a public meeting to hear a presentation of the draft study and provide initial feedback.
- First draft website posting feedback: The first draft Study was posted on the City website. Stakeholders who had asked to be notified were advised of its availability by email and text. An online survey created to solicit comments received seven responses.
- Further discussions were held with the County staff and the Planning Commission. A second draft of the study, with technical appendixes, was then developed.
- Third draft website posting: A third draft of the study was posted online and notifications sent out again.
- Public Meeting #4: A second opportunity to comment was provided before the start of the formal public hearing and adoption process

Step Five: Plan Adoption Process

- Planning Commission Work Session
- Website posting: of the Draft Study for Introduction
- Public Hearings will be held at the Planning Commission and the City Council to provide opportunities for further public comment

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2. ISSUE IDENTIFICATION AND EXISTING CONDITIONS

Input received from interviews, surveys, and public meetings yielded over 300 issues that were grouped into six themes:

- Land Use and Design/Community Character
- Zoning and Approval Process
- Mobility: Vehicular and Transit
- Mobility: Pedestrians and Bikes
- Greening of Annapolis /Environment
- Vibrant Economy

Comments were received on the overall sector area and on specific sub-areas within it. As many people have participated in other recent City planning efforts, comments also reflected a request to see implementation of those plans. The feedback given also included new issues, actions, and suggestions for new solutions to ongoing issues that have arisen since the 2009 Plan.

The online community surveys helped to significantly broaden stakeholder participation. They collected insights on a range of aspirations, concerns and preferences from a much larger, more diverse group of stakeholders than were able to attend the public meetings. The surveys helped to identify common themes and differing stakeholder perspectives, since the responses could be sorted by respondent location and age. For instance in the first survey, 47% of the respondents indicated they lived in the Forest Drive corridor parts of the sector, while 20% said they lived in the Eastport part of the sector. 33% lived outside the sector with 11% living elsewhere in the City and 20% outside the City.

In Survey #1, one question asked: “What are the 3 most important topics to focus on in the Forest Drive/Eastport Sector Study?” The top ranked responses were Transportation (24%), Land use (23%), Environment (19%), Bike and pedestrian facilities (13%), and Types of businesses (8%). The importance of transportation was also stressed in stakeholder meetings. Survey #1 respondents chose “Traffic during-an accident,” and “Day-to-day traffic” as their first and second worst features of the sector. Follow-up survey questions provided greater specificity and insight on the transportation issue. Respondents chose non-vehicular mobility as a fourth most important issue. Inability to get around without a car was the fourth worst feature. 15% of the respondents expressed wanting bike lanes over reduced traffic/congestion in the area.

In another survey question, respondents were asked, “What do you wish were located along Forest Drive or in Eastport?” Respondents’ top desires were very detailed, down to the type of food desired in a new restaurant. When sorted by type the following sentiments emerged: 15% of the respondents wanted either less or no new development in the sector. Many of these same respondents also indicated in another question that overcrowding was one of the top three worst features about the sector.

85% of survey respondents expressed a desire for something new that would require either a private or public expenditure. 45% wanted some type of new retail or other service. The top request was for a better grocery store and/or more access to better food shops in Eastport and the sector generally. The second highest desire was for more dining options, various restaurants and coffee shops, followed by other retail and entertainment options. Various commercial services and job opportunities were listed as a smaller part of this group. While housing was not nearly as common of an urgent desire, those that wanted housing over anything else preferred affordable housing. A smaller group wanted added green space, greenery, beautification, bike and pedestrian safety, and various community services and amenities.

The second survey asked about design preferences about overall vision. Responses to the Survey #2 question on vision yielded the following.
"What is your vision for the study area? (Check all that apply):

1.	Series of walkable and bikeable village-like neighborhoods	64%
2.	Neighborhoods served by several vibrant small business areas	50%
3.	Residential neighborhoods surrounded and divided by forest	47%
4.	Low scale urban (Annapolis style)	45%
5.	Art district with locally serving restaurants and entertainment	42%
6.	Enhanced green boulevard between shopping clusters	39%
7.	Smart growth oriented mixed use served by transit	39%
8.	Thoroughfare to get to employment/shopping centers as quickly as possible	21%
9.	Smaller scaled landscaped town center	15%

2.1 Summary of Priority Issues by Theme

A paraphrased compilation of the most frequently raised issues are as follows:

LAND USE AND DESIGN/COMMUNITY CHARACTER

- Strong vision. A clear vision for this part of the City is needed so that transformative implementation can occur with fewer disputes and delays.
- More local shops and services. There were many requests for more local shops and services in the business districts of this part of the City, especially more places to buy food and eat. Participants wanted to reduce the need to drive out of their neighborhoods and out of the City to find food, groceries, services, entertainment, recreation and work. Commercial revitalization should be promoted.
- Transformative corridor beautification. Participants want the corridor to be more attractive and green, to be a pleasant shady boulevard, and to keep some "forest on Forest". Also, many wanted more public art and more place-making in this part of the City.
- More Annapolis style and character. Annapolis is a special maritime city with a distinct appeal within the country. Participants want the corridor and this sector to change so that it looks and feels more like Annapolis, i.e., low scale urban, less suburban, and less auto-centric. Transformation, not protection of the current character is needed. There was a strong sentiment that, "We don't want

to look like Montgomery County" but more like Newport, Charleston, Boulder, or New Orleans.

ZONING AND APPROVAL PROCESS

Supporting regulatory changes. Regulatory changes are needed to enable this plan's achievement and to remove current obstacles. T his includes zoning text and map changes, as well as new traffic impact study procedures, changes to traffic adequate public facility ordinance congestion measurements, etc.

MOBILITY: VEHICULAR AND TRANSIT

Participants want vehicular, bike and pedestrian mobility both today and in the future, both on the County corridor and on the connecting City street network. Many want a transformation in the sector and to see more walking, biking, and transit and less driving alone as the mode of choice. Ideally, the percentage of drivers leaving the City and the corridor each morning would be reduced. New development should contribute their fair share to mobility and not cause negative impacts. To ensure long term mobility, better tools are needed to assess and monitor traffic, to achieve a complete multi-modal transportation network, and to ensure that development impacts are understood and appropriately mitigated.

MOBILITY: PEDESTRIANS AND BIKES

Walkable and bikable neighborhoods. Participants want to be able to safely and comfortably walk and bike to shops, parks, schools, jobs, etc. This is part of the Annapolis' quality of life. This part of the City has more capacity to accommodate bicycle facilities than other parts so we should make it a key sector asset.

GREENING OF ANNAPOLIS

Continue the ongoing city-wide good work on smart growth, green space preservation, tree canopies, forest protection, improved water quality etc. In addition, there should be more street trees and more emphasis on incentivizing infill or redevelopment on the many impervious commercial sites that have no stormwater facilities. Added stormwater management for streets is also important. This area's green space is a special asset in the sector.

VIBRANT ECONOMY

City vitality and revenues. A vital City economy and a stronger tax base are essential so that the City can pay for the improvements envisioned by this study and so that there are more businesses and jobs in the City. The value of commercial properties needs to increase to that the sector can attract more private business.

2.2 Existing and Currently Planned Sector Conditions Analysis

Before developing solutions to the issues raised, the team collected data and analyzed existing conditions and trends relevant to the study scope, aspirations, issues, and questions raised in Step One. Analysis included a review of land use, community character, zoning, demographics, economic factors, areas susceptible to change,

roads, mobility, and travel behavior. A summary of these investigations are provided here as an aid to understanding the resulting proposed actions. The technical appendices provide added detail and the full traffic analysis.

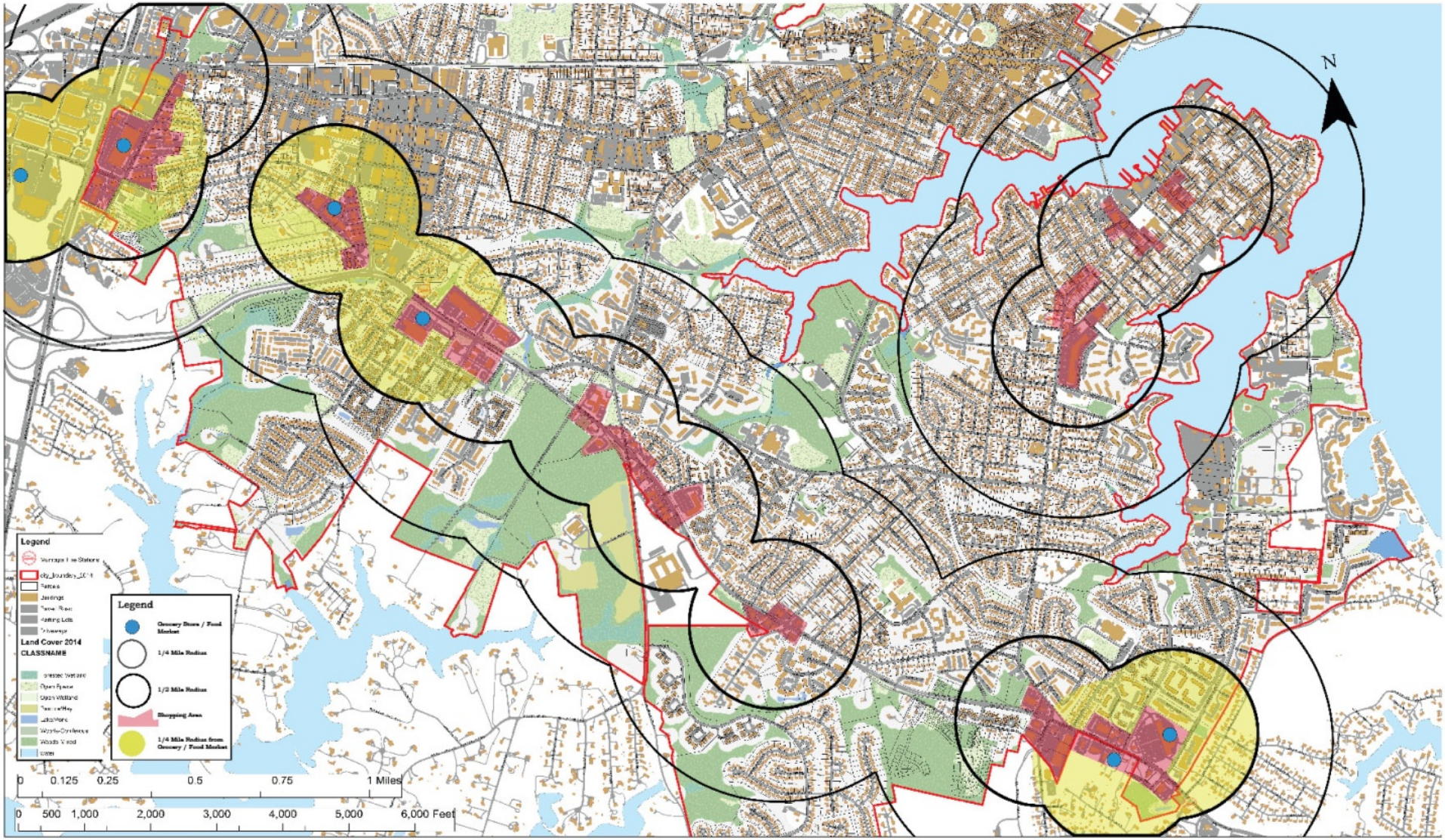
The area within the sector covers over two-thirds of the City's land area. It includes about 70% of the City's population and households and about 66% of the City's resident workers. It includes two business districts, Forest Drive and Eastport. These two areas together contain more commercial acreage than other parts of the City. Despite the large area, the sector contains only about 27% of all City jobs. It contains about 35% of all the City's retail jobs and about 22% of all the City office jobs.

The buildings and communities along Forest Drive are much younger than those in downtown and Eastport. Parts of the sector have lower density and are more suburban in character, as well as more auto-oriented than the rest of the City. The streets are typically much wider. The existing patterns of population and employment located along the main corridor make the area well-suited to public bus transit service. The corridor includes a series of office and commercial clusters spaced about half to one mile apart that are surrounded by established residential neighborhoods that straddle the corridor.

There are schools, churches and other institutional services all within easy walking distance. The land use pattern is well-suited to changes that achieve the stakeholders' aspirations for a series of complete, walkable, scaled neighborhoods. The map below (Figure Two) locates the existing commercial centers and delineates a quarter-mile and a half-mile walking radius around them to demonstrate how much of the surrounding residential areas are within easy walking distance of a center. The areas colored yellow have access to a grocery store (including the Latino food mart on Forest Drive at Fairfax Road).

The map also highlights the existing impervious coverage in the sector areas, illustrating that coverage is significantly less in the sector compared to the older City sections or the industrial Design District. Much of the existing publicly and privately owned pavement was built before stormwater management was required, making redevelopment an environmental as well as an economic and a quality of life issue. Most of the sector's land area has already been developed or approved for development in some form with the exception of a large wooded area on the Forest Drive Opportunity Site. Infill development is ongoing in the sector.

