APPENDIX A.
PLAN STRATEGIES

The parameters of the Maryland Heritage Preservation and Tourism Areas Program call for a broad array of strategies and actions to be pursued to implement a successful heritage area. This appendix presents the full range of strategies recommended for the heritage area, structured according to the Management Plan Requirements published by the Maryland Heritage Areas Authority. Those strategies and actions considered the highest priority for action by the heritage area management entity and its heritage partners are presented in Chapter 4.0 and referenced in this appendix. Other strategies are considered important to the future of the heritage area but are addressed in this appendix only, because they are the primary responsibility of other parties and/or are considered to be a longer range proposition for implementation. Regulatory programs for the protection of historic and cultural resources and landscapes, for example, will continue to be addressed by city and county governments rather than the heritage area management entity, although the entity could fulfill an important advocacy role in this and similar strategies. Expanded water transportation services is an example of a strategy that could be a vital component of a successfully functioning heritage area but is likely to require enhancement of the heritage tourism market through other actions before it is likely to be commercially viable.

1.0   STRATEGIES FOR ENHANCING HERITAGE RESOURCES

The Annapolis, London Town, and South County Heritage Area is blessed with an abundance of heritage resources, such as historic properties and districts; scenic landscapes; archaeological sites; and waterways and other environmental resources. Some of these resources are presently accessible or could be made available to the public. Others are privately owned but are an essential part of the historic, cultural, and natural fabric of the heritage area. This section presents strategies designed to:

1. Enhance public historic, cultural, environmental, and recreational resources available to the public, and
2. Improve the private investment climate related to rehabilitation of historic buildings and conservation of important cultural landscapes.

1.1   Heritage Resources Available to the Public

Publicly accessible heritage resources are among the area's primary attractions. The U.S. Naval Academy and Maryland State House are major visitor destinations. Many

thousands of visitors, residents and tourists alike, enjoy the historical ambience of urban and rural landscapes, accommodations and meals in historic structures, and guided heritage tours. In short, the Annapolis, London Town, and South County Heritage Area is a "mature" heritage destination, replete with profile, ambience, amenities, and attractions.

Analysis of publicly available heritage resources suggests that they could be enhanced in several ways. At present there is no one place where visitors can receive an interpretive overview of the area's history and heritage. In Annapolis, congestion during times of peak visitation is a concern for both the quality of visitor experience and the quality of life of residents. This suggests the need to better manage visitation and spread it to other sites within the heritage area. Encouraging longer visits will also require enhancement and linkage of existing heritage sites and, possibly, establishment of new ones so that visitors can extend their stays while enjoying a consistently high level of hospitality and interpretation. In general, the richer, more active, and rewarding the experience of heritage sites, the greater will be visitor appreciation.

Because the heritage area's resources are so diverse, no one strategy can enhance each and every site. Two of the strategies proposed in this section focus on key individual heritage sites. The third and fourth strategies outline actions that can be adopted wholesale or selectively for multiple sites within the heritage area.

Strategy: *Continue to develop London Town as an important destination and educational resource for the heritage area.*

London Town is an important historical, archaeological, botanical, and recreational site that represents the continuity of regional history from the 17th century to the present. Implementation of the *Historic London Town and Gardens Master Plan*, including establishment of a new Archaeology Learning Center, is a major priority for the heritage area (see Management Plan Section 4.1.2).

Strategy: *Develop Historic Annapolis Foundation's proposed museum as a resource that links and provides context for sites in historic Annapolis and throughout the heritage area.*

Receiving an overview of area history is one of the most pressing needs of heritage tourists. Historic Annapolis Foundation (HAF) is currently exploring establishment of a museum that will help fulfill this need by expressing the richness of heritage resources in Annapolis with suitable reference to resources elsewhere in the heritage area. Like the London Town improvements, establishment of a new museum in Annapolis is a major priority for the heritage area (see Management Plan Section 4.1.2).

Strategy: Enhance or develop other heritage sites as appropriate to achieve the interpretation and education goals of the Management Plan.

