



TECHNICAL ASSISTANCE PANEL REPORT

Reclaiming a Local and National Treasure

ANNAPOLIS, MARYLAND

Sponsored by:
The City of Annapolis
Historic Annapolis, Inc.
Preservation Maryland
National Trust for Historic Preservation

October 23-24, 2018





Table of Contents

PANELISTS & PROJECT STAFF	4
ACKNOWLEDGMENTS	5
STAKEHOLDER PARTICIPANTS	6
EXECUTIVE SUMMARY	8
BACKGROUND	11
THE PROCESS	13
KEY FINDINGS	13
CONCLUSION	25
TAP SKETCH PLAN	26
APPENDIX: STAKEHOLDER INPUT	28
ABOUT ULI BALTIMORE	32

Panelists & Project Staff

PANEL CHAIR

Bryce Turner

President & CEO | BCT Architects

PANELISTS

Iain Banks

Nelson/Nygaard

Rodney Little

Historic Preservation

Michael Beatty

Beatty Development Group

Tom Mayes

National Trust for Historic Preservation

David Bramble

MCB Real Estate

Ed Myers

Kittelson & Associates

Andrew Brown

Stanford Properties, LLC

Scott Rykiel

Mahan Rykiel Associates Inc.

Eric Evans

Evans & Co.

Rob Sloop

Moffatt & Nichol

Matt Hutton

Klein Enterprises

Tracy Ward

Easton Economic Development Corp.

Aaron Keel

EnviroProjects

PROJECT STAFF

Lisa Norris

District Council Coordinator
ULI Baltimore

Danielle Dunlap

Senior Associate
ULI Baltimore

Paul Sturm

Report Writer

Brennan Murray

Report Designer | BCT Architects

Acknowledgments

The Urban Land Institute Baltimore Panel members and project staff would like to thank the City of Annapolis and Historic Annapolis for inviting ULI Baltimore. The Panel would also like to thank the many stakeholders who participated in the process, providing valuable input that shaped this report.

Gavin Buckley

Mayor | City of Annapolis

Jackie Wells

President | Ward One Residents Association

Robert Clark

President & CEO | Historic Annapolis

Elizabeth Hughes

State Historic Preservation Officer | Maryland Historical Trust

William J. Kardash

Chairman, Board of Trustees | Historic Annapolis

Nicholas A. Redding

Executive Director | Preservation Maryland

Karen Theimer Brown

Vice President, Preservation | Historic Annapolis

Michael J. Dowling

Architect

Rob Nieweg

Senior Field Director | National Trust for Historic Preservation

Eleanor “Elly” Tierney

Ward One Alderwoman | Annapolis City Council

Susy Smith

Chief of Staff | City of Annapolis

Pete Gutwald

Director of Planning and Zoning | City of Annapolis



Stakeholder Participants

OCTOBER 23: STAKEHOLDER INTERVIEWS

John Scherfel	Aldерwoman Sheila Finlayson	Harvey Blonder
Debbie Gosselin	Alderman Frederick Paone	Mike Blonder
Aldерwoman Ely Tierney	Pat Zeno	Alderman Rob Savidge
Tarry Lomax	Eileen Fogarty	Aldерwoman Shaneka Henson
Bob Gallagher	Grant Dehart	Sharon Kennedy
Jay Graham	Deborah Lomax	Ely Cowan
Bob Waldman	Zoe Johnson	Elizabeth Hughes
Jane Campbell-Chambliss	Sara Philips	Joe Budge
Peter Chambliss	Erik Evans	Carl Larkin
Mayor Gavin Buckley	Vic Pascoe	Doug Smith
Alderman Marc Rodriguez	Cynthia Towle-Krewson	Bob Agee
Lisa Seamon-Crawford	Gene Godley	Pete Gutwald
Katherine Ostberg	Bill Kardash	John Bruno
Ann Fligsten	Ron George	Mike Keenan
Rich Loeschke	Leo Wilson	Paul Jacobs
Mary Powell	Deni Hanson	Ron Hollander
Bill Powell	Susan Seifried	Robert Clark
Alderman Ross Arnett	Peter Filat	

OCTOBER 24: CITY EMPLOYEE INTERVIEWS

Pete Gutwald – Director, Planning and Zoning
Lisa Grieco -Department of Public Works
Teresa Sutherland – City Manager
Archie Trader – Department of Parks and Recreation
Roberta Laynor – Chief of Historic Preservation
David Jarrell – Department of Public Works
Shawn Wampler – GIS Coordinator

WRITTEN COMMENTS

Stephen Zahn	Gerald Gabacz	Deb Schwab
Gavin Waters	Ron Peremel	Matthew Ormsby
Carolyn Waters	Susan Jones	Debbie Gosselin
Margaret Drake	Judy Singleton	Brie Lang
John Palinski	Pamela Roblyer	Aldерwoman Rhonda Pindell-
Kevin Smith	Jane McWilliams	Charles
Daniel Green	Melanie Murphy	Royce Bradshaw
Catherine Clark	Carolyn Mitchell	Phil Ferrara
Mike Farmer	Ellen Moyer	Nicholas Christhif
Linda Kennedy	Aaron Kramer	



EXECUTIVE SUMMARY

Visitors to Annapolis delight in the historic town's narrow streets and beautiful historic architecture. Walking around Church Circle and St. Anne's and beginning to descend Main Street, pedestrians experience a beautiful vista of the Annapolis waterfront framed by the brick streetscape.



View down Main Street

Due to the downhill street and great storefronts, it is an effortless, but rewarding walk to City Dock; but when nearing the Market House, one is greeted by more asphalt, and more cars, than would be expected. Although City Dock has its charm for many reasons, it is begging for more attention, care, and greater offerings. Herein lies the challenge and opportunity for Annapolis and City Dock – and the way forward for a community that is eager to embrace the future, by building upon the authenticity of the past.