Figure Two: Complete Neighborhood Pedestrian Sheds



2.2.1 Land Use

The land use in the corridor is shown on the map below. The following describes general categories of prominent land use:

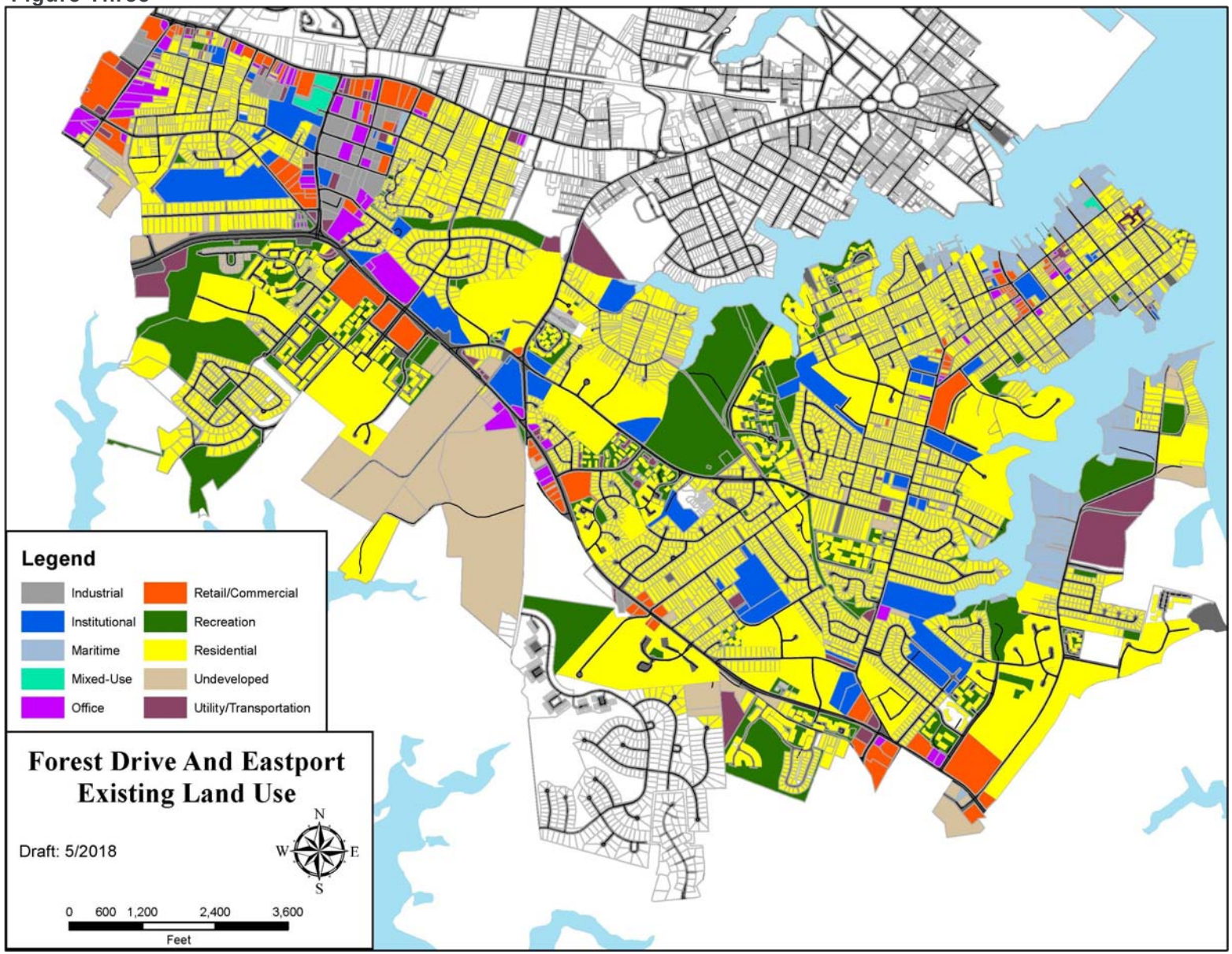
Commercial, Office and Industrial Uses. This sector's commercial areas provide a wide range of retail and service businesses that serve their neighborhoods, the City, and the larger peninsula community. Included are three of the city's four existing supermarket grocery stores. A fourth grocery store is being planned in the corridor on land in the County. Numerous two- and three-story office buildings exist including a120,000 sq. ft. office building at 1750 Forest Drive now under renovation. The City's thriving Design District located just to north on Chinquapin Round Road includes an array of industrial uses.

Residential Uses. Many of the sector's residential areas were designed as planned subdivisions. They include a diverse mix of housing types including rental apartments, town homes and single-family home communities. There are numerous active homeowner associations. Four of the City's public housing areas exist in the sector; two along the corridor and two in Eastport. Two of these are scheduled for redesign and redevelopment soon.

Institutional Uses. The sector is home to numerous public and private institutions. The sector contains six schools, including three of the City's elementary public schools as well as two private schools. Additional public and private schools exist on the Outer Neck to the east. There are several large places of worship and two operating assisted living facilities. Additional public institutions include two fire stations and a County library. This part of the City has the advantage of being close to the City's largest park and recreation center at Truxtun Park, the park amenities near Maryland Hall, as well as to the County's major regional park at Quiet Waters.

Green Open Space. A distinctive feature of this part of the City is the amount of green open spaces and forests that have been and will be preserved for public or private use, or environmental protection. Additional preservation areas are anticipated as a part of several recent and pending development projects. These open areas include significant amounts of private green open space and other recreational amenities incorporated into the design of neighborhoods and owned by homeowner associations. There are many acres of permanent conservation easements held by the Annapolis Conservancy Board as well as the Ellen O. Moyer Nature Park area. There are also several areas of abandoned City and County rights-of-way (ROW) and old railroad ROW that are underutilized. These areas form a substantial connected greenway network that should be considered further.

Figure Three



2.2.2 Community Character

The parts of the Forest Drive corridor that is most often identified as appealing are the sections where the road has either a forested or a green open space edge and the street has a shaded green boulevard character with street trees and a central landscaped median. The part of the corridor that is most often mentioned as unattractive is the aging, tired visual character of many of the older commercial properties and of the street frontage itself. This concern is raised both by residents and members of the business community. While there have been commercial improvements and updates over the last decade, the prevailing perception that stakeholders report is a series of aging auto-oriented suburban strips and pad sites. This perceived lack of vitality and re-investment differs from other parts of the City.

Community efforts to organize volunteer corridor beautification have begun but are complicated by the fact that the Forest Drive ROW is owned by the County. The County's current street standards and maintenance policies prohibit such elements as street trees at the street edge, banners on light poles, and added landscape medians.

The Eastport area, by comparison, has seen widespread commercial and residential improvements and updates over the last decade. The character of its residential areas has been managed for many years through implementation of the Neighborhood Conservation zoning designation. Most stakeholders see Eastport as a special place in the City, and its residential and maritime character should continue to be protected.

2.2.3 Zoning

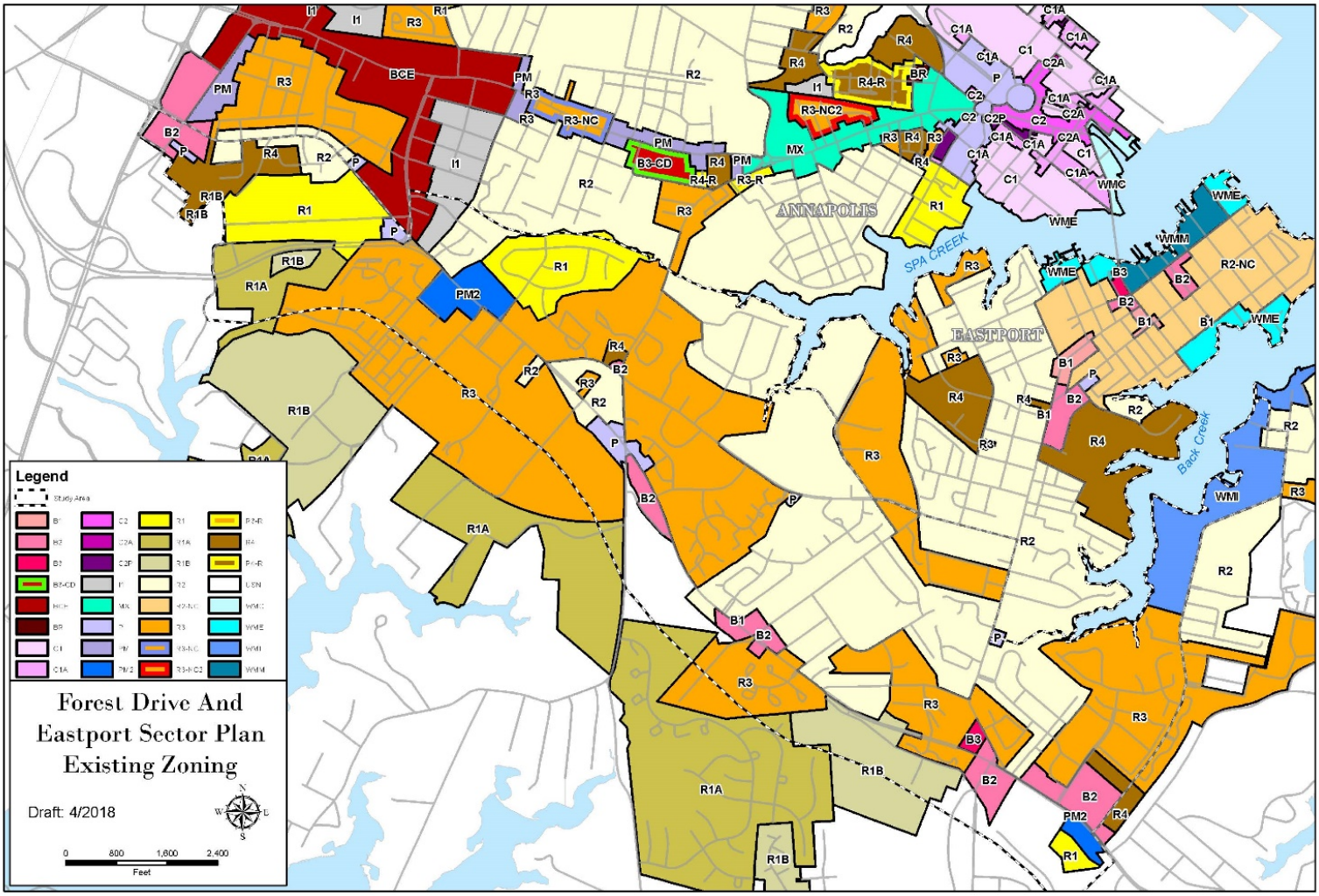
The area's current non-residential zoning designations are intended to permit employment and shopping districts oriented to the needs of the City and its neighborhoods. The existing non-residential clusters (excluding maritime areas) are predominantly zoned for professional office use and general business use. The Chinquapin Round Road area includes light industrial uses. These zones permit relatively high densities and intensities as well as mixed use.

However, a review of the zoning code shows that they also require a suburban development pattern. Buildings must be set well away from the street and from each other. These setback standards greatly restrict the design and uses on the corridor's many small commercial lots. They also conflict with the creation of a low-scale village-like urban setting with pleasant compact walkable bike-able streetscapes as requested by stakeholders and envisioned by the City's Comprehensive Plan. The zoning for the residential neighborhoods of the corridor permit a mix of detached or attached single-family homes as well as multi-family homes. The maximum permitted densities range from two to nine dwelling units per acre. A minimum density of seven units per acre or greater is generally considered compact enough for a neighborhood to function as a walkable community with moderate levels of bus transit service. Higher densities are generally considered necessary to support additional transit service.

One other existing City zoning issue that should be addressed through this study is the existence of numerous split-zoned lots. This condition is a hindrance to change as it

complicates both development and approval of new uses for built spaces. Figure Four below shows the zoning designations in the study area.

Figure Four

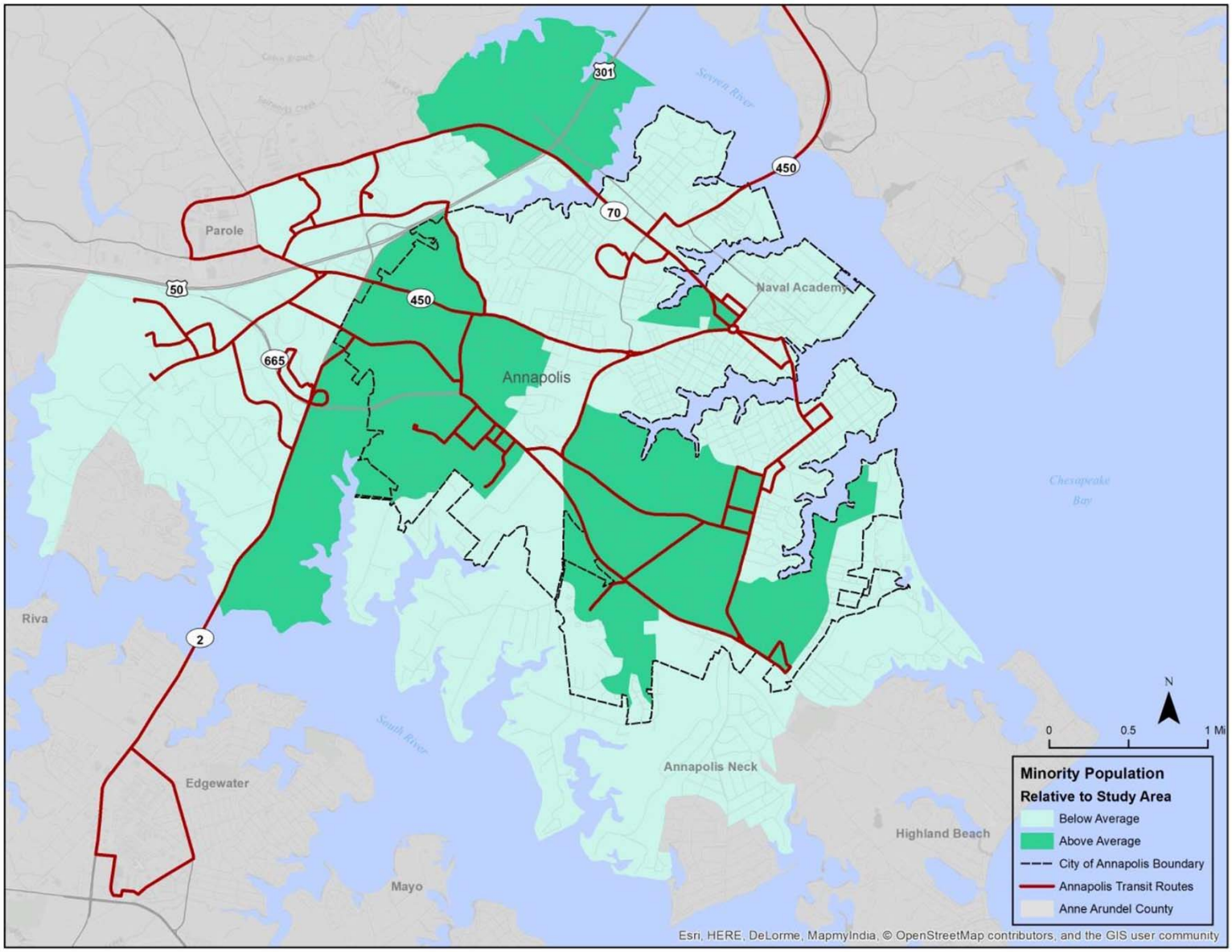


2.2.4 Demographics

This sector, and the City as a whole, has a diverse population. Its diversity has been increasing for some time and is projected to continue. The number of City residents in all of the racial and ethnic categories defined by the U.S. Census are increasing except for the “white alone” category. The City’s Latino community continues to show the largest increases.

