

SPECIAL MEETING
October 10, 2013

The Special Meeting of the Annapolis City Council was held on October 10, 2013 in the Council Chamber. Mayor Cohen called the meeting to order at 7:11 p.m.

Present on Roll Call: Mayor Cohen, Aldermen Budge, Paone, Alderwomen Hoyle, Finlayson, Aldermen Littmann, Kirby, Pfeiffer, Arnett

Absent on Roll Call: Alderman Littmann

Staff Present: City Manager Mallinoff, City Attorney Hardwick, Planning Zoning Director Arason, Chief of Comprehensive Planning Nash

LEGISLATIVE ACTIONS
RESOLUTION – 2ND READER

R-49-12 2012 City Dock Master Plan - For the purpose of adopting the Draft City Dock Master Plan as an addendum to the 2009 Annapolis Comprehensive Plan. For the purpose of considering amendments.

Planning and Zoning Director Arason and Chief of Comprehensive Planning Nash were present and answered questions from Council.

Chris Jakubiak, 222 Courthouse Court, Suite 1 C, Towson, Maryland 21204 representing Jakubiak Town & City Planning was present and answered questions from Council.

Development Consultant Caroline Moore, 3430 2nd Street, Suite 320 Baltimore, MD 21225 representing Ekistics, LLC was present and answered questions from Council.

City Council Actions Beginning 10/7/13,
Reconvened on Thursday, October 10, 2013 at 2:00 p.m.

Alderman Budge - I will be proposing the following amendment to my amendment #2, staff amendment #10:

Replace the fourth paragraph (the one beginning "Overall economic benefit") with:

Overall Impact of each significant element: Using the costs and benefits gathered above, and the intangible benefits outlined in this Plan, assess the overall impact of each element on the city, the businesses, and the residents. Consider, as well, the impact of doing nothing, or much less. Identify the key risks with each approach.

- Alderman Arnett moved to amend the Annapolis City Dock Master Plan (Draft) dated October 2013 as follows:

“The City Dock Master Plan

ANNAPOLIS ENJOYS A NATIONAL REPUTATION AS A DESIRABLE PLACE BOTH TO LIVE AND TO VISIT, BASED ON ITS HISTORY AND ACCESS TO THE CHESAPEAKE BAY. DOWNTOWN BUSINESSES CITE THESE SAME FACTORS AS KEY ADVANTAGES FOR COMPETING ON BOTH A LOCAL AND REGIONAL BASIS. ANNAPOLIS’ UNIQUE HISTORY, WITH INTACT HISTORICAL CITY PLAN AND ARCHITECTURE, COMBINED WITH ITS LOCATION ON THE CHESAPEAKE BAY ARE POWERFUL AND DESIRABLE QUALITIES. THESE QUALITIES AND THE

AMENITIES THAT COME ALONG WITH THEM ARE ENVIABLE BY ANY WORLD-CLASS CITY.

THE CITY DOCK IS AN INTRINSIC PART OF THE TOWN. IT HAS BEEN THE HEART OF THE CITY SINCE OUR FOUNDING. THE DOCK WAS INITIALLY DEVELOPED AS A ROBUST COMMERCIAL SEAPORT. WHEN THE EVER-INCREASING SIZE OF SHIPS EVENTUALLY SHIFTED THE FREIGHT AND PASSENGER BUSINESS TO BALTIMORE, CITY DOCK BECAME THE HUB OF THE CITY'S VIBRANT FISHING, CRABBING, OYSTERING, AND WAREHOUSING INDUSTRIES AND IT BECAME THE CITY'S CENTRAL MARKET. CHANGES IN THE CHESAPEAKE'S RESOURCES AND THE LOCAL ECONOMY HAVE CAUSED CITY DOCK TO EVOLVE AGAIN DURING OUR LIFETIMES. TODAY MILLIONS OF VISITORS AND THOUSANDS OF RECREATIONAL BOATERS VISIT CITY DOCK EACH YEAR. THE IMAGES OF THE CITY DOCK AREA, FRAMED BY INTACT HISTORIC BUILDINGS FROM THE 18TH AND 19TH CENTURIES, HAVE BECOME THE ICONIC EMBLEMS OF ANNAPOLIS, THE BEAUTIFUL HISTORIC SEAPORT. CITY DOCK IS NOT WITHOUT CHALLENGES, HOWEVER. FOR DECADES STUDIES HAVE CRITICIZED THE AREA FOR "GIVING CARS THE BEST VIEW OF THE WATER". THERE IS LITTLE HUMAN-SCALE OPEN SPACE TO CONGREGATE, TO DINE, TO ENTERTAIN AND TO BE ENTERTAINED. THE FEELING OF A HISTORIC SEAPORT IS MARRED BY VISUAL CLUTTER. VIEWSHEDS AND KEY SIGHT LINES ARE COMPROMISED. REPEATED FLOODING DAMAGES BUILDINGS, NECESSARY INFRASTRUCTURE AND CREATES AN OBSTACLE FOR VISITORS AND CUSTOMERS WHO MIGHT OTHERWISE ENJOY THEIR DOWNTOWN EXPERIENCE. BUSINESSES, WHO COMPETE WITH DEVELOPMENT OUTSIDE THE DISTRICT, INDICATE A CONCERN WITH SUSTAINING A YEAR ROUND, VIBRANT AND INVITING CITY CENTER."