As our report indicates, we believe some key recommendations should guide the new plans for City Dock:

- Identifying leadership, making investments and using financial tools initiated by the City to be the catalyst for reinvestment and physical improvements at City Dock. These initiatives should improve access to the water for more people and a more diverse population.
- Encouraging new development with a high level of quality, befitting of an American treasured seaport, should be welcomed, but it must not diminish the architectural history. Therefore the Panel felt strongly that the existing building envelope and character should be maintained.
- Enhancing the public's experience at City Dock by developing the City's waterfront real estate. This land, with the appropriate stewardship, will encourage renovations on the part of the adjacent property owners and make City Dock more walkable, attractive and accessible.

- Initiating remote parking with user-friendly information and parking rates will encourage fewer vehicles parked at City Dock. Bicycles, shuttle buses, and ride-sharing should be embraced to expand the options for visitors.
- Evaluating feasible traffic alternatives, such as eliminating the traffic circle at Compromise, Main, and Randall Streets, to create more green space, outdoor seating areas, seasonal kiosks, etc. The possible historical significance of the traffic circle should also be explored.
- Creating a green park as a way of linking the Market House to water's edge on the north side of City Dock. This will replace much of the asphalt and parking that is detrimental to the waterfront experience.
- Exploring a rich variety of new programming options to attract a greater number of Annapolis residents. This can be done by music festivals, temporary pop-up uses, and permanent elements that attract young and old alike and diverse families.
- Respecting and enhancing existing zoning to encourage the maritime heritage and protect view-sheds and the character, scale and ambiance of the historic town.
- Implementing the approved resiliency plan and developing additional policies to address rising seawater at City Dock will ensure a stable environment for any planned development. Future plans must include measuring and monitoring flood events. City experts and consultants must estimate costs of loss of business, loss of image, infrastructure damage, etc. Based on an understanding of the risks, an adaptive management plan with dedicated infrastructure funding must be developed.
- Establishing a Public/Private Steering Committee to guide reinvestment while ensuring stakeholder engagement and process transparency.



TAP Study Area



BACKGROUND

Annapolis' City Dock and its surrounding area are true local and national treasures. The Colonial Annapolis National Historic Landmark (NHL) District is among the most historic and best-preserved urban spaces in America. In 1965, it was one of only a dozen urban districts in the United States designated as an NHL.

In 1966 the Colonial Annapolis Historic District was listed on the National Register of Historic Places, encompassing approximately the 1695 City boundary. This cherished historic district still retains the significance upon which it was designated more than 50 years ago. Annapolis is a center of political, architectural, planning and cultural history set within a maritime context. City Dock is a character-defining feature of the NHL District, and its connection to the Chesapeake Bay is often described as the heart of Annapolis—the place that truly defines Annapolis and distinguishes it from other historic districts across the country.

To preserve and enhance this vitally important landmark, protective ordinances were enacted, first in 1969 and again in 1978 to provide for the protection of more than 1,350 structures in the Historic District and to ensure that height and massing of new buildings would not disrupt the aesthetic and historic character of the landmark district. In early 2018, the Annapolis City Administration committed to implementing changes at City Dock, starting with a rezoning of a portion of City Dock that would allow for larger scale, mixed-use development exceeding the height and bulk limits established by the community in 1978.

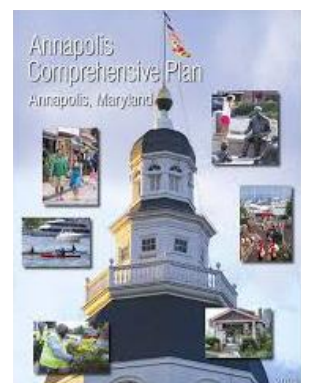
In response to the zoning proposal, Historic Annapolis contracted with the Urban Land Institute Baltimore District Council to seek outside professional input on how to approach the redevelopment of City Dock in a context-sensitive way, one that embraces the protection and celebration of the NHL and plans for managed growth within the Annapolis landmark district.

Historic Annapolis (HA) is leading this initiative, working cooperatively with the City's elected officials, NTHP, Preservation Maryland, the Ward One Residents Association, the downtown business community, and Annapolis City residents to formulate a preservation-based plan for moving forward.

Over the past thirty years, there have been numerous efforts to plan and redesign City Dock. While there were other ad hoc efforts, the 2009 Annapolis Comprehensive Plan affirmed the need for an updated plan for the future of City Dock. As a result, the City Dock Advisory Committee (CDAC) was formed in 2010. A few citizens appointed to CDAC participated in an Urban Land Institute (ULI) Washington study sponsored by the City's Department of Planning and Zoning later that year. The ULI report findings and recommendations were based on the collective expertise of a professional Panel and informed by input from stakeholder presentations

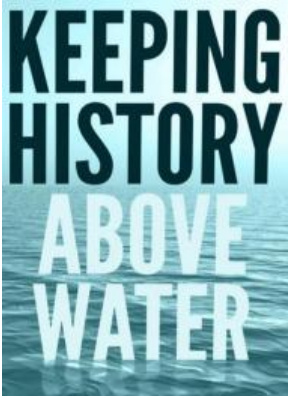


Main Street



2009 Annapolis Comprehensive Plan

BACKGROUND CONT.



The second Keeping History Above Water conference was held in Annapolis October 30-November 1, 2017.

and round-table discussions. The ULI report was reviewed by the CDAC along with other documents, including the recommendations of public and independent consultants over a two-year period.

Finally, in 2013, CDAC made its final recommendations presented in the City Dock Master Plan, a document subsequently amended and approved by the City Council in 2013.

One of the Council's approved recommendations was completion of a Cultural Landscape Report (CLR) to identify and analyze the significance and integrity of City Dock's cultural landscape characteristics and features. The CLR was finalized in Fall 2018.