As the map below demonstrates, the City's minority population is largely concentrated within the sector (dark green areas of the map show higher than average concentration of minority population).

Figure Five



The sector area also include a wide diversity in household incomes. Using the Traffic Analysis Zone (TAZ) boundaries to define areas, the U.S. Census shows medium household incomes in this area to be as listed below:

Table One: Estimated Medium Income in 2017 for Study Area

City Wide	**TAZ#**	**$ 82,481**	**Location**
Forest Villa	540	$ 62,256	All in City Limits
Eastport	546	$ 117,544	All in City Limits
Victor Haven	547	$ 46,785	All in City Limits
Lands End	548	$ 80,037	Partially in the County
Primrose Acres	550	$ 84,747	All in City Limits
Tyler Heights	551	$ 61,897	All in City Limits
Colony Hills	552	$ 60,713	All in City Limits
Baytown Village	554	$ 106,498	Partially in the County
Parole/Forest Neighborhood	556	$ 47,601	All in City Limits
Hillsmere Shore	557	$ 110,303	All in City Limits
Annapolis Overlook Census Tract	558	$ 116,256	Partially in the County
Highland Beach Census Tract	559	$ 122,965	Partially in the County
Oakwood Outer Neck Census Tract	560	$ 145,981	All in the County

Source: BMC regional forecast round 8b and derived for 2010 census data

The map below shows above average concentrations of City residents whose income is at or below the poverty level (dark purple areas show above average levels of below poverty levels).

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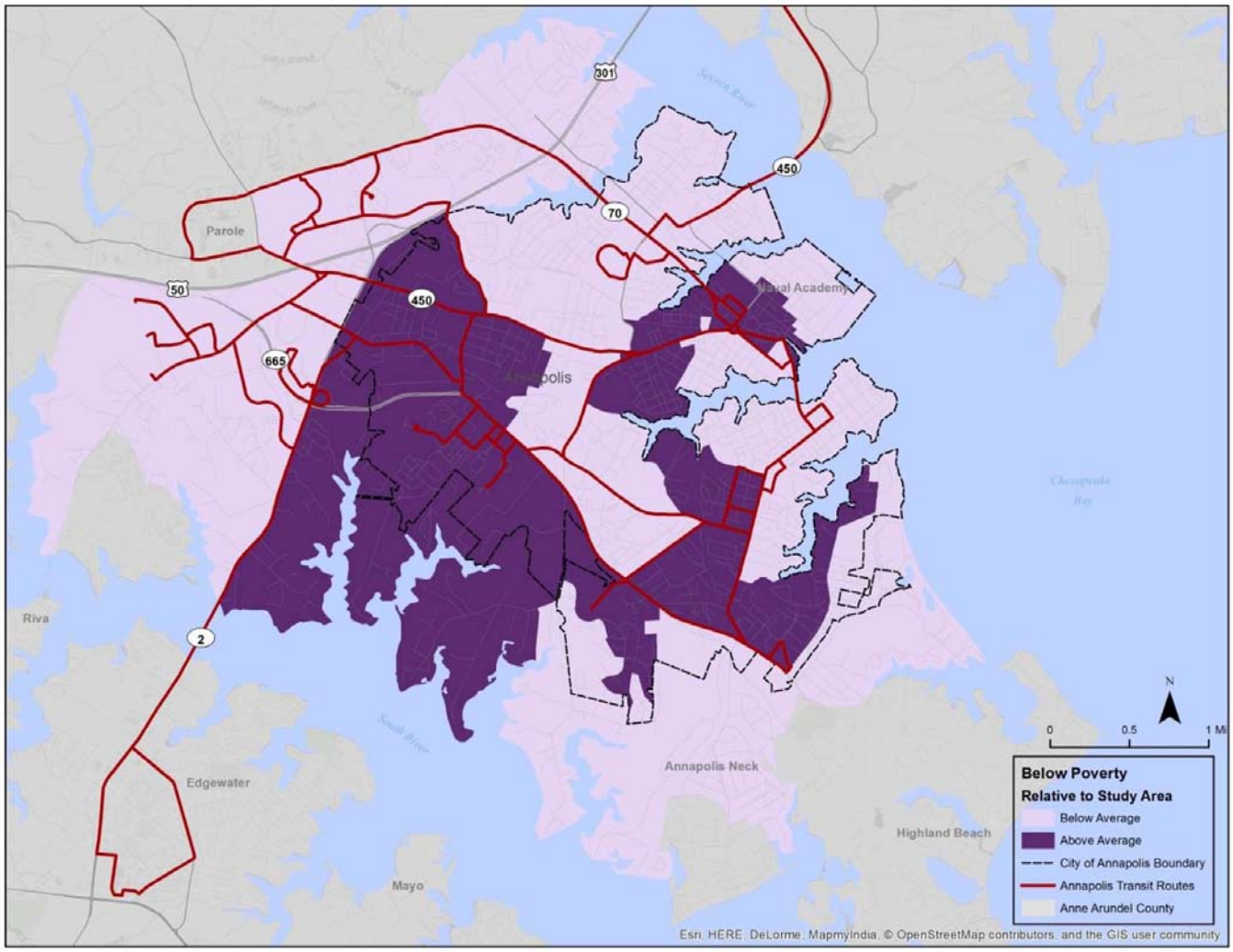
Figure Six

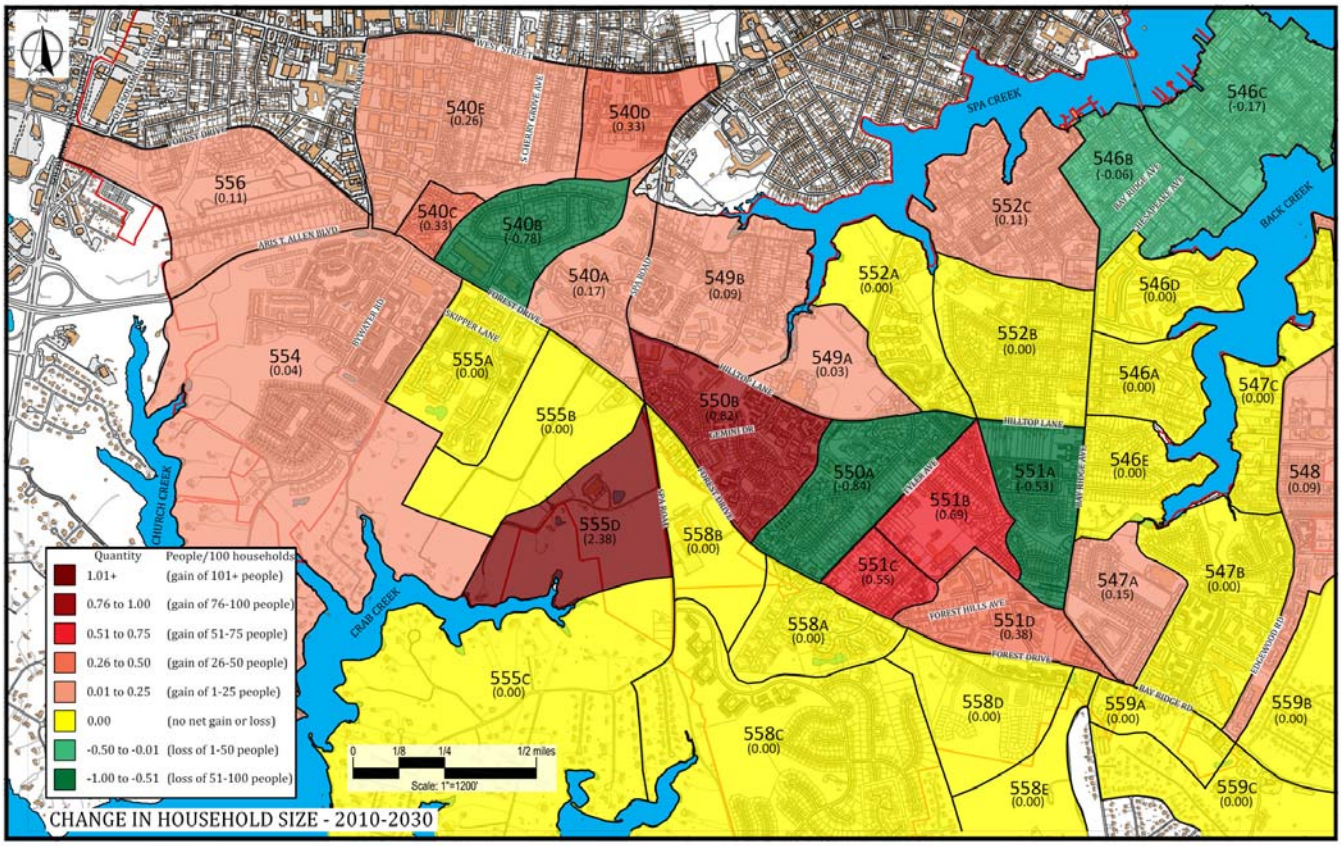


Consistent with a national trend, the number of City residents who are elderly (65 years and older) is anticipated to double in the next 30 years (2050). This trend will bring greater focus on community issues such as support for aging in place, access to health care services, more walking paths as well as care for a rising number of poor elderly residents. It will also increase employment opportunities within the heath care sector that benefit low-skill wage workers.

In 2009, the Comprehensive Plan reported that the City's average household size was 2.30 people per household and that City households would continue to shrink. That trend has since reversed and in 2015 the average household size had risen to 2.41. This new trend is creating population and worker growth that is not tied to new home construction.

This sector includes many of the City's neighborhoods with the largest household sizes. The average household size in the sector was in 2.60 in 2015. The sector average is projected to rise to 2.69 by 2030. The trend towards larger households is not uniform, however. In 2015, the averages reported for the sector's various TAZs ranged from 1.59 to 4.25. Current City projections anticipate continued increases in some areas and continued decreases in others. These diverging trends are shown below in Figure Seven.

Figure Seven: Sector Household Size Trends between 2015 and 2030



The City's recent historic annual growth rate, between 2000 and 2015, was 1% based on the number of new households added. The 2009 Plan had projected that the growth rate between 2009 and 2030 would be 0.60% per year. However construction has slowed further since then. In the past seven years the actual growth rate has been 0.22%.

A review of the growth rates estimated by the new City demographic database estimates the annual growth rates between 2010 and 2020 to be as follows:

- Households 0.25% per year
- Population 0.55% per year
- Workers 1.67% per year
- Jobs 0.39% per year

A list and map of the City's current development pipeline projects as of January 2018 are provided in Appendix A. This list includes both projects that have been fully approved but not yet constructed and pending projects with applications still under consideration. It is worth noting that some of these projects have been on the City list for as many as 10 years without construction occurring.

The City currently reports that about 22,923 of the City's residents are workers and that approximately 66% of these workers live in this sector. The number of City and sector resident workers is growing as a result of both increasing household sizes and added households. The number of workers is increasing faster than the number of jobs being added. The City's resident worker occupations are as follows:

20.2%	Educational services, health care and social assistance
16.4%	Professional, scientific, and management, administration and waste management services
11.0%	Public administration
10.7%	Arts, entertainment, recreation, accommodation, and food services
7.3%	Retail trade
7.3%	Construction
6.9%	Finance and insurance, and real estate and rental and leasing
6.5%	Other services, except public administration
3.1%	Manufacturing
2.2%	Transportation and warehousing, and utilities
2.1%	Armed Forces
2.0%	Information
1.4%	Wholesale trade
0.1%	Agriculture, forestry, fishing and hunting, and mining

The aim of a jobs-housing balance is to provide sufficient local employment opportunities so that workers are able to work in the community, thereby reducing the overall commuting volumes and distances and building a vital local economy. The City generally has a good ratio of jobs to workers (1.56 jobs for every resident worker in 2020). However, the sector itself does not. There are only 0.64 jobs for every worker. It contains 20% of the City's jobs and 75% of the workers. Both the City and sector are adding more workers than jobs. The City's demographic database estimates that between 2010 and 2020 the worker growth will be 1.67% per year, which is over four times as much as the estimated job growth of 0.39% per year.

Furthermore, while the City's current ratio looks good, a review of the City's job data shows a relatively poor match between the skills and aspirations of resident workers and the types of jobs that exist. As a result, over 80% of the City workers currently commute out of the City to work. Only 13% of the jobs in the City are held by City workers. 87% of the City jobs are filled by workers that commute in from elsewhere. This represents a significant change, as the 2000 U.S. Census reported that 46.6% of City workers held jobs in the City and 30.5% of the jobs in the City are held by City

workers. Without increased employment in the City and improved matches in the types of work available, this change is projected to persist.

A review of the thirteen major industry sectors shows the areas of greatest mismatch. In 2016 the City had the greatest shortfall of jobs in the following industry sectors:

- Educational services, health care and social assistance
- Professional, scientific, and management, administration, and waste management services.

The list below shows the jobs to worker balances for all 13 job sectors.