- Alderman Budge moved to amend the Annapolis City Dock Master Plan (Draft) dated October 2013 as follows:

To add the language in Italics after the last paragraph:

"THE 2009 ANNAPOLIS COMPREHENSIVE PLAN CALLED FOR A PLAN FOR THE FUTURE OF CITY DOCK THAT WOULD:

- MAXIMIZE PUBLIC ACCESS TO THE WATERFRONT;*
- MAXIMIZE PEDESTRIAN AND BICYCLE FRIENDLY FEATURES;*
- INCORPORATE A VARIETY OF OPEN PLACES, BOTH LARGE AND SMALL, FOR PEOPLE TO CONGREGATE FOR VARIOUS PURPOSES;*
- ACCOMMODATE BOATS OF ALL TYPES, AS WELL AS DOCKING FOR CRUISE BOATS, COMMERCIAL VESSELS, AND WATER TAXIS;*
- WHEN HOSTING PUBLIC EVENTS, BALANCE THE NEEDS AND INTERESTS OF RESIDENTS, BUSINESSES, AND THE EVENT;*
- INCLUDE A TRANSPORTATION ELEMENT WHICH WILL CLEAR THE PROPOSED CIVIC SPACE OF PARKING PLACES FOR MOTOR VEHICLES, AND PROVIDE AN ALTERNATE NEARBY SITE FOR SUCH PARKING AND/OR REMOTE PARKING WITH SHUTTLE TRANSPORTATION;*
- PROPOSE MEASURES, INCLUDING THOSE RELATED TO TRANSPORTATION AND PARKING, WHICH ARE NECESSARY TO KEEP EXISTING DOCK STREET MERCHANTS VIABLE."* *Seconded. CARRIED on voice vote.*

#2 Budge

"THE MASTER PLAN IS A VISION FOR THE FUTURE OF THE CITY DOCK AREA. IT LEAVES MANY QUESTIONS UNANSWERED, WHICH MUST REMAIN THE SUBJECT

OF FUTURE STUDY. SEVERAL OF THESE QUESTIONS ARE IDENTIFIED IN THE PLAN ITSELF. OTHER QUESTIONS, WHICH MUST BE ADDRESSED AND BROUGHT TO CITY COUNCIL FOR EVALUATION AS COMPONENTS OF THE PLAN PROCEED, INCLUDE:

COSTS – AS BEST POSSIBLE, DIVIDE UP THE PLAN INTO SEPARATE PARTS/OPTIONS AND ESTIMATE COSTS, TIMEFRAME AND MAJOR DEPENDENCIES FOR EACH. WHAT WILL BE THE MAJOR IMPACTS ON BUSINESSES AND RESIDENTS?