The primary vehicle proposed to enhance other publicly accessible heritage sites is to enrich interpretation in the context of an overall interpretive framework that links the heritage area's diverse resources. This proposed interpretive framework and supporting actions are described in Chapter 3.0 of the Management Plan. A second component of this strategy is to restore and/or program sites that are already owned by heritage organizations, local government, or other parties interested in their preservation and interpretation. London Town has been identified as the single most important of these sites, but others exist that would make significant contributions to the heritage area with enhanced interpretation for visitors. Examples include:

- ***Maynard-Burgess House:*** This property is owned by the City of Annapolis and currently programmed for restoration through a collaborative effort by the City, State, and Historic Annapolis Foundation (see Appendix B, Section 2.2.1). When properly restored, this site will provide a major opportunity to interpret middle-class African-American life in 19th-century Annapolis with an emphasis on the life and times of free Africans.

- ***Charles Carroll House:*** A major fundraising campaign is underway to restore and improve this historic house off of Duke of Gloucester Street in Annapolis (see Appendix B, Section 2.2.1).

- ***Stephen Steward Colonial Shipyard:*** There is currently no public access to this important archaeological resource, an 18th century shipyard on the West River near Galesville. The Steward Colonial Shipyard Foundation, Inc. is planning to develop a learning center and museum on property adjacent to this resource.

A third way to enhance heritage resources is through acquisition and development of interpretive programs on properties that are currently in private ownership. Such opportunities should be carefully considered because of the cost of acquisition, development, and operation and the number of existing sites in need of enhancement. Nevertheless, acquisition and development of new heritage sites could be considered as part of a long-range strategy to increase the diversity and richness of experiences available to visitors to the heritage area.

Strategy: Enhance parks, recreational facilities, and other public lands where appropriate to interpret natural and cultural heritage.

Public parks and recreational facilities are a significant resource for the Annapolis, London Town, and South County Heritage Area. The heritage area contains parks owned and operated by the State of Maryland, Anne Arundel County, and the City of Annapolis. In addition, there is an abundance of other public lands that are either open or could potentially be open to the public. Examples include the Smithsonian Environmental Research Center (SERC) and the Greenbury Point wildlife

sanctuary and archaeological site to be preserved on property owned by the U.S. Navy.

Recreational resources – particularly where they allow people to experience the rich natural environment of the Chesapeake Bay and its watershed – are important to broaden the range of activities available to heritage area visitors. Many potential visitors may be interested in combining historical and cultural experiences with outdoor recreation and nature-oriented activities. To capitalize on this potential market, and to increase opportunities for local residents to learn about the area's heritage, avenues to link recreational activities to education and interpretation of historic, cultural, and natural resources should be explored. In this way recreation can be made integral to the entire heritage tourism experience.

This strategy involves developing interpretive facilities and programs in selected parks and public lands that provide appropriate opportunities to learn about the area's natural and/or cultural resources. Bringing people to the water is especially important because of its innate attractiveness and the importance of the Chesapeake Bay and its tributaries to the region's heritage. Specific components of this strategy include:

- ***Explore opportunities to make publicly owned properties that are not currently accessible or have restricted access open to the public.*** Examples include the County's Thomas Point Park, the historic farmhouse in Sandy Point State Park, and Greenbury Point. The Chesapeake Bay Foundation's (CBF) new headquarters at Bay Ridge Beach provides another opportunity for interpretation of the area's natural heritage for scheduled groups (coordination with CBF would be required).

- ***Develop interpretive facilities focused on natural and cultural resources in existing parks and natural areas where appropriate.*** As an example, Anne Arundel County has prepared a master plan to develop the 341-acre Beverly Triton Beach Park in Mayo as an interpretive nature park.

- ***Acquire land with natural and/or cultural resource value for development as public parkland.*** A good example is the acquisition in 1999 of the 488-acre Franklin Point property in South County near Shady Side through a joint county/state initiative. Currently undeveloped and not open to the public, this property has potential to be developed into a park providing access to the Chesapeake Bay.