	Table Two: Jobs to Worker Numerical Balance by Industry	City Workers	City Jobs	Ratio	Travel Pattern	Difference
	OCCUPATION BY INDUSTRY (Civilian occupations)	20,850	32,103	1.54	good balance	
1	Educational services, health care and social assistance	4,220	4,017	0.95	workers go out	(203)
2	Professional, scientific, and management, admin. and waste management services	3,409	2,767	0.81	workers go out	(642)
3	Public administration	2,300	5,834	2.54	workers come in	3,534
4	Arts, entertainment, recreation, and accommodation and food services	2,229	4,616	2.07	workers come in	2,387
5	Retail trade	2,099	3,685	1.76	good balance	1,586
6	Construction	1,516	876	0.58	workers go out	(640)
7	Banking, finance / insurance, and real estate, rental and leasing	1,446	4,548	3.15	workers come in	3,102
8	Other services, except public administration	1,353	2,300	1.70	good balance	947
9	Manufacturing	649	1,462	2.25	workers come in	813
10	Transportation and warehousing, and utilities	466	559	1.20	good balance	93
11	Information	424	846	2.00	workers come in	422
12	Wholesale trade	291	484	1.66	good balance	193
13	Agriculture, forestry, fishing and hunting, and mining	11	2	0.18	workers go out	(9)

Source: 2015 Annapolis Economic Profile Data

KEY

1.0 to 1.8	good balance
0.99 or less	workers go out
1.81 or more	workers come in

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An added factor to consider in the sector's jobs-to-worker balance is that the primary sources of employment among the workers living in the sector's four public housing (HACA) communities are reported to be:

- Retail—local retail and grocery stores
- Care Providers—such as Benevolent, Mary T. Maryland and Langton Green
- Public schools—bus drivers, cafeteria workers

Reliable affordable access to jobs is important. Jobs located in close proximity to homes are ideal so that a private vehicle or access to transit during off hours is not needed.

2.2.5 Economy

The City's primary source of general revenue funds comes from real estate property and personal property taxes. In 2017, these taxes represented 61.64% of general fund revenues. A further break out shows that 53.65% comes from real estate property taxes and 8% comes from personal property taxes on businesses. Intergovernmental tax sharing provided another 15%.

As a large portion of the City's land area has tax exempt status, the City's economic development strategy has long depended upon increases in the property values of non-tax-exempt properties to fund City needs and desires. As a result, the City's future depends on its ability to be competitive and to maintain a vital mix of private commercial activities. The table below shows the relative City revenue generation of the various City industry sectors.

Table Three: Relative City Revenue Generator by Sector

1	Retail trade	28%
2	Wholesale trade	15%
3	Banking, Finance / insurance, and real estate, rental and leasing	11%
4	Professional, scientific, and management, administration, and waste management services	9%
4	Arts, entertainment, recreation, and accommodation and food services	7%
5	Educational services, health care and social assistance	7%
6	Construction	6%
7	Manufacturing	5%
8	Other services, except public administration	3%
9	Information	3%
10	Public administration	2%

In 2017 there were about 3,518 businesses in the City and about 31,000 jobs. About 65% of the City's jobs are provided by the City's four largest employers—the State, County, and City governments and the Naval Academy. Approximately 200 additional

jobs are provided by the City's fifth largest employer, St. John's College. The City's leading industry sectors, based on the number of people employed, are Public Administration, Retail, Accommodation and Food Services, and Health Care and Social Services. The County's Economic Development Division anticipates that within the near future the greatest opportunities for new jobs will occur in the areas of health care/social assistance and retail.

Within the sector area, the largest single employer is the County. More than 475 people are employed at the four County schools located here. The various private schools are estimated to employ another 200 people. Five of the City's top fifteen private employers (i.e. non-tax exempt) are located in this sector. All are in the health care and food services sectors. Together in 2017, they employed about 765 people. They are:

- The Spa Creek Genesis Center on Milkshake Lane
- Ken's Creative Kitchens Catering Services on Edgewood Road
- The NMS Health Care Center in Eastport
- The Main & Market Café and Catering on Forest Drive
- The Chart House in Eastport

The Bay Village Assisting Living Center now under construction near Bay Ridge Road and Edgewood Road will add a new source of local jobs, as will the 120,000 sq. ft. re-purposed former State Auto Insurance building currently being converted to office space.

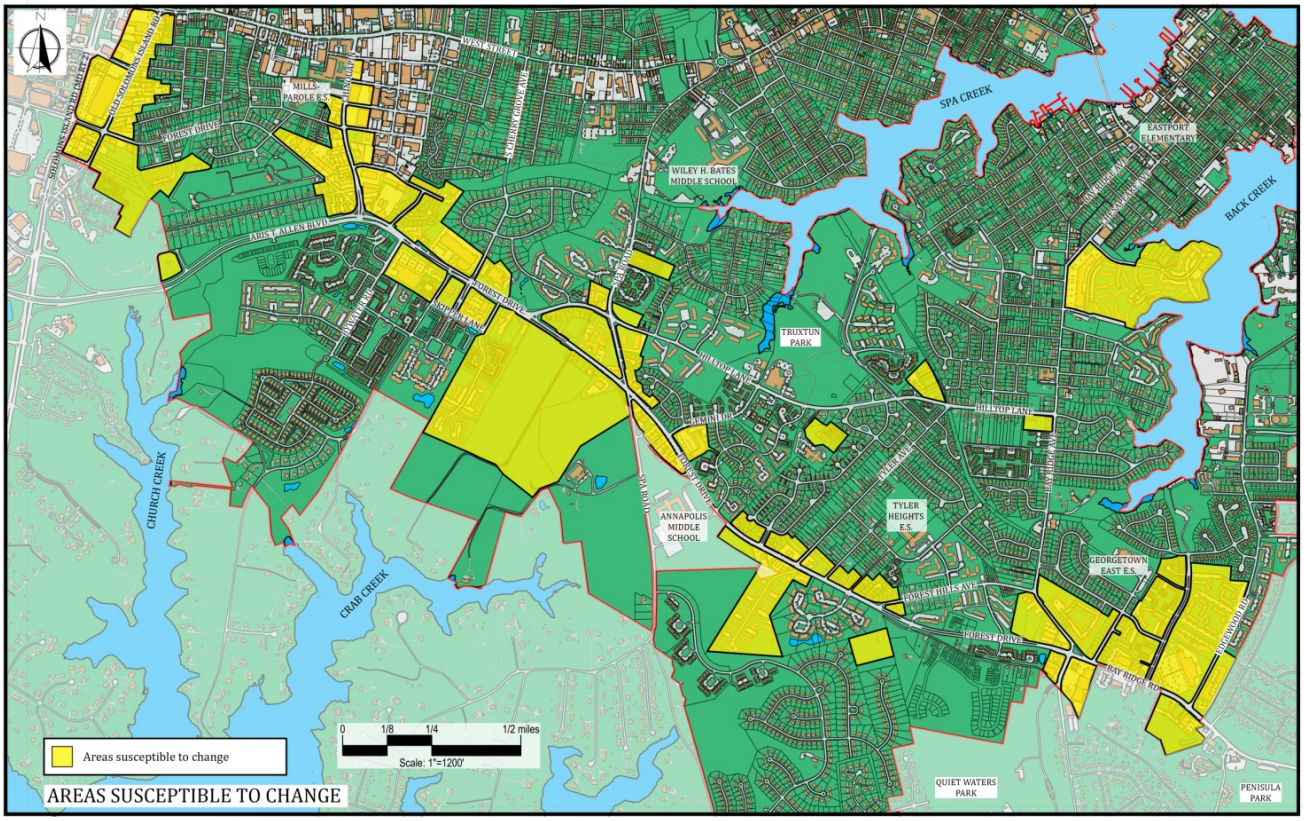
2.2.6 Areas Susceptible to Change

Much of the sector's land areas are stable communities, thriving businesses and newer buildings that are not likely to change. This study's recommendations focus on those areas considered susceptible to change in the next 20 to 30 years. This includes older commercial areas, the designated opportunity sites, and other areas that are being considered based on the following factors:

- Pipeline properties that already are approved for change but not fully built and occupied, as well as pending developments not approved but under consideration by the City (see Appendix A)
- Public housing sites identified as planned for renovations or redevelopment by HACA
- Large underutilized properties and vacant structures
- Properties whose owners have expressed interest in exploring change either through this study or the development approval process
- Older commercial sites whose buildings or uses may be approaching obsolescence
- Corridor frontage properties in areas with narrow ROW widths
- Properties with corridor access issues such as, single-family homes with driveways backing directly onto the corridor, or commercial buildings with curb cuts near arterial intersections
- Properties with split-zoning.

These areas are shown on the map below in yellow.

Figure Eight: Areas Susceptible to Change



2.2.7 Mobility

As part of the larger traffic analysis, existing traffic, current mode choices, and current travel behavior were reviewed as part of this study. Projections of future traffic were created and are described in detail in Appendix C. Projections considered both the likely future assuming no changes to City policy and possible futures based on adoption of this study.

2.2.7.1 Existing Road Conditions

The Forest Drive and Bay Ridge Road corridor is owned and managed by Anne Arundel County. The State owns and manages Aris T. Allen Boulevard (MD 665), up to the Chinquapin Round Road intersection. The County classifies their portion of the Forest Drive corridor from Bywater Road to Hilltop Lane as a Primary Arterial and classifies the remaining section eastward as a Minor Arterial.

The roadway portion between Bywater Road and Spa Road was initially widened by the County in the late 1990s, with further widening, re-pavement, and striping completed in 2011 between Hilltop Lane and Chinquapin Round Road. Since 2009, the County has made a number of capacity and safety improvements in the corridor. These include

improvements in 2015 at Chinquapin Round Road and the new signal system. Added improvements are planned at the Hilltop Road and Forest Drive intersection.

There are eleven signalized intersections along Forest Drive that lie within the City boundary; a twelfth traffic signal exists just to the east of the City line at the intersection of Bay Ridge Road and Arundel on the Bay Road. A thirteenth signal is planned at the entrance to the Parkside Preserve development. A fourteenth signal may be added at Crystal Spring Road in the future. SHA owns three of the signals (Chinquapin Round Road, Bywater Road, and Spa Road). All the corridor traffic signals are controlled and maintained by the County under an agreement with SHA. The County-controlled signals were recently upgraded with new adaptive signal technology. This technology allows the County to manage traffic flow better over the course of the day and week to maximize mainline traffic flows along the corridor.

The City owns three signals within the Sector Study area, all within Eastport. These are older, pre-timed signals that lack the smart technology needed to manage traffic responsively within a grouped signal network. The City-owned signals do not communicate with the County or State signal systems.

The County is embracing the Complete Street approach. Updates to the County's standard road design standards are planned in the near future to establish new typical street sections that are more multimodal, contextual, responsive to more urban conditions and allow for more efficient use of pavement. The intent of the Complete Streets approach is to design and operate streets that enable safe access for all users including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities. The City's 2009 Plan also recommends adoption of new more contextual street standards.

A large part of the stakeholder conversation on traffic congestion focuses on the lack of an interconnected street network in this part of the City. The current road network focuses traffic down to a single main point of exit/access to the Peninsula via Aris T. Allen Boulevard and the western end of Forest Drive. This creates a traffic bottleneck. There are few other route options available for drivers to take when a traffic obstruction or City event occurs that causes back-ups. Part of this limitation is caused by the physical constraints of the area's peninsula land form.

Another part is a result of choice. While past plans have proposed new connections, the various relief road options have been explored but not implemented. Several existing local collector streets have been closed to through traffic and many unconnected residential areas have been built. This has focused traffic down to fewer and fewer route choices. The 2009 Plan called for the construction of several new street connections and extensions that would help restore the local street network and provide redundancy. It also calls for traffic calming improvements on collector streets to accommodate through traffic in neighborhoods.
study.

2.2.7.2 Bike and Pedestrian Networks

Sidewalks are present in the County corridor on both sides of Forest Drive, from Chinquapin Round Road to Carrolton Road. In some areas, the sidewalk directly abuts the back of the curb. In other areas, the sidewalk is separated from the curb by a narrow grass strip, frequently containing above-ground utilities. The sidewalks are primarily ADA compliant, though in a few instances sidewalks are blocked by utility poles and regulatory signage. The sidewalk network within the sector's streets does have some gaps, however. The 2016 *Eastport Transportation Study* includes maps of these gaps in Eastport. There are several areas that exhibit evidence of heavy pedestrian activity where sidewalks do not exist. One most visible is a wide dirt path leading from the crosswalk at Forest Drive and Chinquapin Round Road to Tripp Creek Court in the Oxford Landing neighborhood.

Neither Aris T. Allen Boulevard nor the County corridor has any existing on-street bike lanes, bike shoulders separating on-street bikes from vehicles, nor any signage for bikes. A segment of paved multi-purpose path exists on the south side of the corridor along the front of the Safeway and Village Green. The County *Bike and Pedestrian Master Plan* does not currently call for any added improvements in the corridor. Numerous stakeholder requests were received to extend this throughout the corridor as recommended by the City's 2011 *Bike Master Plan*.

The City's *Bike Master Plan* provides a review of existing City facilities in the sector. It puts forward a vision for a future city network and provides a prioritized list of improvements some of which are in the sector. Participating stakeholders in this study reported a strong and growing interest in biking as well as walking in and around this part of the City and the peninsula both for recreation as a means to commute, shop, or reach other local destinations. There are network gaps and safety issues preventing users from choosing this mode of travel. Numerous observations on the current network vision and facilities were made along with requests for more near-term improvements in this sector. This yielded the following list of added projects and priorities:

- A safe North/South bike spine is requested down Bay Ridge Avenue from Eastport to shopping in Bay Ridge and to Quiet Waters Park.
- A safer North/South connection is requested to Inner West Street and downtown along Spa Road from the corridor with a crossing of Forest Drive.
- Improvements are requested to the current East/West spine in the near-term to offer a more direct route extending from the Outer Neck to Parole. This route follows various local streets and private alleys and cuts through several greenway areas.
- Improvements to several gaps/obstructions that cause bikers to travel way out of the way are requested.
    - Connect Old Annapolis Neck Road to Cobblestone Road as an 8-foot wide surface
    - Reopen Lincoln Street for (at least) bike/pedestrian travel
    - Reopen Victor Parkway for (at least) bike/pedestrian travel

  - Delineate a pedestrian zone in the paved frontage of the Shell Station at Bay Ridge Road and Forest Drive
  - Extend Old Bay Ridge Road as a bicycle/pedestrian link from Carrolton Road to Edgewood Road as a 6' wide surface
- Speed control is requested to slow cut-through traffic on shared lane routes on local streets, such as Tyler Street and Silopanna Street.
- Travel at the west end is particularly difficult and several improvements are requested:
  - A multi-use path along Aris T. Allen Boulevard from Chinquapin Round Road to Route 2 is requested.
  - A link from the South Cherry Grove pedestrian bridge east to Chinquapin Round Road via the greenway and Lincoln Street is requested.
  - A shared lane on the old section of Forest Drive from Chinquapin Round Road to Route 2 is needed.
- In the mid- to longer-term, road improvements to create a designated East/West Bike route in the Forest Drive corridor are requested for year-round travel.
- Changes are requested to correct conflicts between pedestrians and bikes using the raised sidewalks on the Sixth Street Bridge between Eastport and downtown.