BENEFITS – WHAT FUTURE SAVINGS WILL THE CITY SEE IF IT IMPLEMENTS THIS PLAN? HOW MUCH MORE COULD THE CITY EXPECT IN PROPERTY TAXES/INCREASED TAX BASE IF THE PROJECT WERE WILDLY SUCCESSFUL? ONLY MILDLY SUCCESSFUL? WHAT BENEFITS MAY BUSINESS OWNERS AND RESIDENTS SEE? THE “PROS” OF EACH OPTION/PART SHOULD BE IDENTIFIED AND QUANTIFIED AS BEST POSSIBLE. INHERENT IN THIS PROCESS IS ESTIMATING THE DEMAND FOR DIFFERENT USES IN THE NEW SPACES PROVIDED AS WELL AS ANTICIPATED INCREASED USE OF EXISTING SPACES.

OVERALL ECONOMIC BENEFIT OF EACH SIGNIFICANT ELEMENT – USING THE COSTS AND BENEFITS GATHERED ABOVE, MEASURE THE OVERALL ECONOMIC BENEFIT OF EACH ELEMENT AND ALSO CONSIDER THE COST/BENEFIT OF DOING NOTHING, OR MUCH LESS, AND THE ECONOMIC CONSEQUENCES OF VARIOUS ALTERNATIVES.

TIMELINE – THE CITY SHOULD DEVELOP TIMELINES BY WHICH THE IMPLEMENTATION COULD BE PHASED IN WITH CONTINGENCIES SO THAT THE PUBLIC IS ENCOURAGED TO HAVE REASONABLE EXPECTATIONS AND ALL CAN GAUGE PROGRESS. ACHIEVABLE AND RECOGNIZABLE MILESTONES WILL BE VERY IMPORTANT TO IMPLEMENTING A VISION THAT COULD TAKE 20 YEARS TO COMPLETE. THE TIMELINE SHOULD IDENTIFY WHICH COMPONENTS OF THE PLAN ARE CONTINGENT ON OTHER COMPONENTS OF THE PLAN. IT SHOULD INCLUDE DEPENDENCIES ON KEY EXTERNAL FACTORS AND EVENTS SUCH AS THE ANTICIPATED RECONSTRUCTION OF HILLMAN GARAGE.

IMPLEMENTATION PLAN – A ROBUST IMPLEMENTATION PLAN WILL BE CRITICAL TO ACHIEVING THIS VISION. WITH THE LOSS OF PARKING IN THE IMMEDIATE DOCK AREAS AND THE PROSPECT OF THE AREA BEING DISRUPTED FOR A LENGTHY PERIOD OF TIME FOR NORMAL BUSINESS ACTIVITIES IT IS VITAL TO PROVIDE NEEDED INCENTIVES TO BUSINESS AND PROPERTY OWNERS AS STAKEHOLDERS. IMPLEMENTATION SHOULD INCLUDE ENGAGING EACH AND EVERY PROPERTY OWNER, CHANGING ZONING APPROPRIATELY, IDENTIFYING A CATALYST PROJECT OR TWO THAT WILL, IF IMPLEMENTED, HAVE THE MOST ENCOURAGING EFFECT ON OTHERS, REVIEWING COMPARABLE INITIATIVES FROM OTHER LOCALITIES AND DEVELOPING INCENTIVES, BOTH FINANCIAL AND REGULATORY, THAT WILL ENCOURAGE PRIVATE AND PUBLIC INVESTMENT.

THE MASTER PLAN IS A VISION-AN OUTLINE PLAN FOR THE FUTURE DIRECTION OF THE CITY DOCK AREA. IT LEAVES MANY QUESTIONS UNANSWERED, WHICH MUST REMAIN MANY OF WHICH ARE ALREADY IDENTIFIED IN THE DOCUMENT WHICH WILL BE THE SUBJECT OF FUTURE STUDY. SEVERAL OF THESE QUESTIONS ARE IDENTIFIED IN THE PLAN ITSELF. OTHER QUESTIONS, WHICH MUST BE ADDRESSED AND BROUGHT TO CITY COUNCIL FOR EVALUATION AS COMPONENTS OF THE PLAN PROCEED, INCLUDE:

COSTS – AS BEST POSSIBLE, DIVIDE UP THE PLAN INTO SEPARATE PARTS/OPTIONS AND ESTIMATE COSTS, TIMEFRAME AND MAJOR DEPENDENCIES FOR EACH. WHAT WILL BE THE MAJOR IMPACTS ON BUSINESSES AND RESIDENTS?