Lastly, the Council approved the Cultural Resources Hazard Mitigation Plan (CRHMP) in Spring 2018, which illuminates flooding and sea level rise threats and adaptation strategies for historic resources in the 100-year flood plain area (including City Dock). The CRHMP recognized for its award-winning public engagement process, was guided by an interdisciplinary team of local and national experts led by the then City's Chief of Historic Preservation.

Despite all these efforts, there is no consensus on how to move forward, nor is there a plan to execute the recommendations made in past studies. The HPC design guidelines, titled "Building in the Fourth Century," is the primary resource document (along with the Secretary of the Interior Standards for the Treatment of Historic Properties) used by the Commission as a basis for their decision-making.

THE PROCESS

The City of Annapolis, Historic Annapolis, Inc., The National Trust for Historic Preservation and Preservation Maryland sponsored ULI Baltimore to convene a Technical Assistance Panel (TAP) with the purpose of examining preservation, resiliency and potential growth strategies for City Dock and the surrounding area. The sponsors framed their request in the form of nine questions presented to the Panelists. The two-day TAP convened on October 23-24, 2018 in the Council Chambers at Annapolis City Hall.

The Panel spent its first morning walking through City Dock and the surrounding area in a tour led by Michael Dowling, a local architect and long-time resident. A virtual tour was also provided by Shawn Wampler, City GIS Coordinator. The afternoon was devoted to interviewing stakeholders, and the evening included an open public meeting for soliciting broader community input followed by a working dinner.

On the second day, the Panel reconvened to share what members had learned, heard from relevant City Department leaders, and formulated its recommendations. Stakeholders and the general public were invited to hear the Panel's presentation at the end of the day.

RESPONSES TO QUESTIONS POSED

We have attempted to respond to the questions provided by the TAP's sponsors in a way that not only draws upon the rich and diverse professional experience of our Panel members but, just as importantly, fully considers the rich and diverse input we received from the many stakeholders and Annapolis residents who generously offered their time and thoughts to us. We believe the sponsors did a great job of framing the questions in a way that calls attention to the key issues, challenges and opportunities that planners and stakeholders need to take into account going forward.

KEY FINDINGS

Question 1. What potential investments could the City consider for City Dock under a public-private partnership using City assets, and how would the public benefit?

The City of Annapolis has a number of assets which could be leveraged to attract private investment while benefiting the public. Those assets include, but are not limited to:

RESPONSES TO QUESTIONS POSED CONT.

- Tax Revenue/Tax Increment Financing
- Regulatory controls (zoning, including bonus/incentive program), permitting
- Financing mechanisms
 - Tax increment financing
 - Low interest loans
 - Access to State and Federal funding
 - Parking revenue
 - Grants
- Staff time
- Boat/trade/event revenue
- Public space

Panelists unanimously agreed the City of Annapolis' primary focus should be improving the quality of the built-environment through investments in the public infrastructure. Key investments recommended include:

Public Process and Implementation

- Establish a public/private steering committee with clearly identified vision, goals, mission, strategies and performance metrics to guide investments, in an inclusive and transparent process. Dedicate the necessary staff to coordinate the process, which requires economic development expertise and resiliency expertise;
- Commit to robust stakeholder engagement.

Capital Investments:

- Establish a City Resiliency Office, Chief Resiliency Officer and invest in the necessary infrastructure to manage current and future flooding;
- Expand the marina and related services to increase capacity, improve the on-water visitor experience, while increasing revenues to the City;
- Return City Dock to a pedestrian-centric space, designing for improved traffic flow, improved parking management, expanding and improving the pedestrian experience, including enhanced green space and beautification;
- Invest in recreational areas;
- Enhance parking opportunities by establishing a parking management system. Hillman garage should be redeveloped in the near future;
- Invest in bicycle infrastructure.



Annapolis Bike Share

Cultural and Heritage Investments

- Retain and enhance existing programming, including the Boat Show, while encouraging and adding new programming that is inclusive;
- Retain and redevelop the Burtis House as an authentic representation of the working history of City Dock;
- Enhance the maritime experience by demonstrating the historic working waterfront;
- Create commerce around fishing and crabbing.

Financial Tools Investment

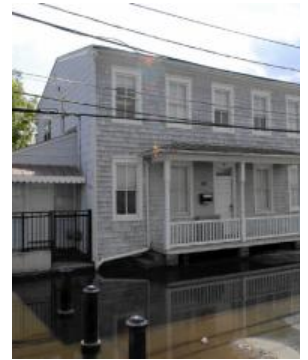
- Explore the use of Tax Increment Financing (TIF) to fund redevelopment opportunities;
- Explore additional grant opportunities from public and private sector;
- Consider the establishment of a Business Improvement District (BID);
- Explore increasing PILOT (Payment in Lieu of Taxes) payments from the State of Maryland;
- Explore the establishment of a PILOT with the Naval Academy;
- Establish a program in the zoning code that incentivizes developers to provide public benefits and/or contribute to a fund.

Public Benefits: Return on Public Investments

- Minimized damage from future flooding;
- Increased property values;
- Increased revenue from tourism and marina activities;
- Enhanced authenticity of the Annapolis experience for residents and visitors;
- Preserved historic fabric, including view-sheds and scale;
- More amenities that meet the needs of residents;
- More activities that attract residents and visitors;
- An environment that welcomes diversity of all kinds;
- A stronger Annapolis community.

Question 2. What parking alternatives and transportation technologies, including off-site concepts, should be considered for City Dock?

When considering parking and transportation, all transportation modes should be considered, including pedestrians, bicycles, transit, and vehicular, along with efficient parking management.



The Burtis House in Annapolis

RESPONSES TO QUESTIONS POSED CONT.

Parking is very important to tourist and commercial areas. However, it should be managed in a way which does not destroy Annapolis' unique sense of place. Most towns would pay dearly to have a waterfront or historic architecture, Annapolis has both! The large expanse of paving/parking should not be allowed to detract from it.

It is important that existing parking structures be properly maintained for their purpose. The condition of the Hillman Garage is reported to be very poor. Hillman is a key feature of the City's ability to provide ample parking and redevelopment of the site should be explored.