2.2.7.3 Transit Service

The City is in the process of conducting a review of transit service and its service areas via demographic and commuter changes. Currently, the sector has a moderate level of local transit service. Two City bus routes serve Eastport and four serve the Forest Drive corridor. The City routes connect sector areas to downtown, inner West Street, to major shopping districts, job centers, and to the medical center.

Stakeholders expressed interest in more frequent and enhanced local transit service. Eastport stakeholders have asked for better bus services between Eastport and the grocery stores in the Bay Ridge Road area and for the Circulator service to extend into Eastport for special events. Additional travel data provided in Appendix C may further support consideration of these and other changes.

Stakeholders also expressed a desire for regional transit. The sector currently has no express access to regional transit. In 2017, a new bus route to downtown Baltimore began service to the City. The closest stop for this service is downtown and it can be reached using the City bus. The recent Anne Arundel County *Major Intersections and Important Facilities* Study included a preliminary analysis of the peninsula's ability to support a regional bus route. It concluded that the area already has sufficient residential density and out-of-city commuter activity that a route should be feasible.

2.2.7.4 Travel Behavior

Both the Step One stakeholder comments and the 2009 Comprehensive Plan's recommendations focus a great deal on changing the way people choose to travel and on the amount of frustration regarding congestion that is involved in living in Annapolis. The 2009 Plan envisions a much less auto-oriented lifestyle in the future, one in which

City residents rely less on a private single driver vehicle to get around and spend less time sitting in traffic.

Stakeholders asked for new shopping and dining destinations close to home and new sidewalks and bike lanes to help them change their daily travel choices. Stakeholders reported a growing tendency to drive out of the City and off peninsula to find shops, food, and entertainment that meet their needs. Available travel data supports this trend.

The travel data also reveals that a significant change in the commuting patterns of the City and sector workers has occurred. While the number of resident workers who work in the City has increased modestly between 2000 and 2015, the number of workers who commute out has grown significantly as the City population grew. As a result, there has been a 26.6% decline in the percentage of all City workers who work in the City. In the year 2000, 46.8% worked in the City. As of 2015, this dropped to 20.2%, as almost 80% commute elsewhere. Many are driving further away as the destination data listed in Appendix C shows. This trend coincides with an increase in federal jobs in the region since 2011.

In considering sector workers, the 2009 Comprehensive Plan Appendix reported that, in the year 2000, 37% to 45% of workers living in various parts of the sector worked in the City. About 24% of the Outer Neck workers did as well. A chart is provided in Appendix C showing that the percentage had dropped to 28%. This change is reflected in the volume of traffic flowing moving west to Aris T. Allen Boulevard in the AM peak period and returning in the PM.

Consistent with the trend towards longer commutes, a review of current data on mode choices shows that more Annapolitians rely on driving alone in a private vehicle to get to work now than in 2000. The latest data available on the travel behavior of Annapolitian commuters shows the following:

Table Four: Mode Of Commuting to Work for City Workers (to employment either in or out of the city)	**Est. numbers**	**% of total**
Number of commuting workers 16 years and over	20,408	
Car, truck, or van—drove alone	14,776	72.4%
Car, truck, or van—carpooled	1,782	8.7%
Worked at home	1,211	5.9%
Public transportation (excluding taxi-cab)	755	3.7%
Walked	755	3.7%
Other means	613	3.0%
Mean travel time to work (in minutes)	26.4	

Many U.S. cities have been making concerted efforts to change the mode choices their residents and workers make. Their successes have demonstrated that commuter

percentages are changeable. Boulder, Colorado for example was able to reduce their drive alone percentages to 53% through investments in multimodal infrastructure and various support programs, especially those for biking. They are reported to have one of the highest rates of bike commuters in the Country. In 2008, they reported that 9.9% biked to work and 8.3% walked. Boulder was able to achieve a 7.7% reduction in people driving alone to work over an eight-year period. The District of Columbia recently achieved a 3% increase in bike commuters.

2.2.7.5 Traffic Analysis

County staff estimates that the 2016 installation of the adaptive traffic signal system has made a 10 to 15% improvement in the corridor's traffic efficiency. They report that the corridor mainline moves at the posted speed and that travel along Forest Drive, from Edgewood Road to west of Chinquapin Round Road typically takes about 6 minutes in non-peak periods. Since 2009, several traffic studies, using older traffic data, have evaluated current and future traffic conditions within the Forest Drive corridor and various parts of the sector. Stakeholders requested that a new review be conducted as part of this study, using 2017 data, to encompass a larger street network, including Eastport. A planning level traffic analysis of the corridor and City Street network was therefore undertaken as part of this study. The full traffic analysis process and technical findings are provided in Appendix C. Figure Nine shows the existing street network and roadway classifications.

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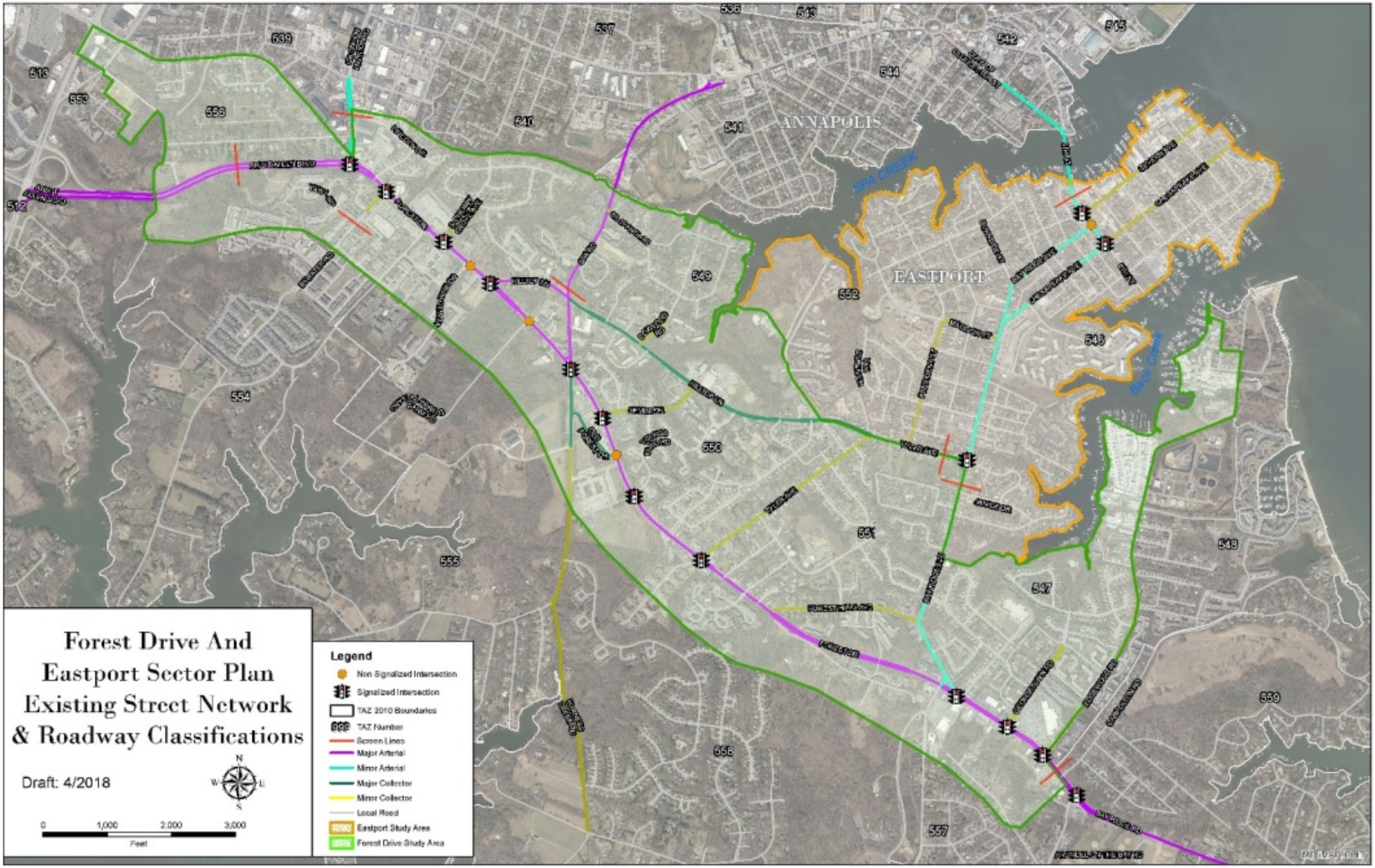
Figure Nine


Forest Drive And
Eastport Sector Plan
Existing Street Network
& Roadway Classifications
Draft: 4/2018
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Non Signalized Intersection
Signalized Intersection
TAZ 2010 Boundaries
TAZ Number
Screen Lines
Major Arterial
Minor Arterial
Major Collector
Minor Collector
Local Road
Eastport Study Area
Forest Drive Study Area
ANNAPOLIS
EASTPORT
SPA CREEK
BACK CREEK

The existing conditions analysis assessed current traffic conditions and identified existing issue areas using two software programs called Synchro and SimTraffic. In addition to traffic volumes, these tools were used to provide a detailed analysis of corridor traffic operations. The assessment took into account information on traffic volumes, signal timings, and lane configurations. The SimTraffic computer ran created visual simulations of traffic flows in real time. This allowed for further evaluation of traffic conditions. The simulation also created understandable graphics of existing conditions for use in discussion with stakeholders and to simulate various ways that traffic flows could be managed by the City and County, as illustrated in Figure Ten.

Figure Ten: EB Aris T. Allen Blvd. approaching Chinquapin Round Road, PM Peak Period (Weekday)

While Forest Drive continues to flow well for the majority of a typical weekday, several City street approaches to the corridor are experiencing delays while accessing Forest Drive. Traffic delays and long queues during the weekday AM and PM peak commuter periods were found at several intersections, particularly within the western-most portion of the corridor. The largest volumes and corresponding travel delays occur in the westbound direction during the AM peak period, and in the eastbound direction during the PM peak period. The AM peak period trips are primarily commuters destined for jobs outside of the City limits. However, the PM peak period trips also include non-work-related trips to destinations such as shopping centers, restaurants, and entertainment uses.

Since the Chinquapin Round Road and Bywater Road intersection pair operates at full capacity in the PM peak period, it causes a bottleneck for traffic entering the Forest Drive peninsula. Four features were observed that contribute to this condition:

1. Chinquapin Round Road is the first traffic signal at the terminus of the Aris T. Allen freeway;
2. The spacing between the two signals is very short;
3. Approximately 25% of the traffic entering the corridor is coming from Chinquapin Round Road, which reduces the signal green time for those vehicles queued along Aris T. Allen Boulevard; and
4. Necessary green signal time for northbound Bywater Road traffic adds to the corridor delay within this segment of Forest Drive.

In Eastport, traffic management issues and signal phasing and timing were determined to be the primary cause of traffic congestion.

The analysis of future conditions in the network was run utilizing a refined regional traffic model prepared and maintained by the Baltimore Metropolitan Council (BMC). A new City demographic database was created to provide more accurate input data for this model. Together, both new planning tools were used to assess future travel demand and road capacity assuming baseline conditions and two future land use development scenarios. All future analysis assumed that current travel mode choices would not change. To assess all land use changes in isolation, the analysis also assumed that no changes to the existing road network would occur.

The “baseline” future conditions were analyzed, which considered projected future traffic demands based on the current projected City growth, consistent with the current Comprehensive Plan and development pipeline. The modest amounts of growth in the future anticipated under current zoning “baseline conditions” did not alter the existing directional flows during the AM and PM peak periods of travel, nor influence changes to overall travel behavior. It added to delays in the same locations in which delays exist today but did not cause new road segments to reach their capacity, leading to the conclusion that improvements and other remedies selected to address current issues would accommodate this future growth scenario.

A review of possible remedies to current and future baseline conditions was conducted, which yielded a list of several potential roadway capacity improvements that were developed to a planning-level of detail. A SimTraffic analysis was performed to assess the possible positive and negative changes to travel demands and traffic operations (delays and queues) that the list of roadway improvements could cause.

Two future land use scenarios were developed to test the impact of land use changes that might occur as a result of this Sector Study. These were compared to the Future baseline conditions anticipated to occur without this study. These scenarios are described in Appendix C. The two Study Scenarios test a moderate rate of change (Mid)

and a higher (High) rate of change. Both contain larger amounts of new employment and commercial uses than the baseline. The higher scenario also assumes a greater amount of change within Eastport. Analysis of both of these scenarios showed shifts in commuter travel patterns throughout the network, using available capacity. In both scenarios, some corridor road segments experience an increase in traffic volumes, while others show decreases. Neither scenario shows a network-wide increase in traffic volumes equal to the 1% annual change assumed in previous traffic studies.

Neither scenario causes significant new areas of the road network to reach or exceed capacity. Similar to the baseline scenario, the areas of increased demand in both the Mid and High Scenarios appear in the same locations where delays exist today. The scenarios did not create demands that caused the roadway segments, with capacity today, to reach full capacity in the future. This leads to the same conclusion determined in the baseline scenario evaluation—that improvements and other remedies selected to address current issues could accommodate the growth resulting from this study based on either of the two scenario's growth.

It is important to note that in order to test the impacts of land use changes in isolation all three scenarios—Baseline, Mid, and High—were tested based on the existing road network. Future improvements will decrease delay in the corridor, as noted in the remedies tests in Appendix C. In addition, should the City and its residents be successful in establishing added local or regional transit or in making other changes to the current mode choices, the traffic volumes projected for all three future scenarios would be further reduced.

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3. POTENTIAL SOLUTIONS BY THEMES

As discussed in the previous section, a list of more than 300 issues was developed with public input in the course of this project. After the list was developed and grouped by theme, the public was asked to evaluate a series of proposed strategies that would address the issues. The following details these solutions, some of which are self-explanatory, and some of which will be developed more fully in the next section.