Interpretive activities on parks and public lands should be linked to the heritage area interpretive framework and themes described in Chapter 3.0 of the Management Plan.

1.2   Private Heritage Resources

The historic and cultural character of the heritage area is largely derived from privately owned homes, buildings, sites, and landscapes (e.g., working farms). In general, the heritage area is fortunate to have a strong investment climate in which historic structures are valued and (with isolated exceptions) kept in good condition. The maintenance of cultural landscapes associated with the agricultural and watermen's uses that formerly sustained the area is more problematic. Agriculture is in economic decline in Anne Arundel County and Maryland as a whole, while the traditional watermen's economy has largely been replaced by recreational boating.

Two strategies are proposed to improve the climate for conservation of historic properties and cultural landscapes within the heritage area. The first builds on the strong public and private programs already in place to encourage preservation and reuse of historic buildings and properties. The second focuses on ways to maintain the traditional agriculture and fishermen's industries as viable parts of the heritage area's cultural landscape.

Strategy: Strengthen and expand grant, loan, incentive, and educational programs to encourage preservation, rehabilitation, and reuse of historic properties.

A number of organizations have programs in place to encourage and assist private owners in Annapolis and Anne Arundel County to conserve historic properties. Historic Annapolis Foundation has been a leader in this area through its historic easement and property owner outreach programs. The Maryland Historical Trust, Anne Arundel County Trust for Preservation, the National Trust for Historic Preservation, and Anne Arundel County also own protective easements on properties in the City or County. The County's past and current preservation efforts have used grant and loan programs available through the state and other non-profit preservation organizations. Other state and federal funding sources (e.g., Community Development Block Grants) have been used to leverage preservation funds, as have county revenue sources (e.g., scattered sites renewal).

The existing programs should be continued and expanded using a variety of tools to encourage preservation, rehabilitation, and reuse of historic properties in the County and the City. These tools include outreach to private property owners to educate them about preservation issues and techniques; historic easements; tax credits; and grant and loan programs for preservation and rehabilitation activities. Owners of eligible properties should be encouraged to apply for the Heritage Preservation Tax Credit (see Appendix B, Section 2.0). This program provides a Maryland income tax credit equivalent to 25 percent of the qualified capital costs expended in the rehabilitation of a "certified heritage structure." Deferral of local taxes on the increase in property values resulting from rehabilitation activities should also be considered. The federal homeowners' tax credit act is another potential program.

Strategy: Implement programs to secure agriculture/family farming and fishing as viable components of the heritage area economy.

Based on agricultural census figures, agriculture in Anne Arundel County is in severe economic decline with average farm income less than half of that of New Jersey farms and less than a third of Pennsylvania farms. The decline of traditional family farming is highly visible in overgrown fence lines, abandoned fields and buildings, and the spread of corporate sod farming. This decline is not only eroding the cultural landscape, but is also limiting positive interaction between residents of urban and suburban areas and rural farmers.

As part of the Future Harvest project, the Chesapeake Farms for the Future Board has developed recommendations for farmland protection state-wide in a report entitled *Farms for the Future: A Strategic Approach to Saving Maryland's Farmland and Rural Resources*. The report proposes increased support by the State for county farmland protection programs, such as the Agricultural and Woodland Preservation Program. The County's 1997 *General Development Plan* recommends a number of actions designed to support agriculture as a viable enterprise in Anne Arundel County. These actions include:

- Affirming the right to conduct agriculture (e.g., "right-to-farm" legislation).
- Promoting new and existing agricultural uses and products (e.g., marketing programs and cooperatives to promote local agricultural products, demonstration programs for alternative agricultural and forestry enterprises).
- Discouraging the loss of agricultural land to development (e.g., transfer of development rights and rural residential clustering).

The County should continue to identify and implement actions to support agriculture. Alternative agricultural practices such as organic farming should be encouraged. As an example, the U.S. Naval Academy Dairy Farm, located in Gambrills outside of the heritage area, has been leased to a private operator as an operating organic dairy farm. Opportunities to interpret agriculture as part of the history and tradition of the region should also be pursued. The Benson-Hammond House, Hancock's Resolution, and Kinder Farm Park are examples of agricultural interpretation programs being pursued by the County at sites outside of the heritage area.