Parking needs to be better managed, with consideration given to performance pricing and communication of available spaces via parking apps and electronic signage. For instance, the first 30 minutes of parking along the street at City Dock may be free or inexpensive, but parking beyond 30 minutes would become more costly.

The advent of autonomous vehicles and the continued use of ride-sharing services will impact parking demand. Annapolis, like all cities, must monitor these and other trends.

Additional feedback from the Panel:

Parking Management Strategies

- Increase awareness of parking opportunities by:
 - Developing an Annapolis Parking App;
 - Developing a Performance-Based Pricing Program;
 - Utilizing valet parking in the Historic District during peak periods;
- Identify and enable additional parking supply;
- Review need for additional parking supply with design for future-use adaptation;
- Engage potential partners for joint-development opportunities.

Pedestrian Strategies

- Ensure safe and convenient pedestrian crossings between Main Street, Compromise Street and City Dock;
- Implement raised crosswalks and intersections to create safe, low speed crossing with public space;
- Undertake analysis of signalized intersection at Randall Street/Dock Street and at Compromise/Main Street.



Mobile Parking Applications



Raised Crosswalks

Bicycle Strategies

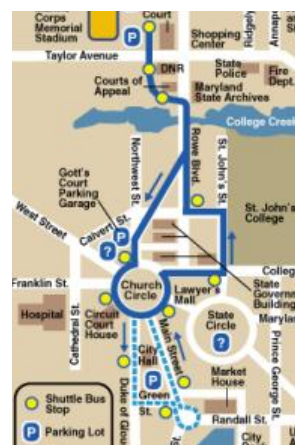
- Implement 2011 Bicycle Master Plan recommendations throughout the City Dock area including dedicated infrastructure along Compromise Street and Main Street;
- Provide appropriate connections between the City Dock area and the adjacent trail network – Poplar Trail, Spa Creek Trail and B&A Trail;
- Enhance bicycle share program and analyze appropriateness of micro mobility trends (i.e., e-bike, e-scooter);
- Consider implementing “sharrows” along Compromise Street to connect Annapolis sections of the East Coast Greenway.



Bike Lanes

Transit Strategies

- Support parking management strategies with improved Circulator services by:
 - Provide bus arrival/departure times at bus stops/garages and via web/app;
 - Running buses more frequently (esp. during peak periods). Provide connections between all parking locations (both public and private) with express buses at peak periods;
 - Identify and enable use of other parking spaces throughout the City that can be used on weekends -- school sites, Maryland Hall, etc;



Current Circulator Route

Loading/Ride-sharing Strategies

- Review potential locations for central delivery distribution to enable off-site delivery location;
- Provide convenient locations within Downtown and City Dock for passenger drop-off/pick up (i.e., Taxi/Uber/Lyft/Tour Buses).



Annapolis Circulator

Traffic Strategies

- Consider modifying the intersection of Compromise and Main Streets;
- Consider signal intersections for pedestrians, bicyclists and vehicles;
- If the traffic circle is removed consider changing the direction of traffic in some areas around City Dock.



Vehicular Plan: Revised Traffic Directions

RESPONSES TO QUESTIONS POSED CONT.

Question 3. How can flooding adaptation strategies accommodate new and existing development within City Dock's historic context?

As the effects of climate change and rising sea-levels make waterfronts increasingly vulnerable, City Dock planning must minimize the risks to the immediate area and surrounding streetscape. Public and private investments, alike, must include resiliency as an essential part of their equations.

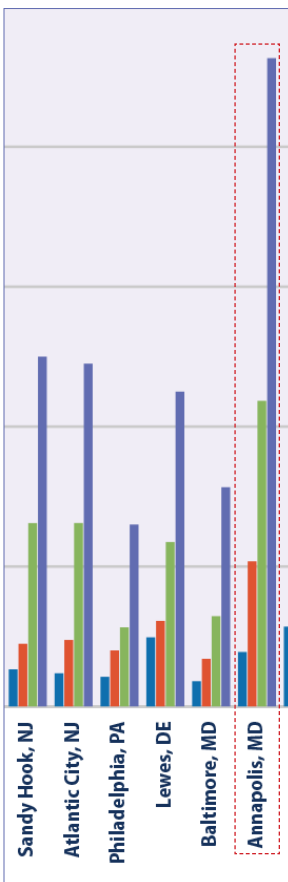
After a brief review, the Panel suggests that rising sea-levels must also factor into long-range plans for City Dock. The City Dock's elevation and location demand a robust and comprehensive Resiliency Plan that addresses Sea Level Rise, nuisance flooding and storm risk. Best practices should include:

- Implement the Cultural Hazard Mitigation Plan (CHMP) zoning recommendations to prioritize “water-dependent and water-compatible” uses at City Dock;
- Establish a City Resiliency Office and Chief Resiliency Officer;
- Measure and monitor flood events;
- Estimate costs of loss of business, loss of image, infrastructure damage;
- Develop adaptive management plan with dedicated infrastructure funding plan;
- Identify alternative funding opportunities – Grants, etc.;
- Elevate perimeter roads;
- Gradually increase seawall height;
- Isolate drainage basins by risk, elevation, function and geography;
- Identify “flood-acceptable” areas based on frequency and impact;
- Encourage individual elevation of buildings – provide incentives;
- Increase water access through floating structures;
- Place utilities underground and harden – provide back-up and emergency systems;
- Incorporate resiliency requirements in future building codes;
- Design for “graceful failure” and rapid recovery;

To address the current nuisance flooding we recommend executing the existing City Plan, ensuring that there are separate tidal and flood systems, installing pumps and controls (North), elevating the Newman seawall, adding a South System (pumps and piping) and integrating generators into new buildings.



Annapolis Flood Zone



Flood levels over the years

Question 4a. What ways can historic resources be best protected when new development is planned at City Dock?