3.1. LAND USE AND DESIGN/COMMUNITY CHARACTER

The primary issues under this theme include transformation and protection of community character and quality of life and making unique Annapolitian places.
Solutions:

- Implement the community character recommendations described in detail in the following section.
- Establish new city street design standards that incorporate complete street design standards, multimodal use, and contextual design.
- Add unique streetscape elements to help the corridor look and feel like a special part of Annapolis. Consider adding special banner poles in appropriate areas along the corridor.
- Work with local cultural heritage and arts organizations and community groups to bring public art, local cultural activities, and events to this sector of the City. Consider holding a competition for special banner art (with poles) in the corridor–like the “Chickens”.
- Enhance the City Gateway elements at both ends of the corridor.
- Work with the Greenscape Annapolis initiative to coordinate volunteer improvements in this area.
- Encourage homeowner groups and apartment property managers to update and enhance their frontage landscaping and signage as part of a coordinated corridor beautification effort.
- Encourage owners of commercial buildings and strip centers to update and enhance their facilities and signage.
- Work with the Board of Education to enhance the street frontages of the middle school and other schools.
- Consider street-side public pocket park enhancements in several areas with extra ROW along the corridor.

3.2. ZONING AND APPROVAL PROCESS

The primary issues under this theme include addressing outdated zoning that reinforces the suburban character of the corridor.
Solutions:

- Change the current land-use and zoning maps, and the current zoning text/design guidelines for the land along the corridor, to enable and incentivize transformation from an aging suburban character to an Annapolis-like low scale

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urban character. (This should include applying a refined mixed-use zone to the corridor and/or revising the B2 zone as well as correcting split-zoned lots.)

- Establish a street frontage standard, and map the applicable areas to guide preservation and future development.
- Create different prototype standards for the residential and commercial sections. Plan for ample street tree canopy, greenway elements, water quality improvements, banners and public art, and wide walks like in Upper West St.

3.3 MOBILITY—VEHICULAR AND TRANSIT

The primary issues under this theme include capacity analysis and managing congestion in cooperation with the County as well as making improvements to transit. Solutions:

- Expand the new BMC refined model to create a refined city-wide traffic model to better understand and project City traffic at the network level.
- Revise the current City traffic study procedures and traffic adequate public facilities requirements to include assessment of multi-modal trips and non-vehicular mitigation, as well as other items described in Appendix D. Coordinate with the County on procedures for County roads.
- Install smart traffic signals (intelligent transportation systems) on City streets that are capable of better managing congestion generally as well as during events and emergencies and can coordinate with County and State signals that now provide coordinated management on the corridor.
- Work with the County and the State to further improve the Fairfax Road/Chinquapin Round Road/Bywater Road segment.
- Implement the street network connections planned for in the Comprehensive Plan for the creation of network redundancy and better access management on the main corridor.
- Improve other local street grids to create network redundancy and route choices.
- Evaluate areas of speeding and add traffic calming measures on local streets where cut through traffic moves too fast.
- Reconnect existing closed streets, gaps and cul-de-sacs where possible to allow for bike and pedestrian travel.
- Improve local public transit in the Eastport area to better serve tourists and event traffic.
- Improve City bus service in the Forest Drive Corridor—strive for more frequent, inexpensive and efficient service.
- Improve City services with routing and span-of-service info at bus stops and improved bus boarding accessibility.
- Review the location of the well-used Robinwood bus stop pair to address safety issues. Either relocate it to allow pedestrians to cross Forest Drive at the planned traffic signal nearby or add a mid-block pedestrian crossing to improve visibility and warnings.
- Plan for low-scale transit-oriented infill along the corridor and at the two opportunity sites to better support greater transit use.

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- Work with the State and County to establish a commuter transit bus line for the corridor that can tie to existing and future regional routes. Plan for stops at the two opportunity sites and a supporting park and ride lot and/or kiss and ride at the eastern end of the corridor.
- Work with the State and County to establish an intermodal transit center near the City line adjacent to Parole that can tie into other regional services.
- Ensure that the two opportunity areas in this sector help catalyze greater transit service in the City. The 2009 Plan states that they should be developed to promote a high demand for public transit on the corridor to encourage the effective provision of transit city-wide. In other words, the development of the opportunity area and its transit demand should have a positive spillover effect on the quality of City transit service. Development should demand service to such a degree that residents elsewhere in the corridor and City benefit by virtue of their proximity to the bus routes serving these two sites.
- Incentivize access changes to corridor frontage properties that have driveways that back onto the arterial or that lack access to a side or parallel street in order to reduce congestion from cars backing into traffic or waiting to make left hand turns.
- Encourage parcel interconnectivity and shared access points for corridor frontage properties.
- Establish complete street standards for the City and require all future city street improvements to address all modes of travel in their improvements.
- Support at the City-level use of new technologies and business models that reduce the number of daily trips city households need to make in private vehicles through ridesharing, driverless vehicles, etc.
- Envision the City as a series of Ped-shed-scaled neighborhoods and districts that measure about one mile across.
- Attract and enhance services and businesses that serve the city and peninsula so that people do not need to travel out to the County as often.
- Incentivize land uses that create neighborhood destinations so that people in the City and peninsula can easily walk and bike, to shorten and reduce trips for dining, shopping and daily services rather than travel off the peninsula and out of the city.
- Incentivize land uses that provide local jobs within the city to rebalance the current one-directional peak commuter rush hour travel pattern.

3.4 MOBILITY—PEDESTRIAN AND BIKE

The primary issues under this theme include encouraging the kind of development that will promote more pedestrian and bicycling options.

Solutions:

- Incentivize low scale traditional urban mixed-use land use patterns that better support, walking, biking and transit use rather than private vehicle travel.

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- Provide safe walking routes to schools and encourage private schools to provide bus services, to reduce the education rush hour (routes should be off Forest Drive where practicable).
- The City should make investments in other modes of transportation and make funding for bike and pedestrian infrastructure improvements a higher priority.
- Prioritize improvement at the intersections and gaps in the network located within a quarter mile of major destinations such as public and private schools, parks and neighborhood shopping areas, bus stops, the recreation center, and the library.
- Reconnect existing closed streets and cul-de-sacs to allow for bike and pedestrian travel at a minimum. Where possible, restore full traffic use. Louis Street is one example of a needed reconnection.
- Work with the County to incorporate a continuous East/West bike route along the corridor as a part of the coordinated City/County ultimate complete street planning. At a minimum, plan for a continuous multipurpose path on the corridor. Extend the route from Aris T. Allen Boulevard at the Route 2 ramp to Edgewood Road in the East.
- Plan for and make improvements to establish a nearer-term parallel continuous East/West route through the City neighborhoods using signage, on-street lanes or signed shared street sections on city roads and off-street links as well as an on-street link from Eastport to Quiet Waters Park.
- Implement a city-wide bike-share program.
- Fill in missing sidewalk connections and gaps along both sides of Forest Drive where applicable (near Annapolis Middle School and dense retail areas).

3.5 GREENING ANNAPOLIS/ENVIRONMENT

The primary issues under this theme include protection of existing tree canopy and open space as well as improving water quality.
Solutions:

- Create a City Greenway Plan that coordinates with the County's Green Infrastructure Plan for the area.
- Encourage future developments to plan for open spaces and conservation easements to connect into the overall Greenway.
- Plan for a park-to-park Greenway connection in this sector if possible, using the old railroad ROW.
- Incorporate local streets into the greenway network. Develop and apply green street design standards as part of the new Complete Street Typology. Retrofit existing local streets as part of beautification and traffic calming projects.
- Adjust regulations to allow and encourage street tree and forested buffers along the corridor to create a continuous greenway (consider strengthening this as a desired mitigation measure in the City forest conservation requirements so that off-site design solutions can be considered).
- Use the "developer fund" to plant trees along Forest Drive.

- Work with the County to establish a coordinated City/County street tree plan in County Rights of Way.
- Continue and expand programs to plant street trees on other City streets such as in the Parole Neighborhood.
- Continue implementing the City's 2016 *Watershed Improvement Plan*. Encourage developers to assist with this effort.
- Review City standards to better incentivize the renovation/redevelopment of sites developed in the corridor prior to current stormwater management requirements.
- Review and update parking requirements to help reduce the requirements for impervious surface parking areas.
- Support use of new technologies that can help to reduce the number of daily trips City and peninsula households make each day using fossil fuel powered vehicles.

3.6 VIBRANT ECONOMY

The primary issues under this theme include creating more jobs and expanding the City's tax base and revenues.

Solutions:

- The City should work towards implementing the *Economic Development Plan* strategy that will help prepare it for the next fifteen years of rapid technological change.
- The City should set measurable goals for increasing the City tax base and should monitor and report on progress towards this goal on a regular basis. The monitoring should include a report on the progress of each of the City's six business districts so that this sector study's progress can be tracked.
- Procedures for review and approval of development projects should include consideration of the project's ability to contribute to the tax base as one important criterion for approval.
- The City should set measurable goals for improving the amount of neighborhood retail within the City.
- The City should set measurable goals for preserving a "jobs to worker" balance to ensure that resident workers can work close to home and so the City does not further slip towards becoming a bedroom community.
- The City should make placemaking a part of its economic development strategy in this part of the City.
- The City should consider providing incentives to catalyze private reinvestments in the sector that help to achieve the sector vision.

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4. COMMUNITY CHARACTER

The previous section lists many solutions proposed to address the issues raised during the course of this study. Some of these solutions can be translated into actions in the short term and appear in the Sector Action Plan in Section 5. Some will take more time to develop and should be addressed for the City as a whole during the upcoming Comprehensive Plan One of the more complex solutions is the creation of community character designations for the study area based on more specific goals for this part of the City. The creation of these designations entails deciding, within a range of options, what sections of the corridor should look like and how they should function. This solution builds on the vision and character designations approved in the 2009 Plan. Once the desired community character designations are in place, zoning changes and changes to street standards should be developed.

4.1 Community Character Goals

Community Character should be designated in order to achieve the following goals:

- Transform the sector over time to create complete walkable bikeable village-like neighborhoods with an attractive connected street network, a greenway network, and destinations that offer food, shops, services, entertainment schools and jobs, within a quarter or half mile of homes.
- There should be a series of compact mixed-use commercial clusters along the main streets in the sector that are connected to residential areas and create attractive low-scale urban and village-like places with a distinctive Annapolis character.
- The corridor should be a shady green boulevard with the capacity to serve the full range of travel modes and having a beautiful distinctive Annapolis character. Envision it to have local and regional transit service, sections with green edges, a series of attractive centers with streetscaped frontages and higher density housing nearest the corridor transit routes and centers.
- Preserve the character of Eastport as a vital maritime community with a beautiful distinctive Eastport character, a rich history and a working waterfront while envisioning it as having better access to food and other shops, continued mobility, better management of events and visitors, and enhanced vital walkable mixed-use commercial areas that serve the community.

4.2 Community Character Designations

The Development Framework Map (Figure Eleven) uses a series of community character designations to further define the character of recommended land use changes. The Development Framework Plan is supported by a Street Frontage Character Map (Figure Twelve) and a series of recommended street typologies. See Appendix C for more detail. These added elements establish the desired character and orientation along certain streets in order to ensure coordinated placemaking at a neighborhood scale and ensure that the transportation infrastructure will support community mobility in the future.

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This map applies the proposed vision to the sector locating and defining the desired character of change throughout the sector. It focuses on the areas considered susceptible to change to create a series of mixed-use walkable “pedestrian-shed” scaled neighborhoods and centers.

The character sheets provided here describe the desired character of these places using images of other parts of the City and similar places in the United States. These designations are intended to help implement the policies of the 2009 Plan to direct community character as much as land use.

Three of the character designations used here were established by the City Comprehensive Plan. Two are new designations created in the draft Upper West Street Sector Plan. Four new designations are added here to describe the places stakeholders have talked about. In total, the nine designations used are listed below.

The 2009 Plan designations:

- (UC) Urban Center
- (UCL) Urban Center Low
- (UCOM) Urban Commercial

The draft *Upper West Street Sector Study* designations used:

- (NEA) Neighborhood Enhancement Areas
- (AR) Adaptive Reuse

The Sector Study adds several additional designations:

- (UVC) Urban Village Center
- (UN) Urban Neighborhoods
- (GCO) Greenway Corridor Opportunities