~~BENEFITS – WHAT FUTURE SAVINGS WILL THE CITY SEE IF IT IMPLEMENTS THIS PLAN? HOW MUCH MORE COULD THE CITY EXPECT IN PROPERTY TAXES/INCREASED TAX BASE IF THE PROJECT WERE WILDLY SUCCESSFUL? ONLY MILDLY SUCCESSFUL? WHAT BENEFITS MAY BUSINESS OWNERS AND RESIDENTS SEE? THE “PROS” OF EACH OPTION/PART SHOULD BE IDENTIFIED AND QUANTIFIED AS BEST POSSIBLE. INHERENT IN THIS PROCESS IS ESTIMATING THE DEMAND FOR DIFFERENT USES IN THE NEW SPACES PROVIDED AS WELL AS ANTICIPATED INCREASED USE OF EXISTING SPACES.~~

~~OVERALL ECONOMIC BENEFIT OF EACH SIGNIFICANT ELEMENT— USING THE COSTS AND BENEFITS GATHERED ABOVE, MEASURE THE OVERALL ECONOMIC BENEFIT OF EACH ELEMENT AND ALSO CONSIDER THE COST/BENEFIT OF DOING NOTHING, OR MUCH LESS, AND THE ECONOMIC CONSEQUENCES OF VARIOUS ALTERNATIVES.~~

~~TIMELINE – THE CITY SHOULD DEVELOP TIMELINES BY WHICH THE IMPLEMENTATION COULD BE PHASED IN WITH CONTINGENCIES SO THAT THE PUBLIC IS ENCOURAGED TO HAVE REASONABLE EXPECTATIONS AND ALL CAN GAUGE PROGRESS. ACHIEVABLE AND RECOGNIZABLE MILESTONES WILL BE VERY IMPORTANT TO IMPLEMENTING A VISION THAT COULD TAKE 20 YEARS TO COMPLETE. THE TIMELINE SHOULD IDENTIFY WHICH COMPONENTS OF THE PLAN ARE CONTINGENT ON OTHER COMPONENTS OF THE PLAN. IT SHOULD INCLUDE DEPENDENCIES ON KEY EXTERNAL FACTORS AND EVENTS SUCH AS THE ANTICIPATED RECONSTRUCTION OF HILLMAN GARAGE.”~~

- Alderman Arnett moved to un strike “THE TIMELINE SHOULD IDENTIFY WHICH COMPONENTS OF THE PLAN ARE CONTINGENT ON OTHER COMPONENTS OF THE PLAN. IT SHOULD INCLUDE DEPENDENCIES ON KEY EXTERNAL FACTORS AND EVENTS SUCH AS THE ANTICIPATED RECONSTRUCTION OF HILLMAN GARAGE.” In the above paragraph. Seconded. CARRIED on voice vote.

~~IMPLEMENTATION PLAN – A ROBUST IMPLEMENTATION PLAN WILL BE CRITICAL TO ACHIEVING THIS VISION. WITH THE LOSS OF PARKING IN THE IMMEDIATE DOCK AREAS AND THE PROSPECT OF THE AREA BEING DISRUPTED FOR A LENGTHY PERIOD OF TIME FOR NORMAL BUSINESS ACTIVITIES IT IS VITAL TO PROVIDE NEEDED INCENTIVES TO BUSINESS AND PROPERTY OWNERS AS STAKEHOLDERS. IMPLEMENTATION SHOULD INCLUDE ENGAGING EACH AND EVERY PROPERTY OWNER, CHANGING ZONING APPROPRIATELY, IDENTIFYING A CATALYST PROJECT OR TWO THAT WILL, IF IMPLEMENTED, HAVE THE MOST ENCOURAGING EFFECT ON OTHERS, REVIEWING COMPARABLE INITIATIVES FROM OTHER LOCALITIES AND DEVELOPING INCENTIVES, BOTH FINANCIAL AND REGULATORY, THAT WILL ENCOURAGE PRIVATE AND PUBLIC INVESTMENT.~~

- Alderman Budge moved to place the above text at the end of the report after section “F” in a new section “G” titled “Implementation” making a new page 41. Seconded. CARRIED on voice vote.