Historically there was a strong connection between agriculture and the maritime economy – many farmers worked as watermen and the reverse was also true. Today this historic connection has been essentially severed and the fishing/shellfishing industry largely supplanted by recreational boating. While it is unrealistic to expect that a healthy watermen's economy can be fully reestablished given the state of the Bay's fisheries and the value of waterfront land for other uses, certain actions can be taken to reposition fisheries as a component of the heritage area maritime industry. *Making South County Count*, the report of the 1998 Chesapeake Bay Countryside Exchange, recommends the following actions to "recapture" commercial fisheries in South County:

- Provide affordable docking for watermen (e.g., allocate one low-cost slip to watermen for every ten pleasure craft slips created through the existing permit system).
- Investigate the possibility of rehabilitating abandoned docking areas for use by watermen.
- Investigate the purchase and development of the Johns Hopkins structures as a processing/marketing facility.
- Seek funding to conduct pilot aquaculture projects (fish and shellfish).
- Developing a marketing program for fishing products.

The Deale-Shady Side Small Area Plan currently under development is also exploring opportunities to promote commercial fishing activities in South County. Measures under consideration include regulatory changes to accommodate watermen's activities, working to provide space for commercial slips on the Johns Hopkins property, and re-opening the Deale Wharf to use by local watermen. While identification of a detailed strategy to support watermen's activities is outside of the scope of the Management Plan, it is recommended that the County build on the efforts of the Countryside Exchange and the Deale-Shady Side Small Area Planning Committee to implement a plan to promote commercial fishing as a viable enterprise.

2.0   STRATEGIES FOR ACHIEVING OPTIMUM VISITATION

The strategies for achieving optimum visitation have several different components. The first is to identify target markets and niches for the heritage area. The purpose of the heritage area initiative is not to indiscriminately increase the number of tourists. Rather, it is to change the profile of some of those who currently visit: from "day trippers" to persons with discretionary income, who have an interest in historic, cultural, and natural resources, and who may be willing to spend two or more days to experience the area's heritage.

The second component is to develop a strategic marketing program for effectively reaching priority markets. This program should be implemented in conjunction with the third component of the visitation strategies: a new, more visible and accessible Visitors Center. A new Visitors Center is essential to orient visitors to the rich resources available in the heritage area and to manage the impacts of heritage tourism activity on local quality of life.

The final component of the strategies for achieving optimum visitation is careful attention to the concept of carrying capacity. Carrying capacity refers to the level of visitation or use a site or area can sustain without degrading cultural or environmental resources and quality of life. A sustainable level of visitation will be achieved through strategies designed to manage the flow of visitors so as not to overburden heritage sites, resources, or supporting infrastructure such as roads.

2.1   Target Markets and Niches

Heritage tourism is not one market but a confluence of many markets, including special interest, pleasure, and business travelers as well as a wide variety of local and non-local organizations that could find the setting conducive to their activities and interests. Within these broad markets are particular demographic segments of the visitor population that could be singled out for special attention and targeted in a program to promote visitation to the heritage area. A listing and brief discussion of potential niche markets for the Annapolis, London Town, and South County Heritage Area follows below. For the purpose of marketing outreach, this discussion focuses on visitors; residents interested in local history and culture are another source of visitation to heritage area sites.

- The primary market for preservation visitation in the heritage area is the traveler with a special interest in historic sites, cultural events and/or environmental issues. Narrowly defined, the "history buff" who will actively seek out historic sites and events makes up about 10 percent to 25 percent of all visitors to historic sites and events. Travelers with more than a passing interest in history could comprise up to half of all visitors to historic sites and events (the rest simply enjoy the experience).