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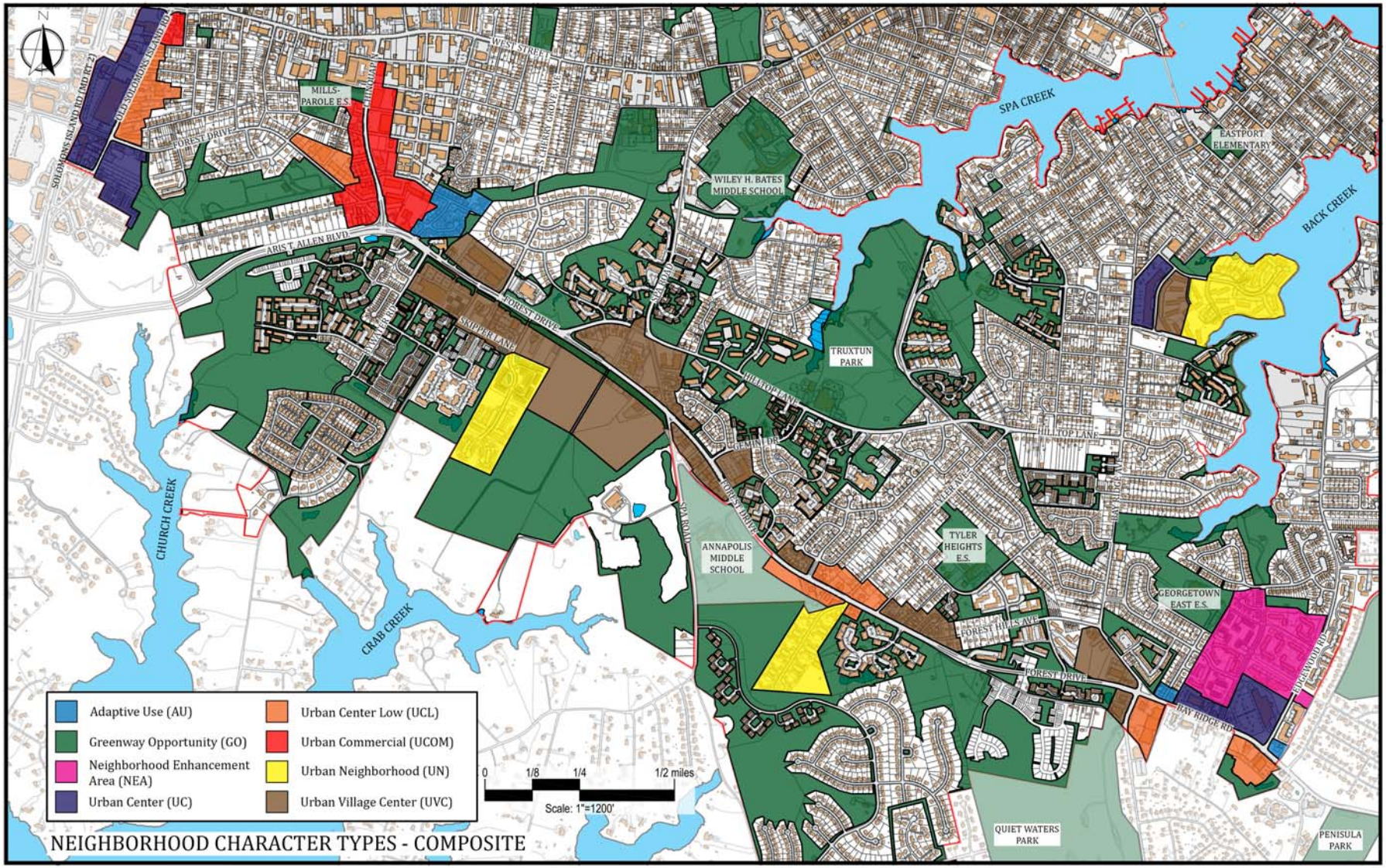
Figure Eleven: Development Framework Map/Community Character Types



URBAN CENTER (UC) CHARACTER TYPE

OFFICE BUILDING

PUBLIC PLAZA WITH OUTDOOR DINING

MID-RISE RESIDENTIAL

ANCHOR GROCERY

FIRST FLOOR RETAIL

URBAN STREETSCAPE

URBAN CENTER (UC) CHARACTER TYPE

PUBLIC PARK

SIDEWALK DINING

PUBLIC GREENSPACE

RETAIL ARCADE

DESCRIPTION:

Community Role - Large scale mixed use areas that provides retail, dining, office, entertainment, lodging, and housing. It serves as a destination for tourists and residents of the city and the surrounding region.

Land Use Mix - A mix of commercial and residential uses creating a contained live, work, shop, and play area. Vertically mixed use buildings are encouraged.

Character - The Urban Center will have urban streetscapes, limited building setbacks with zero setback building encouraged. The Urban Center will have a traditional urban design with strong connections to surrounding neighborhoods.

Building Heights - Typically 4 to 8 stories (approx. 96' +/-)

Intensity/Density Range - 35 to 45 DUA. Intensity is determined by height (up to 3.00 FAR)

Parking - Significant amounts of structured parking is anticipated with the possibility of on-street parking.

Transportation - Pedestrian and bicycle oriented. Highly transit supported and the least auto oriented.

Examples:

- Park Place (Annapolis)
- Rockville Town Center (Rockville, MD)
- City Place (Silver Spring, MD)
- Annapolis Town Center (Annapolis)

URBAN COMMERCIAL (UCOM) CHARACTER TYPES

MIXED USE BUILDINGS

MIXED USE STREET

RESTUARANTS

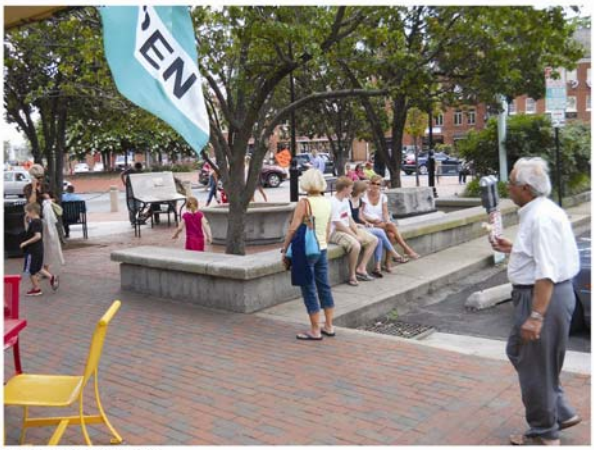
RETAIL STREET

FIRST FLOOR RETAIL

LOW-SCALE RETAIL STREET

URBAN COMMERCIAL (UCOM) CHARACTER TYPE

TRADITIONAL URBAN DESIGN



PUBLIC PARK

DESCRIPTION:

Community Role - Provisions for shopping, services, office, entertainment, and/or lodging. It is not intended for ground floor residential uses. It will serve as a destination for the city and the surrounding neighborhoods for shopping, dining, and entertainment.

Land Use Mix - A mix of commercial and multi-family residential uses which will include retail, office, restaurants, apartments, and condominium units.

Character - It will have urban streetscapes, limited building setbacks with zero setback building encouraged. It will have traditional urban design with strong connections to surrounding neighborhoods.

Building Heights - Typically 2 to 4 stories (approx. 48' +/-)

Intensity - Intensity is determined by height (up to 2.00 FAR)

Parking - A preference for on-street and structured/ garage parking.

Transportation - This neighborhood center is more auto-oriented than the Urban Center. It is moderately transit supportive, and it is pedestrian and bicycle oriented.

Examples:
- Main Street (Annapolis)
- Maryland Avenue (Annapolis)
- West Street (Annapolis)

RETAIL AND OFFICE MIX

MID-RISE OFFICE BUILDING WITH RETAIL

URBAN CENTER LOW (UCL) CHARACTER TYPE

RESIDENTIAL OVER RETAIL

PUBLIC PLAZA WITH OUTDOOR DINING

RETAIL SQUARE

RETAIL STREET

CENTER-OF-BLOCK PARKING STRUCTURE

TOWNHOUSES

URBAN CENTER LOW (UCL) CHARACTER TYPE

URBAN STREETSCAPE

CENTRAL SQUARE

SIDEWALK DINING

DESCRIPTION:

Community Role - Provisions for shopping, services, employment, and housing for city residents and neighborhoods. Serves as a walkable destination.

Land Use Mix - A balanced mix of commercial and residential uses to include retail, office, restaurants, and residences. Mixed use buildings are encouraged.

Character - The Urban Center Low character type will have urban streetscapes, limited building setbacks with zero setback building encouraged. It will have a traditional urban design with strong connections to surrounding neighborhods.

Building Heights - Typically 2 to 4 stories (approx. 48' +/-)

Intensity/Density Range - 2 to 20 DUA depending on the character. Intensity is determined by height.

Parking - A preference for on-street and structured parking.

Transportation - This neighborhood center is more auto-oriented than the Urban Center. It is moderately transit supportive, and it is pedestrian and bicycle oriented.

Examples:

- Washington Street (Alexandria, VA)
- Christies Landing (Newport, RI)
- Mashpee Commons (Mashpee, MA)
- Pacific Avenue (Santa Cruz, CA)
- Lakelands (Gaithersburg, MD)
- King Farm (Rockville, MD)
- Bethesda Row (Bethesda, MD)

RETAIL STREET

RETAIL & OFFICE MIXED USE BUILDING

URBAN VILLAGE CENTER (UVC) CHARACTER TYPE

VILLAGE SQUARE

VILLAGE SQUARE

MARKET SQUARE

RETAIL

MARKET STREET

LIVE/WORK UNITS

URBAN VILLAGE CENTER (UVC) CHARACTER TYPE

SPA AND SALON

RESTAURANT WITH ON-SITE PARKING

RESTAURANT

DESCRIPTION:

Community Role - Provisions for shopping, services, employment, and housing for city residents and neighborhoods. Serves as a complete live/work/shop neighborhood. A "Ped Shed." It shal service a quarter- to half-mile vicinity.

Land Use Mix - A mix of commercial, institutional, and residential uses to include retail, office, restaurants, institutions and houses. Mixed use buildings/sites as well as live/work units are encouraged.

Character - More traditionaly designed with urban streetscapes and strong connections to neighborhoods. Compact lot design standards with zero or limited building setbacks permitted on designated active streets.

Building Heights - 1 to 4 stories (48' +/-)

Intensity/Density Range - 7 to 24 DUA with an FAR of 0.5 to 0.75 (excluding parking garages).

Parking - A preference for on-street and structured/garage parking (with possible parking rate reductions). On-site surface parking to the side or rear relative to active streets.

Transportation - It is moderately transit supportive, and it is pedestrian and bicycle oriented. It shall have a low speed connected street grid.

Public Amenities - Public art, public spaces, bus shelters, bike share stations, etc. shall be required for higher intensity/densities.

Examples:

- Eastport (Annapolis)
- Annapolis Street (West Annapolis)
- Village Green (Annapolis)
- Kentlands (Gaithersburg, MD)
- Nantucket, MA

CAMOFLAGUED BANK

MIXED USE BUILDING

URBAN NEIGHBORHOODS (UN) CHARACTER TYPE

ZERO-SETBACK TOWNHOUSES

TOWNHOUSES & PUBLIC PARK

TOWNHOUSES

REAR LOADED GARAGES ON ALLEY

STACKED TOWNHOMES

TWO-FAMILY HOUSES

URBAN NEIGHBORHOODS (UN) CHARACTER TYPE

SINGLE FAMILY HOME - NARROW LOT

SHOTGUN STYLE HOME

DESCRIPTION:

Community Role - Largely a residential area with a mix of compact housing types at a density and design that supports walking and transit.

Land Use Mix - Current residential use lists for R2, R3, and R4. Plus the ability to add granny flats, home occupation supportive designs, and live/work units.

Character - More traditionally designed with compact lot design standards with common open spaces and greenway elements encouraged. Enhanced streetscapes and strong connections to centers, a compact scale with zero- and limited building setbacks from designated active streets. Cul-de-sacs and/or fenced enclaves are not permitted.

Building Heights - 1 to 4 stories (48' +/-)

Intensity/Density Range - 7 to 24 dwelling units per gross acre.

Parking - On-street parking where appropriate. On-site surface parking to the side or rear relative to active streets. Structured and garage parking encouraged.

Transportation - It is pedestrian and bicycle oriented with a low speed connected street grid. It has a low to moderate level of transit support.

Housing Types:

- Two-family houses
- Row/townhouses
- Live/work units
- Bungalows and patio homes
- Single-family houses on standard lots (40-70' wide)

SINGLE FAMILY HOME

SINGLE-FAMILY - LIMITED SETBACK

NEIGHBORHOOD ENHANCEMENT AREAS (NEA) CHARACTER TYPE

RAISED CROSSWALK

LIGHTED CROSSWALK

BIORETENTION BUMP-OUT

CHICANES

BIKE LANE

STREET TREES

NEIGHBORHOOD ENHANCEMENT AREAS (NEA) CHARACTER TYPE

SHELTERS

DESCRIPTION:

Community Role - The connection and enhancement of existing residential areas in near centers and corridors.

Possible Enhancement Elements:

- Improved pedestrian and bicycle facilities (including crosswalks)
- Improved connections to retail, employment, schools, parks, and other nearby destinations.
- Improved street connectivity and traffic calming on alternate through routes.
- Development of connected greenway networks.
- Street beautification to include street trees, banners, art, pocket parks, etc.

BANNERS

POCKET PARK

POCKET PARK

GREENWAY CORRIDOR OPPORTUNITIES (GCO) CHARACTER TYPE

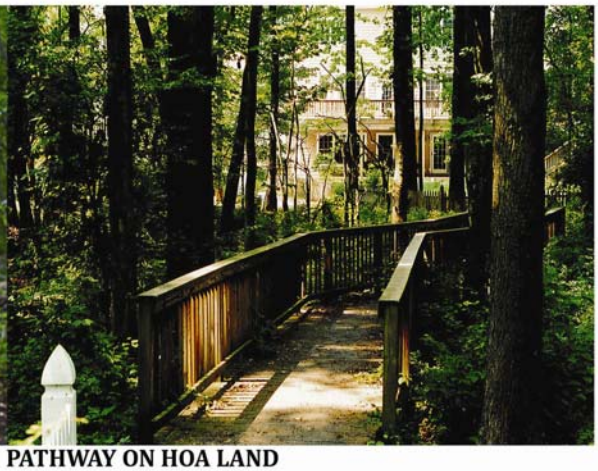
CONSERVATION AREA

PUBLIC CEMETERY

GREENWAY ON PUBLIC LAND

RAIL TRAIL

FOREST TRAIL



PATHWAY ON HOA LAND

GREENWAY CORRIDOR OPPORTUNITIES (GCO) CHARACTER TYPE

CULTURAL TRAIL - LANDSCAPE

DESCRIPTION:

Community Role - Protect, enhance, and connect a greenway element through and between the city's built community elements.

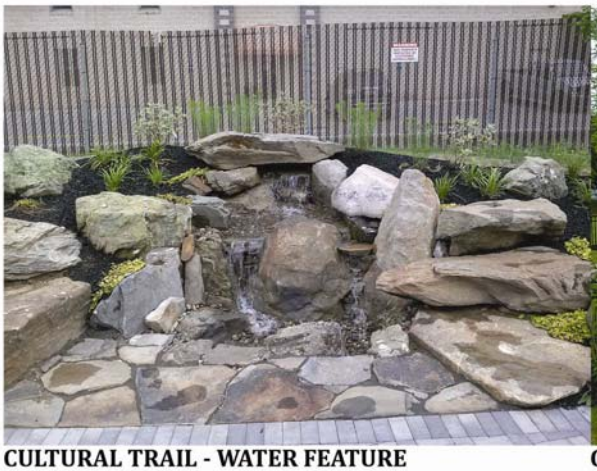
Land Use - Public and private lands designated for public and/or private recreational use and/or forest/environmental protection as wel as very low density uses such as cemeteries, etc. Some, but not all, of which may be publicaly accessible and include a recreational trail.