Question 4b. What is an historic preservation-sensitive approach to new development along City Dock that will ensure protection of prominent view-sheds and sight-lines to and from the water?

History is central to the Annapolis experience and City Dock is an historic resource in its own right; any new development should continue the height, scale and authentic character of Annapolis reinforcing the Historic District's continuity. Historic view-sheds should be preserved and enhanced. Existing building envelope standards on height, bulk, and massing should be retained with some adjustment for FEMA (height restrictions would be measured from the FEMA base). As much as possible, uses should reflect local traditions and the historic maritime waterfront. New development should be consistent with the character of the Historic District and subject to review and approval of the Historic Preservation Commission. We also believe the quality of design and materials is very important. New structures should not imitate historic buildings, but with quality design and materials can be compatible and respectful, while representing new technologies and sensibilities of our age.



Pinkney Street



Main Street Massing



An example of adaptive re-use and use of contemporary materials to complement historic architecture. BCT Architects

RESPONSES TO QUESTIONS POSED CONT.

Question 5. How can City Dock evolve into an engaging space and reinforce a visual connection between the water & land?

Programming needs to be robust in ways that promote diversity and celebrate the uniqueness of Annapolis for residents and visitors alike. Interesting and educational activities at the City Dock, especially near Susan Campbell Park, can create a draw that will make people desire to walk to the end of the harbor and enjoy the expansive water-views. Sculptural installations that kids can climb with fun learning activities can be a real draw for families. (See page 22 for illustrative examples.)

Georgetown Waterfront Park is an excellent example of an elevated but relaxed waterfront park with varied waterfront experiences along the Potomac River.



*Georgetown Waterfront Park,
Washington D.C.*

The concept is to use the public space to create a robust park that leads to the water's edge and Susan Campbell Park. The Panel feels that this will add more value than the vast parking area and be an asset to shops and potential food venues in this area.

- Return to pedestrian-centric space, away from auto-centric space;
- Limit vehicular access above Craig Street;
 - Create bus and car drop-off loop with no parking;
 - Expand and re-purpose Susan Campbell Park;
 - » Convert/Reclaim “Ego Alley” parking beyond Craig Street to interactive interpretative public pedestrian and recreational space;
 - » New expanded parking elsewhere and improve parking management;
- Expand the marina and marina services to better accommodate visitors by boat and provide boat and water access to all, including those with disabilities;



Susan Campbell Park

- Improve walkability of Market Space at Market House;
 - Redesign for parallel parking to provide a pedestrian barrier and wider sidewalks;
- Relocate the Harbormaster functions to Burtis House;
 - Separate Harbormaster customer amenities from public restrooms;
 - Reserve space for existing educational elements; add an historic interpretation of Burtis House and Historic Harbormaster role;
- Replace the Visitor’s Center (Booth) at “gateway” to expanded Susan Campbell Park;
 - Use glass panel construction to allow uninterrupted harbor views;
 - Provide convenient drop-off point;
- Replace public restrooms in centralized public space (existing location or new location).
- Keep Alex Haley Memorial Pocket Park;
 - Existing configuration allows public interaction with changing water levels.

Question 6. Where could the Harbormaster function be located to meet the necessary needs of boaters and visitors?

The Harbormaster function could potentially be relocated to a redeveloped and expanded Burtis House. An expanded marina is also recommended to improve the visitor experience, drive maritime commercial, increase maritime income and improve overall public access. It is estimated that the current 1400 feet of slip space could be increased to 2300 feet, doubling the marina revenue potential while remaining Boat Show compatible. Grant funds are available for this purpose. Additional recommendations for marina services include:

- New floating docks require fewer mooring piles
- 250’ x 350’ Floating Wave Attenuator Public Space
- Mega-Yacht Capable

The Wharf, Washington DC



Pierce Park, Baltimore, MD



Riverfront Park, Cincinnati, OH



Sail-In Cinema, Toronto, Canada



Riverwalk, Wilmington, DE

RESPONSES TO QUESTIONS POSED CONT.

- Upgraded power cord pedestals
- ADA accessible

Question 7. How can the Burtis House be considered for future use, integration and/or relocation within any redevelopment plan for City Dock?

The Burtis House is the authentic representation of the working history of City Dock and should be retained in place because most of its significance is derived from its location, but may be elevated, if necessary, for flood mitigation. It's a singular opportunity to provide an authentic experience for present-day residents and visitors. Additional recommendations with respect to the future of Burtis House include:

- The Cultural Landscape Study for City Dock and the Historic Structures Report for the Burtis House should provide guidance for changes and new development;
- The Burtis House should remain in a compatible use, ideally a use that ties to the history and traditions of Annapolis such as sail training, history, Harbormaster and interpretation;
- Consider re-purposing the space to be vacated by the National Sailing Hall of Fame to a museum telling the story of Annapolis' rich history -- including an interactive exhibit of City Dock's setting as a working port and continuing support for the maritime industry, as well as the Burtis House' history as a former Sea Captain's residence and the historic role of the Annapolis City Harbormaster;
- Consider relocating the Harbormaster functions and its recommended expanded services to Burtis House;
 - Consider an appropriately designed expansion space;
 - Separate Harbormaster customer amenities from public restrooms;
 - Reserve space for existing educational elements; add historic interpretation of Sea Captain's residence and historic Harbormaster role.



The Burtis House in Annapolis



The Burtis House in Annapolis

Question 8. How can redevelopment of City Dock balance the stated needs of property owners, residents, adjacent neighborhoods & tourists?

In general, the Panel believes that the interests of these constituencies are well-aligned in a City Dock revitalization process. The following strategies could be used to enhance the needs of the stakeholders:

Designing and Programming

Design and program a significant and attractive public use at the end of Hell Point, which invites residents and tourists to explore the far end of City Dock and enjoy the water-land connection. Focus on green space and public programming (entertainment and cultural).