- The market for visitors to historic sites and events overlaps somewhat with the market comprised of those seeking out cultural and arts events (nationally, this overlap is about 60 percent). A similar overlap may exist with respect to travelers with a special interest in environmental preservation and the heritage area's primary natural resource, the Chesapeake Bay. One out of eight visitors to Anne Arundel County cites the bay as the major attraction for the visit, and one out of five cites historic seaports. Boating visitors constitute another important group drawn by one of the heritage area's unique attributes. Each of these special interests – history, culture, environment, water recreation, and preservation – should be given top priority in a targeted marketing strategy to increase visitation.

- The preservation meeting market is a related potential market that should be targeted. This market is one way to reach the history buff (as a member of an historic/cultural/preservation association), but it would also target educational and other groups and associations that are either oriented toward heritage issues or are appreciative of heritage amenities. Meetings would tend to be relatively small conferences that could be held in a variety of historic settings or at hotels in or near historic areas.

- More generally, studies show that 17 percent of all overnight travelers undertaking historic/cultural activities are on business trips, and that one-third of all overnight business travelers engage in historic or cultural activities on the trip. As part of a niche marketing strategy for the heritage area, planners of business meetings/trips could be targeted to inform them of the advantages of a preservation setting.

- Other group functions should be targeted as well. For example, national, state, and local educational groups represent a niche market for preservation activities, events, and meetings. Prime examples include the Maryland History Program and other programs for student groups. Activities include special presentations and tours and marketing of historic sites as attractive settings for awards or achievement ceremonies or similar events. This niche market is currently being addressed through programs offered by Historic Annapolis Foundation and other heritage area organizations.

- Empty nesters, seniors, and retirees comprise a niche group that appears to be under-represented in current visitation to the heritage area and can usually be expected to show particular interest in historic and cultural sites and events. Less than one quarter of all heads of households visiting Anne Arundel County are aged 55 or more, while one-third of all preservation (historical/cultural) travelers falls in that age group.

- A low proportion of arrivals by bus or bus tour groups in the county may indicate a related market that is underdeveloped, although the current rates are not out of line with national trends. Both bus tours and local guided tours are utilized particularly heavily by seniors/retirees, and targeting their expansion could help attract that market niche. Group bus tours are a relatively inexpensive way to travel and appeal to the cost-conscious visitor. Group tours are also more frequently utilized by the preservation traveler.

- The greatest potential source of additional preservation visitation to the heritage area is not a niche market per se, in the sense of being a special demographic or other group. Instead, it is the traveler who currently stays outside of Anne Arundel County and makes a one-day trip to the County. This group is comprised primarily of pleasure travelers, and half of all pleasure travelers can be expected to visit historical or cultural sites and/or events if they can be induced to stay overnight.

- Families with children may account for a disproportionate share of the day visits. Thirty percent of the parties visiting the County include children; on average nationally, however, only 20 percent of parties visiting historic and cultural sites and events include children. Preservation sites and activities in particular should target families with children as a niche market that may at present be overlooked due to the tendency for preservation sites to appear overly educational and not much fun to visit. Targeting a wide range of preservation-related activities for children could greatly impact preservation visitation.

2.2   Strategic Marketing Plan

The Annapolis, London Town, and South County Heritage Area presently draws many hundreds of thousands of visitors each year. As a mature tourism destination, the heritage area marketing strategy is focused less on increasing total visitation than on enhancing the quality of the visitor experience and prompting visitors to

extend their stays. This approach to marketing reduces pressures on the area's carrying capacity and also may reduce the marketing cost-per-visit.

The marketing strategy should focus on the heritage area's unique competitive advantages: the total ambiance created by the combination of the urban environment of Annapolis, the pastoral resources of Anne Arundel County, and waterways as a unifying element, coupled with the presence of sites of national and international significance, such as Annapolis' historic downtown and the U.S. Naval Academy. These advantages are expressed in the interpretive framework and themes described in Chapter 3.0 of the Management Plan.

The Annapolis and Anne Arundel County Conference and Visitors Bureau (AAACCVB) has an active and successful marketing program in place. The strategies outlined below are designed to extend the current program through the development of new formats and linkages.

Strategy: Develop visitor-friendly marketing materials and packages that link heritage attractions with each other and with private sector hospitality businesses.