Possible areas to include:

- Conservation areas
- Preservation easements that protect tre canopy, forest cover, wildlife corridors, sensitive elements, and coastal areas.
- Public school and park sites.
- HOA managed private open spaces and buffers that are platted but may not be preserved by easements.
- City and County owned lands along roadways and former railroad right-of-ways.
- Cemeteries

CULTURAL TRAIL - MURAL

SIGNAGE



CULTURAL TRAIL - WATER FEATURE

CULTURAL TRAIL - ART INSTALLATION

ADAPTIVE REUSE (AR) CHARACTER TYPE

RESIDENTIAL TO RETAIL

DESCRIPTION:

Community Role - Building reuse and rehabilitation that facilitates providing needed goods and services to the local neighborhood.

Character - Retains the architectural character of the neighborhood.

Parking - A preference for on-street structured parking. On-site surface parking to the side or rear relative to active street.

Examples:

- Residential to retail
- Residential to restaurant
- Residential to office
- Residential to lodging
- Residential to public institution (library, community center, etc.)

RESIDENTIAL TO RESTAURANT

RESIDENTIAL TO LODGING

RESIDENTIAL TO OFFICE

RESIDENTIAL TO PUBLIC LIBRARY

4.3 Zoning Changes

To implement the community character designations, the City's Mixed Use (MX) zoning text can be amended and be applied to the UC, UCOM. UCL, UVC areas of the Development Framework Map. A varied height should be established for the corridor as well to include the (UN) areas. In addition, City residential zoning requirements, at least in the corridor, should be revised to permit more compact lot sizes with smaller setbacks and taller (i.e., four-story) buildings in this area in order to encourage compact designs that support transit and preserve open space and reduce the need for variances.

A comprehensive zoning map change process should be undertaken for the sector to apply new zoning designations and correct the split-zoned lots. The process should accommodate applications and ideas from interested parties.

We recommend that Mixed Use (MX) zoning text revision consider incorporating the following:

- Require sites to include a public amenity element along the corridor that is of a scale appropriate to the size of the site. Permitted elements might include art, street furniture, upgraded streetscapes, public spaces, enhanced bus shelters, or other elements.
- Review and revise the MX use list to include the permitted uses in the corridor's current commercial and office zones and expand or add other appropriate uses.
- Revise the design standards element to fit this corridor and comply with new street frontage designations.
- Revise setback requirements to allow limited or zero setbacks and buffering requirements except where property lines abut existing built residential properties.
- Require buildings to be placed close to the street to create a more walkable urban design character.
- Require compliance with approved Street Frontage Characters, Complete Street Standards, and approved Ultimate Street Sections.
- Allow site intensity and or density to be established by the height limitations in combination with other environmental requirements such as Forest Conservation.
- Require strong interconnection to abutting properties and residential areas. This might include shared access points, alleys, parking lot connections, sidewalks, etc.
- Permit reduced parking with demonstrated justification. Encourage on-street, garage and structured parking.
- Encourage but do not require buildings or sites to include a mix of uses, allow a one-story bonus for mixed use buildings

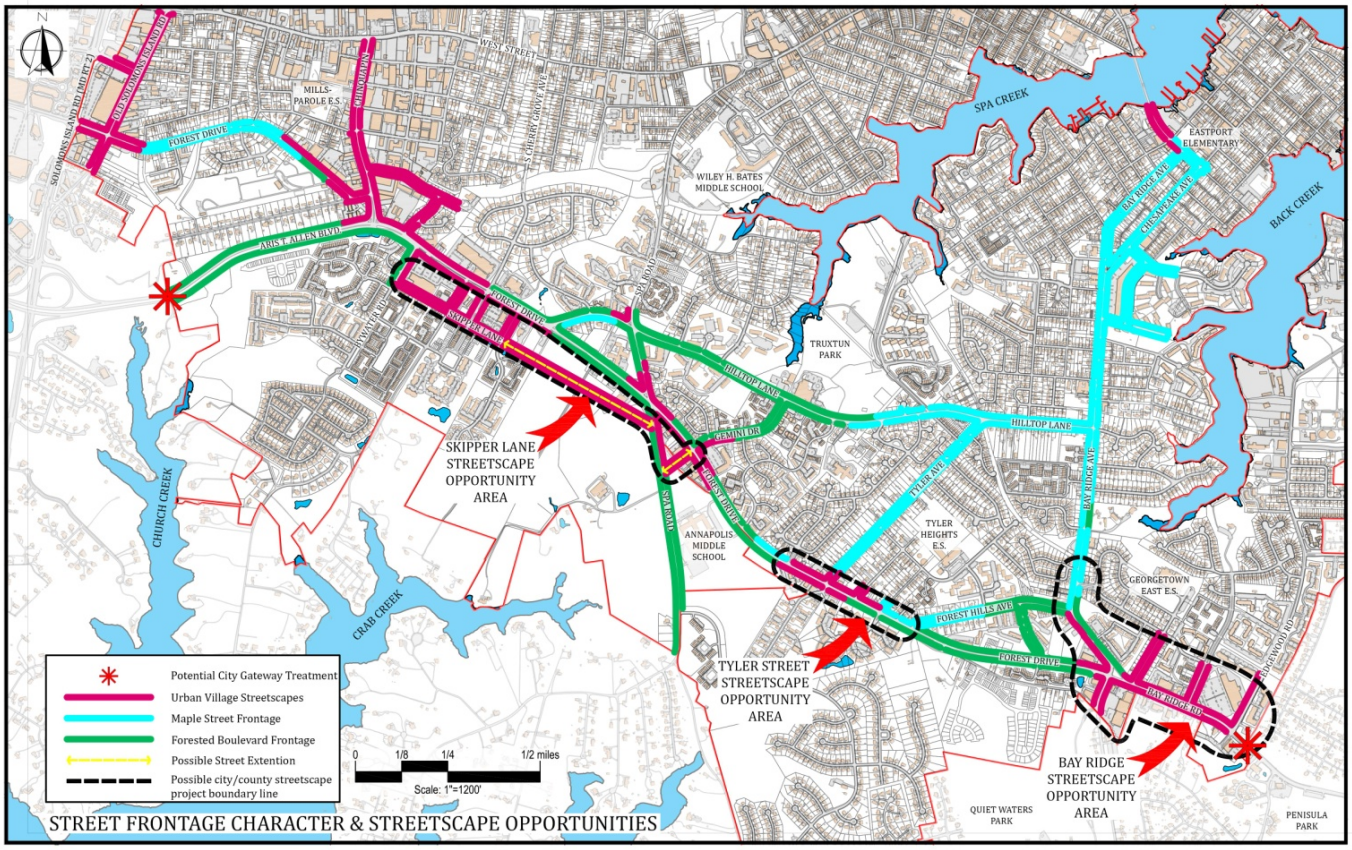
4.4 Street Frontage Designations

The Street Frontage Character Map (Figure Twelve) illustrates the desired community character specifically along the frontages of the Forest Drive corridor and other key sector streets. It designates three frontage character types that will help guide City and County development, placemaking, and street improvements. These frontage designations are intended to help preserve segments of green, forested character along the corridor and transform the

proposed urban village areas. These frontage designations should be reflected in the new zoning designations for these areas and in the recommended new City Complete Street Standards. The three frontage character types are:

- FGB - Forested green boulevards segments with preserved planted buffers hiding built areas behind
- MS – Maple Street segments with residential styles, front yards and buildings setback from but facing the street.
- US – Urban Streetscape Areas

Figure Twelve: Street Frontage Character



4.5 Streetscape Project Recommendations

To catalyze needed private investments and redevelopment in key village centers, three specific public-private streetscape projects are recommended. These streetscape projects should follow the street front designations, and for the area in the County ROW, should follow the County Complete Street Standards and Ultimate Street Sections. These projects may require the use of pedestrian easements to minimize the loss of lot depth in areas where the older frontage parcels are shallow and built up close to the current street edge. The three areas are highlighted on the Street Frontage Character map and include:

- Tyler Heights Streetscape Area. A City/County streetscape project here could help to catalyze redevelopment of home sites with driveways onto the corridor. Promote new village scaled commercial and mixed uses facing the corridor, and allow the creation of a wider ROW along with a series of parallel alley segments that redirect parcel access to side streets.
- Bay Ridge Road Streetscape Area. A City/County streetscape project here is needed to help unify and catalyze redevelopment of this opportunity area and to create the links needed to enable City and County residents to walk and bike to new shops and businesses. Streetscape should include the frontage along Bay Ridge Road and key side streets on the north side.
- Skipper Avenue Streetscape Area. The creation of a slow speed, walkable City street that parallels Forest Drive would create a pleasant Avenue-like destination in this part of the City of equal appeal and economic value as West Annapolis or Inner West Street. The street and its streetscape could largely be implemented by the private sector. Extending the current one-and-a-half block segment in Village Green from the current Safeway to Spa Road and possibly to Gemini Drive is already a recommended action in the Comprehensive Plan. The street should include on-street parking to promote street-edge urban village-style development.

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5. PHASED IMPLEMENTATION ACTION PLAN

Implementation of this plan will require the coordinated efforts of multiple stakeholders over several years. The following list summarizes the specific actions recommended by this study and prioritizes them into near-; mid-, and long-term actions.

5.1 Near-Term Actions: 0 to 3 years (2018 to 2021)

1. Develop Community Character. Continue to refine community character designations and update the zoning code as needed
2. New City Street Design Standards/Typologies. Develop and adopt new Complete City street design standards with a set of Annapolis-specific street typologies and a street connectivity requirement. Work with the County to develop complete street standards for the Forest Drive corridor for use by both jurisdictions.
3. Corridor Beautification Initiatives. Partner with Greenscape, SOFO, the ECA, the EBA, other HOAs, corridor schools, and centers of worship to beautify the corridor and properties along it.
4. Land Use Database. Institute a regular process of monitoring and updating land use changes in the City. Include information on the types of jobs and of household size.
5. Zoning Map Changes. Undertake a comprehensive zoning map change process for the sector to apply the new zoning designations and correct the split-zoned lots—accommodate applications from interested parties based on the sector vision.
6. HACA Coordination. Coordinate with HACA on redevelopment plans for their sites in the Sector Study area to ensure their new site designs follow and contribute to the sector vision.
7. Amend Transportation Adequate Public Facilities Ordinance (APFO) and Traffic Impact Analysis Guidelines. Develop and adopt amendments to the City's transportation APFO and the Traffic Impact Analysis Guidelines to assume a multimodal, complete street approach to traffic analysis.
8. Road Improvement Escrow Fund. Establish a fund to collect APFO contributions that can be assigned to City CIP projects and joint County-City CIP projects that improve City transportation network capacity in areas impacted by the specific projects.
9. Skipper Avenue. Require development applicants in this area to plan for extension of this street as it passes through the various parcels to achieve a full link from Bywater Road to Spa Road. The street should include streetscape treatments and on-street parking.
10. City Greenway Concept. Incorporate concepts for a City Greenway into the upcoming Comprehensive Plan update, coordinate with County Green Infrastructure plans and the Annapolis Conservancy Board.
11. Near-term CIP Improvement Projects. Implement near-term project list of improvements in the sector.
    a. Traffic-calming Measures. Develop and install traffic calming measures on local through streets such as Tyler Street, Silopanna Road, and Georgetown Road.
    b. Interim Sector Bike Spine. Design and implement a continuous bike route along local streets. Fix existing gaps and providing markings and signage.

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5.2 Mid-Term Actions: 3 to 6 Years (2021 to 2024)

1. Redevelopment Incentive Program. Through zoning changes, develop and adopt administrative processes that can fast-track redevelopment of older existing corridor commercial sites as well as access-constrained residential frontage sites to encourage owners to redevelop or renovate their sites, facades, signage and/or stormwater management.
2. SHA/County/City Joint Project Planning. Work with SHA and the County to plan for future capacity improvements to the Aris T. Allen Boulevard, Chinquapin Round Road, Bywater Road, and the Fairfax Road area.
3. Regional Bus Route. Work with MTA to confirm feasibility and institute a regional bus route in the corridor.
4. Greater Annapolis Area Model Update. Review model to include 2020 Census data.
5. Intermodal Transit Center. Work with the County and State to develop an Intermodal transit center on or near Old Solomon's Island Road.
6. Forest and Street Tree Bank Option. Supplement the current forest conservation and tree canopy policy to allow the option to create credit banks in the City and Annapolis Neck Peninsula as an incentive both for further preservation and for small site redevelopment. Banks could be located on sites with priority preservation areas, in targeted greenway areas, in the County ROW, etc. Smaller re-development sites in the corridor should be eligible to meet their obligations with off-site mitigation.
7. CIP Project Funding. Develop a budget funding program for near-, mid-, and long-term sector improvements projects such as:
    a. Bike and Pedestrian Improvement Projects
        - Eastport to Quiet Waters Park link
        - Trail link from Bay Ridge Road to Hilltop Lane
        - Local links for east/west bike spine route along reconnected local streets.
    b. Signals. Smart city traffic signal conversions throughout the sector.
    c. Road projects.
        - Street reconnection and extension project planning, including Gemini Road extension and Louis Street reconnection.
    d. Selected Street Edge Pocket Parks. Possible locations Hilltop Lane and Forest Drive; Forest Drive and Spa Road; and Forest Drive and Annapolis Neck Road

5.3 Long-Term Actions: Beyond 6 Years (Beyond 2024)

1. County Corridor Project Planning. Work with County to develop a phased plan funding of design and construction of corridor enhancements and capacity improvements as needed by City and Annapolis Neck Peninsula growth.
2. Gemini Road Extension. Develop a final alignment, engineering plans, and acquisition plans as needed for the extension of Gemini Road to Spa Road. Coordinate with property owners and the County.
3. CIP Projects. Implement long-term project list of improvements in the Sector Study area such as:
    a. Bike lanes in Eastport

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b. Pedestrian bridge over Solomon's Island Road at Forest Drive or near Intermodal Center
c. Multi-use paved bike trail along Forest Drive

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