Retail

Add service/grocery oriented retail mid-block (neighborhood focused) and entertainment/dining retail closer to the new public amenity at Hell Point. (A community and regional amenity as well as enhanced tourist experience.) A market analysis will need to be completed to determine the retail niche for City Dock.

Access & Parking

Redesign access & parking to create an attractive walkway while providing limited use parking for re-purposed service-oriented retail. The entertainment and dining uses would need to be pedestrian driven with limited parking, including valet.

Authenticity

Develop and encourage authentic offerings of goods and services to attract and endear residents to their locale and town, while resonating with tourists due to its uniqueness. Quality and uniqueness are key to avoid obsolescence (from the perspective of the local community).

Create space for new uses

Create new opportunities for infill development. A boutique hotel or mixed use with office or residential will drive additional pedestrian traffic (particularly during the off-season) versus retail. In addition, if these uses are incorporated into the existing landscape, they will improve the tax base, drive retail sales and enhance the sense of community and prosperity.

CONCLUSION

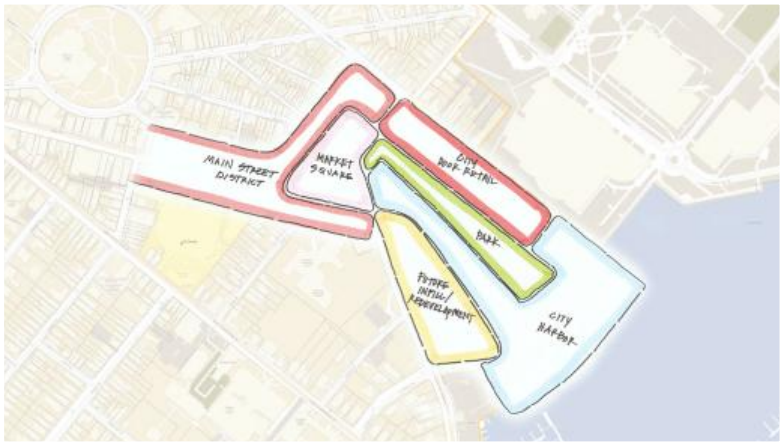
The Panel concluded that the most important characteristics of City Dock and the surrounding area are authenticity and uniqueness, which are clearly valued by life-long Annapolitans, transplanted residents and visitors alike. Make City Dock attractive to residents, and visitors will enjoy it all the more.

Finally...perhaps the moment that left the greatest impression on our Panel while we were in Annapolis was when a local architect at our public meeting spoke about the

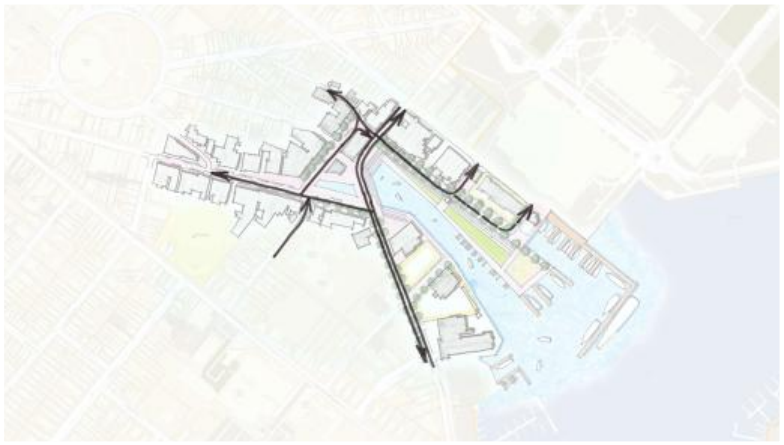
“MAGIC OF WATER MEETING LAND”

and how powerful that moment is for each of us as we experience it. As we think about the future of City Dock and its surroundings, we believe it's essential that the magic moments Annapolis residents and visitors experience at City Dock are never lost. The vision and stewardship of Annapolis' founders and civic leaders over the generations have left us all with a precious gift in a special place. We believe the heart of your task going forward is to be sure that future generations of Annapolis residents and visitors will continue to experience those magical moments when life takes on new meaning at the place where water meets land on the Severn River as it meets the Chesapeake Bay.

The ULI Baltimore TAP Panel thoroughly enjoyed its work in Annapolis and hope that it is helpful to the City moving forward. We are eager to help and provide information at any time in the future. Please contact ULI Baltimore and Lisa Norris at 410-844-0410 or Bryce Turner at 410-837-2727 for any additional follow-up.