This strategy builds on the AAACCVB's existing program by integrating the interpretive themes and products described in Chapter 3.0 of the Management Plan into marketing materials targeted to identified niche markets. As described in Chapters 3.0 and 4.0, components of this strategy include:

- Audience Identification (i.e., market research to refine the target markets and niches discussed above)
- Heritage Area Website (currently under development)
- Joint Marketing/Passport Program
- Visual Consistency Program (i.e., design of recognizable graphic images for the heritage area)
- Marketing Materials (i.e., that translate the interpretive themes presented in Chapter 3.0 into persuasive print, audio, or visual presentations)

In addition to promoting connections among heritage attractions, the marketing strategy should seek linkages to private business through mechanisms such as discounted purchases and package tours or programs involving both heritage sites and private enterprises.

Strategy: Establish marketing linkages to attractions outside of the heritage area.

The Annapolis, London Town, and South County Heritage Area is an important component of the larger Chesapeake Bay region. The heritage area has many historical ties to other sites in the region, and these linkages represent an opportunity for cooperative marketing. While the initial marketing strategy will by necessity focus on marketing and linking Anne Arundel County attractions in and

close to the heritage area, a logical next step is to establish external marketing linkages to the surrounding region, including the Washington and Baltimore metropolitan areas and to the Eastern Shore. As the capital city, Annapolis could be marketed as the "gateway to Maryland" and a base for day trips to these other destinations. (See Management Section 3.3.3 for a discussion of potential linkages).

2.3   Visitors Center

The existing Visitors Center is operated by the AAACCVB on Inner West Street in Annapolis. While attractive and well-managed, this center is not ideally located and lacks the space needed for hospitality services, orientation programs, and transportation facilities if it is to serve as a truly effective point of welcome for visitors to the heritage area.

Strategy: Develop a new Visitors Center as a primary gateway to the heritage area.

A new Visitors Center is considered key to the success of the Annapolis, London Town, and South County Heritage Area. Recommendations for development of a new center are presented in Section 4.1.2 of the Management Plan.

2.4   Carrying Capacity

The City of Annapolis is an established visitor destination, attracting approximately one million persons a year. A major issue for the City and its residents is how to accommodate this influx of visitors within the constraints of a compact city form initially established in the late seventeenth century. While there may be issues surrounding traffic capacity at some intersections, the major carrying capacity concern is related to parking and related traffic congestion in the downtown historic area. In 1995 the report of the Downtown Annapolis Parking and Transportation Committee (DAPTAC) estimated downtown parking demand of 1,600 spaces on weekdays, 2,000 spaces on Saturdays, and 900 spaces on Sundays (with no seasonal adjustments). The total downtown garage and meter supply was 1,570 spaces at that time. Applying a realistic capacity adjustment to the total inventory (85%) to allow for turnover, the realistic supply falls to 1,335 spaces, meaning that the parking supply deficit is even greater. It is likely that there has been growth in demand since that time, but it is clear that any substantial increase in visitation would exceed the current parking capacity unless compensatory measures are implemented. In addition, redevelopment of the Inner West area will increase demand, although the City is planning for new parking facilities to address that increase. Traffic problems in the downtown are directly related to the parking shortage, as visitors cruise the streets searching for the available parking. Also, the effects of large tour buses circulating and stopping in the narrow streets add to the congestion.

Portions of the heritage area outside of the Annapolis Historic District and U.S. Naval Academy do not currently experience significant tourist activity. Nevertheless, residents of these areas have concerns regarding the potential effects of increased tourism on rural roads and villages that do not have the infrastructure or support services to accommodate high levels of visitation. The physical capacity of individual heritage sites is also an issue. For example, current visitation to the Frederick Douglass Museum and Cultural Center in Highland Beach is considered to be close to the maximum possible without adversely affecting the site and the surrounding community.