Aldermen Budge moved to amendment his amendment #2, staff amendment #10 as follows:

To replace the fourth paragraph (the one beginning "Overall economic benefit") with:

”Overall Impact of each significant element: Using the costs and benefits gathered above, and the intangible benefits outlined in this Plan, assess the overall impact of each element on the city, the businesses, and the residents. Consider, as well, the impact of doing nothing, or much less. Identify the key risks with each approach.”
Seconded. CARRIED on voice vote.

Alderman Budge moved the following amendment as follows on page 9, of the Annapolis City Dock Master (Draft) dated October 2013:

“THE ARCHITECTURE AND STREETSCAPES, HUMAN IN SCALE, CONTRIBUTE TO THE CHARACTER, FEEL, AND SETTING. ANNAPOLIS’ UNIQUE SMALL-TOWN HISTORIC HARBOR DISTINGUISHES OUR COMMUNITY AND OUR ECONOMY FROM THE WATERFRONT DEVELOPMENTS OF SURROUNDING CITIES. THIS PLAN IS RESPECTFUL TO THE RICH HISTORY AND INTEGRITY OF THE AREA, PRESERVES VIEWSHEDS AND SIGHTLINES, AND DOES NOT COMPETE WITH THE HISTORIC CHARACTER. IN THE STUDY AREA THERE IS A COLLECTION OF 18TH AND 19TH CENTURY ARCHITECTURE THAT IS HIGHLY SIGNIFICANT TO MARYLAND AND TO THE ENTIRE NATION. CITY DOCK IS NOT ONE PARTICULAR PERIOD IN TIME THAT WE ARE TRYING TO RECREATE; RATHER THIS SETS FORTH A PLAN THAT MANAGES CHANGE, PROMOTES AN ECONOMICALLY SUSTAINABLE CULTURAL ASSET AND BALANCES 21ST CENTURY NEEDS WITHIN AN INTACT HISTORIC SETTING.”
Seconded. CARRIED on voice vote.

Budge

II. Guiding Principles Applied

In 2010, Mayor Josh Cohen directed the Planning Department to form a citizens’ committee to advise the City on rejuvenating City Dock. Twenty-five members reflecting varying interests were appointed and the City Dock Advisory Committee (CDAC) began its work. The Mayor charged the CDAC with establishing guiding principles for the use and redevelopment of City Dock, developing a master plan based on those principles, and encouraging and coordinating public participation throughout the planning process. CDAC published its first report, City Dock Advisory Committee: *Visions and Guiding Principles, Phase One Report*, in July 2011 after outreach to the Annapolis community. The principles as adopted by CDAC are listed in the Appendix to this report.

CDAC’s guiding principles are the foundation for this Master Plan and the presentation, which follows, is organized around these principles. Each of the next sections leads with a summary statement of a guiding principle: (1) Gradual Improvement with Emphasis on **MAINTAINING THE INTEGRITY [ESSENCE] OF THE COLONIAL ANNAPOLIS HISTORIC LANDMARK DISTRICT, INCLUDING** Historic Layout, Scale, Vistas, (2) High Quality Walkable Public Open Spaces, (3) Toward Balance in Transportation on City Dock, (4) Greening and Sustainability, and (5) Public Art: Nurturing the Uniqueness of Place.

THE CHANGES TO CITY DOCK DESCRIBED IN THIS MASTER PLAN SHOULD BE IMPLEMENTED IN HARMONY WITH THE 1986 MARITIME ZONING AND ECONOMIC STRATEGY ADOPTED BY THE CITY COUNCIL IN 1987.

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- Alderman Budge moved to strike “[ESSENCE]” in the above paragraph.
Seconded. CARRIED on voice vote.