Zoning / Programming

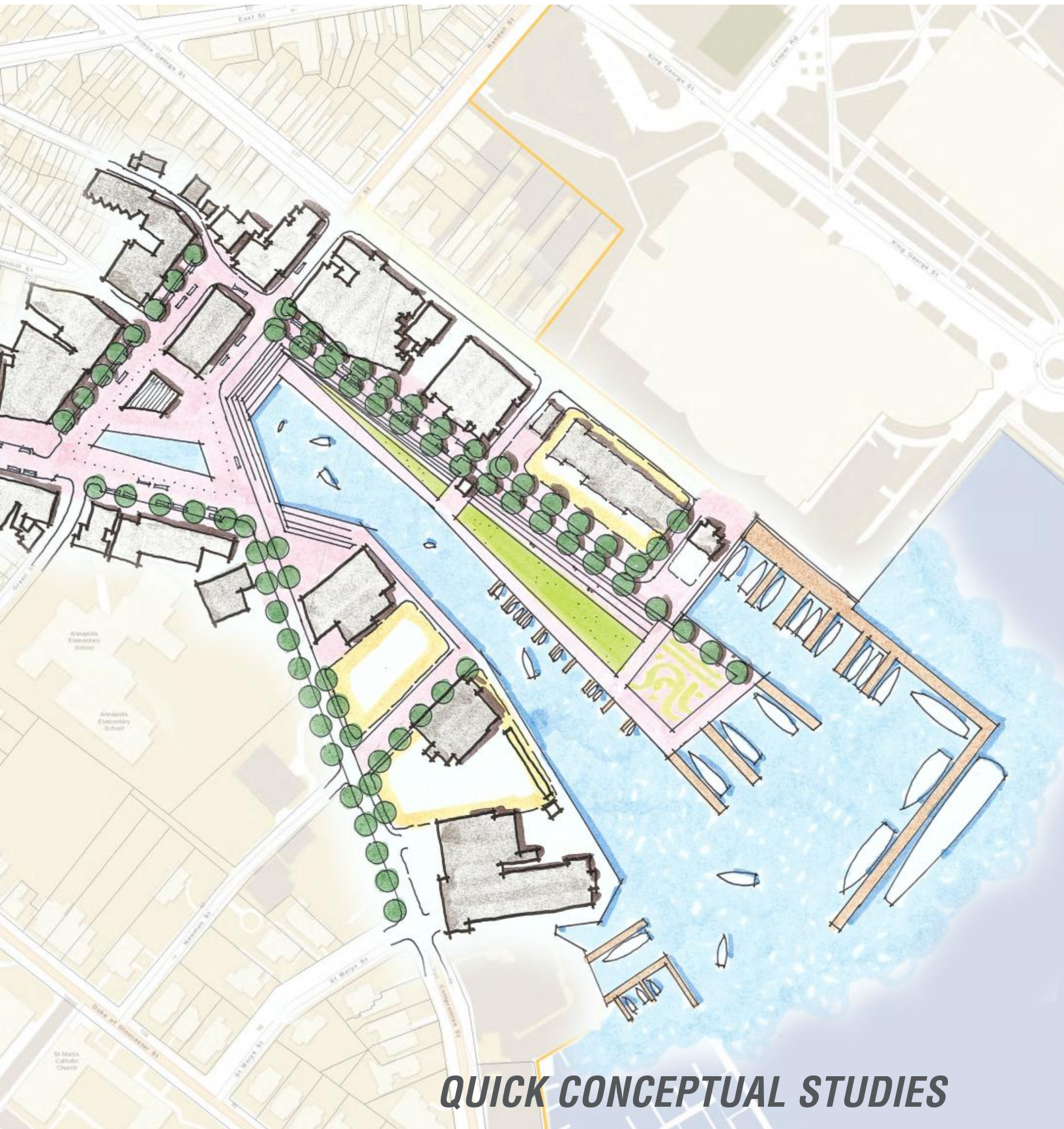


Vehicular Circulation



Pedestrian Pathways





QUICK CONCEPTUAL STUDIES

TAP Final Sketch Plan

APPENDIX

STAKEHOLDER INPUT

The challenge and opportunity for Annapolis and City Dock is figuring out the way forward for a community that seems eager to embrace a future that builds upon its history in ways that preserve authenticity and enhance the City Dock environment so that the diverse array of stakeholders, area residents and visitors all feel welcome. As Mayor Buckley said when he welcomed the TAP Panel Tuesday morning,

“People, not cars, should be the future focus of City Dock.”

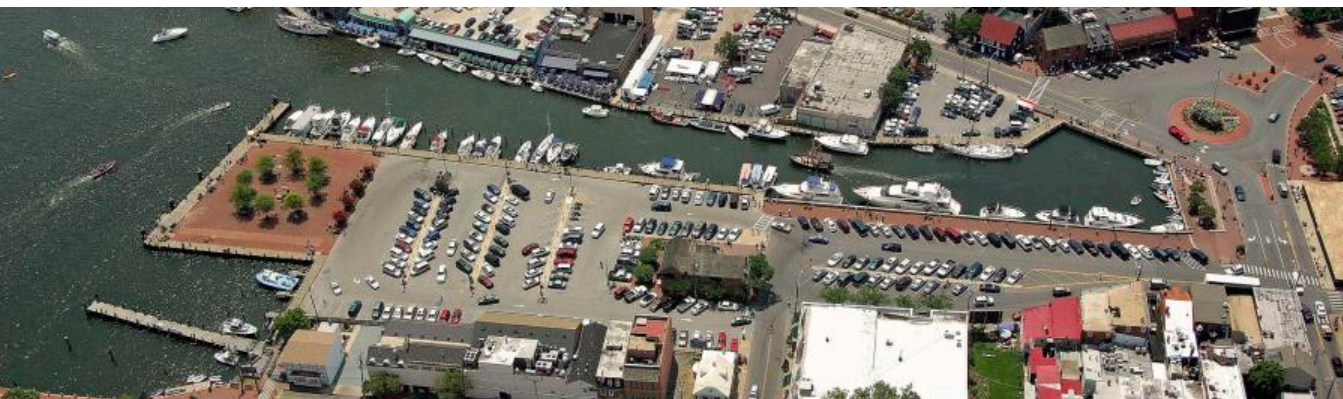
Echoing the Mayor’s remarks, many stakeholders stressed the need to create a pedestrian-friendly environment in City Dock and along Main Street. Several felt that widening Main Street’s sidewalks would benefit businesses by increasing pedestrian traffic. A member of Annapolis’ City Council told us

“My constituents want a walkable downtown with businesses serving local residents.”

Several spoke about the amount of parking available in the garages on the periphery of the Historic District, within easy walking distance of Main Street and City Dock. One suggested using electronic signs to inform drivers entering the City of the garage locations and available parking spaces in each. Others suggested using shuttle buses and vans for those unable or not wishing to walk from the garages to City Dock.



Cannes Electric Shuttle



City Dock Parking Lot

Many stakeholders urged the redesign and eventual elimination of the traffic circle separating Main Street from City Dock.

A past leader of Historic Annapolis spoke eloquently about Annapolis’ “authenticity.” She emphasized the importance of retaining independent businesses, reusing existing buildings, and valuing architecture from a variety of eras. Others called attention to the important role of building height limits in maintaining the Historic District’s character.