Alderman Budge moved to amend on page 14, of the City Dock Master Plan (Draft) dated October 2013 as follows:

Scale and New Buildings

The Plan envisions that redevelopment will occur on City Dock. Three opportunity sites are shown on the exhibit below. Each project has the ability to contribute to the context and setting of City Dock and indeed each has the potential to distract from it as well. **REDEVELOPMENT OF THE OPPORTUNITY SITES SHOULD RETAIN THE “SMALL TOWN FEEL” OF**

~~DOWNTOWN ANNAPOLIS. The approximate footprint of the buildings are set outside of the principal viewsheds to and from the water. IN ADDITION THE HARBORMASTER BUILDING, WHICH PRESENTLY FORMS A WALL ACROSS THE MIDDLE OF DOCK STREET, IS REMOVED. However, it will be imperative that viewshed analyses be undertaken during the plan review process for any new development or major redevelopment projects on City Dock.~~

To un strike

~~“Apart from views, other important considerations should be made. For example, for the proposed redevelopment projects along Dock Street, strong building massing of three to five story heights facing the water will help activate and frame the open spaces. Such larger buildings also have the potential to distract from the architectural patterns established on Prince George Street. This is especially the case on that section of Prince George Street between Craig Street and Randall Street. New building forms facing Prince George Street at this location will need to fit harmoniously with a historic residential character.”~~

Apart from views, other important considerations should be made. For example, for the proposed redevelopment projects along Dock Street, strong building massing of three to five story heights facing the water will help activate and frame the open spaces. Such larger buildings also have the potential to distract from the architectural patterns established on Prince George Street. This is especially the case on that section of Prince George Street between Craig Street and Randall Street. New building forms facing Prince George Street at this location will need to fit harmoniously with a historic residential character.

On the former Fawcett’s site, the Plan’s principal objectives include setting new buildings back from the water’s edge by 45 to 55 feet. This allows space for the promenade and ample room for flood mitigation infrastructure while leaving space for outdoor use by the users of the building in ways that will energize and enliven this side of City Dock. ~~FOR SIMILAR REASONS, AND TO PROVIDE VIEWS TOWARD THE WATER FROM COMPROMISE STREET, THE BUILDING SHOULD BE SET BACK 20 TO 25 FEET FROM NEWMAN STREET.~~ It is recommended that the buildings have a ~~far~~ smaller setback along Compromise Street; 15 to 20 feet would be about enough to secure the proposed sidewalk width needed in this area. ~~The building would likely be developed in part on property presently owned by the City (the “Fleet” parking lot, located at the intersection of Newman and Compromise Streets.).~~ The massing of building(s) on the former Fawcett site should ~~provide a beautiful~~ enhance the historic character and provide a compatible backdrop to the proposed public space on the Donner Lot and help frame, in the distance, the proposed market square. Two ~~to three~~ AND ONE-HALF stories are recommended. ~~IT WILL BE IMPERATIVE THAT VIEWSHED ANALYSES BE UNDERTAKEN DURING THE PLAN-REVIEW PROCESS FOR ANY PROJECTS IN THIS OPPORTUNITY SITE.~~

~~WITH THE PROPOSED OPPORTUNITY SITES ALONG DOCK STREET, REMOVING THE HARBORMASTER BUILDING AND MOVING THE BUILDING FOOTPRINTS OUTWARD AS DEPICTED WILL ACTIVATE AND FRAME THE OPEN SPACE FACING THE WATER WITH BUILDINGS OF THREE STORIES. CURRENTLY THE HARBORMASTER BUILDING AND THE LARGE OFFSET TO THE OUTER DOCK STREET SIDEWALK PRESENT A VISUAL BARRIER THAT INHIBITS PEDESTRIAN FLOW OUT THE LANDWARD SIDE OF DOCK STREET. RECONFIGURING THE BUILDING FOOTPRINTS WOULD ALLOW THE BUILDINGS TO BE ON A CONTINUOUS SIGHTLINE, HELPFUL TO THE FLOW OF PEDESTRIAN RETAIL TRAFFIC. BRINGING THE ARCHITECTURE CLOSER TO THE WATER BRINGS THE PEOPLE CLOSER TO THE WATER AND GENERATES MORE VITALITY AND BUSINESS ACTIVITY.~~

Alderman Budge moved to amend on page 14, in the last paragraph of the City Dock Master Plan (Draft) dated October 2013 as follows:

To strike “WITH BUILDINGS OF THREE STORIES” in the last paragraph. Seconded. CARRIED on voice vote.

Upon motion duly made, seconded and adopted, the meeting was adjourned at 11:13 p.m.

Regina C. Watkins-Eldridge, MMC
City Clerk