Stakeholders also spoke of the need to make the water more visible. One suggested demolition of the Harbormaster’s building to open up the view. Many stressed that more green space, park land and places to sit would create a more pleasant and relaxing environment for City Dock visitors.

Other stakeholders called attention to the diversity, or lack thereof, on City Dock and the surrounding area. Though acknowledging the Kunta Kinte-Alex Haley Memorial, one Annapolis resident said that fellow African-Americans don’t always feel welcome on City Dock, adding the adjacent area was once a predominantly African-American neighborhood. We heard from other residents about City Dock’s history as a port with a racially-diverse workforce.

“Fresh food and perhaps a Farmers Market would attract African-Americans back to City Dock,”

we were told, as would

“Music performances and festivals showcasing a variety of genres including jazz, blues and gospel.”

Although Annapolis’ attractiveness as a tourist destination speaks for itself, many stakeholders spoke of the need for businesses in City Dock and along Main Street to serve City residents as well, especially those living in the adjacent neighborhoods. A grocery store was suggested, as were a variety of specialty retailers. We also heard suggestions for converting upper level space in the building’s housing Main Street businesses into living space that would increase the residential population in the immediate area. One stakeholder felt this would be an attractive living option for young professionals – particularly those working within walking distance.

With the growing effects of climate change and its impact on waterfront areas, a former City government official stressed the necessity of resiliency being part of all plans for City Dock and the surrounding area. “We need to flood-proof Annapolis,” he told us and “prepare for conditions 10 to 15 years from now.”

Business owners on City Dock echoed these comments, as did officials from the U.S. Naval Academy, which adjoins City Dock. The USNA’s chief architect told us the Academy is conducting pilot projects as it plans for sea level rise.

For the most part, stakeholders commenting on the current proposal for a hotel at City Dock expressed opposition. “It’s too big for the site,” said one active community member, adding

“A small boutique hotel could work if properly sized and scaled.”

She also expressed concern about any noise and music from rooftop bars or other outdoor party areas that might be part of a hotel at City Dock.



Kunta Kinte-Alex Haley Memorial



Kunta Kinte Heritage Festival, City Dock 2018



Newman Seawall

PUBLIC COMMENTS



City Council Chambers

The standing-room only crowd that poured into the City Council Chambers on Tuesday evening provided further evidence of the high level of interest Annapolitans have for City Dock and the adjacent Historic District. One estimate placed 180 people in the Chambers, with others having the opportunity to watch the hearing live-streamed on the City's YouTube channel.

Listening to the Annapolis residents and other interested parties who spoke, the Panel was impressed with the thoughtfulness, eloquence and passion of everyone who shared their thoughts, concerns and suggestions for City Dock's future. The richness and diversity of what Panel members heard greatly informed our understanding and recommendations regarding the way forward.

Consistent with much of what we heard during our stakeholder interviews earlier in the day, Panel members took note of public comments that spoke about:



Walkable streets and Promenades

- Making City Dock and surroundings more walkable and bike-able while reducing the current volume of cars and buses traveling to and through the area.
- Creating a direct connection between City Dock and Main Street.
- Recognizing and celebrating City Dock's rich history as a working port and place where all Annapolis residents felt welcome.
- Assuring that walkers feel safe and have views that draw them into City Dock from the surrounding space.
- Maintaining the charm and human scale of City Dock and the surrounding area when considering plans for new development.

- Accommodating the perspective and needs of those who arrive at City Dock by boat while highlighting the maritime industry's historic and future value to Annapolis.
- Incorporating the needs of people with disabilities and creating an environment where people of all ages and ethnic diversity feel they belong.
- Assuring that City Dock's environment and amenities speak to the needs of Annapolis residents as well as visitors.
- Including Annapolis residents and business owners in planning for City Dock's future.
- Planning for the increased flooding risks from rising sea levels and more powerful storms due to climate change.



The many floods of Downtown

ABOUT ULI BALTIMORE

A DISTRICT COUNCIL OF THE URBAN LAND INSTITUTE

Baltimore is the Baltimore metropolitan regional District Council for the Urban Land Institute, serving Central Maryland and other parts of Maryland.

ULI is a nonprofit research and education organization supported by its members. As the preeminent, multidisciplinary real estate forum, ULI facilitates the open exchange of ideas, information and experience among local, national and international industry leaders and policy makers dedicated to creating better places.

Founded in 1936, the Institute now has more than 40,000 members worldwide, representing the entire spectrum of land use and real estate development disciplines in private enterprise and public service. The mission of the Urban Land Institute is to provide leadership in the responsible use of land to create and sustain thriving communities worldwide.

ABOUT THE TECHNICAL ASSISTANCE PANEL (TAP) PROGRAM

The objective of ULI Baltimore's Technical Assistance Panel (TAP) program is to provide expert, multidisciplinary advice on land use and real estate issues facing public agencies and nonprofit organizations in the Baltimore Region. Like ULI District Councils throughout the country, ULI Baltimore utilizes its broad membership base to administer one or two-day Panels and offer objective and responsible advice to local stakeholders and decision makers on a diverse set of land use issues. These issues can range from site-specific projects to public policy strategies.

The flexibility of the TAP program enables ULI Baltimore to present a customized approach for each TAP, one that allows Panelists to study and address specific contextual issues.

ULI BALTIMORE LEADERSHIP & TEAM

Kim Clark, District Council Chair

Sean Davis, Governance Committee Chair

Lisa Norris, District Council Coordinator

Danielle Dunlap, Senior Associate

Annapolis City Dock
Annapolis, MD

October 23-24, 2018
A Technical Assistance Panel
Report

ULI Baltimore
baltimore.uli.org

Let's reconnect America's sailing capital to the water...





Reclaiming a Local and National Treasure

 **Urban Land
Institute**

Baltimore

Sponsored by:
The City of Annapolis
Historic Annapolis, Inc
Preservation Maryland
National Trust for Historic Preservation

October 23-24, 2018