Given these carrying capacity issues, the proposed strategies are designed to balance tourism and associated economic development with local quality of life. In Annapolis, a fundamental objective is not to increase significantly the *number* of tourists, but rather to promote a shift in the *type* of tourists to those who wish to stay longer to experience the area's heritage and are willing to spend more money. As recommended by the 1998 *Annapolis Comprehensive Plan*, parking capacity issues in the downtown will addressed by a comprehensive parking management strategy developed by the City. Potential components of this strategy include developing as much parking capacity as possible within walking distance, providing shuttle service from fringe parking if additional capacity is needed, encouraging multi-day visitors to leave their vehicles parked and walk/shuttle in the downtown area, and managing the parking resources on a real-time basis (providing a parking management system) to direct inbound traffic directly to the available spaces (whether in the downtown core or at fringe intercept lots). In addition, transit linkages to hotels outside the downtown core would allow visitors to leave their cars at the hotel and use shuttles for their trips to the downtown. The new Visitors Center and associated parking facility proposed by the Management Plan can play a critical role in the strategy by providing additional parking capacity, encouraging visitors to leave their cars and use other means of transportation, and improving management of tour buses.

In rural parts of the heritage area, such as the scenic roads and maritime villages of South County, the objective is different. In these areas, the strategies focus on preserving the cultural, natural, and scenic qualities that provide both an attractive counterpoint to the urban character of Annapolis and a desirable setting for people to live. A major priority is preservation and stewardship of the historic, cultural, and natural resources and landscapes which are being affected by (non-tourist related) development. Additional visitation would be encouraged over time commensurate with local objectives (e.g., as expressed through the small area planning process) and the availability of adequate infrastructure and support services. As one example, the Management Plan designates Deale as a Target Investment Zone consistent with the Deale-Shady Side Small Area Plan currently under development (see Appendix B, Section 2.5). Together with London Town, these areas will augment the range of activities available to visitors interested in historic, cultural, or natural heritage, thus helping to increase lengths of stays while dispersing some visitation away from Annapolis to the rest of the heritage area.

London Town is a special case: a site outside of Annapolis that has modest visitation at present, but is implementing improvements designed to position it as an important destination and educational resource for the heritage area. Increased visitation to London Town is expected to support revitalization of the nearby Mayo Road commercial area, which is envisioned as a "pedestrian-oriented shopping village" in the Edgewater/Mayo Small Area Plan and designated as a Target Investment Zone by the Management Plan (see Appendix B, Section 2.4). At the same time, the location of London Town at the end of a predominantly residential street creates the potential for increased traffic to affect the adjacent neighborhood. The *Historic London Town House and Gardens Master Plan* (Cho, Wilks & Benn Architects, Inc., 1999) addresses the capacity of the site to accommodate increased visitation. A traffic study was conducted in conjunction with the Master Plan by O.R. George and Associates to determine the impacts of Master Plan development on local traffic circulation. This study concluded that the impact on the adjacent neighborhood would be minimal.

3.0   STRATEGIES FOR LINKAGES

The success of the Annapolis, London Town, and South County Heritage Area in large part depends upon the establishment of clearly defined linkages between the area's diverse sites and resources. These include both transportation linkages (i.e., the ways people move about the heritage area) and interpretive linkages (i.e., the programmatic themes, materials, and packages that tie together heritage destinations).

3.1   Transportation Linkages

Currently, transportation in the heritage area relies almost exclusively upon a road network that is constrained by 1) the geography of the Chesapeake Bay and its tributaries and 2) a historic pattern in both Annapolis and rural parts of the County that was not laid out to accommodate high volumes of vehicular traffic. Therefore, improving the current transportation system into one that effectively serves both residents and visitors is key to establishing a sustainable heritage tourism program. This system should address the need for transportation alternatives to maintain quality of life, linkages between historic areas and hotels and shopping, improved traveler information regarding road linkages between historic sites, and a roadway development plan that retains the historic and scenic character of the heritage area while facilitating visitation. A series of transportation linkage strategies should be considered to address these basic needs. These strategies include water transportation services, parking and shuttle strategies, on-road and off-road bicycle routes and greenway trails, targeted road improvements, wayfinding signage linking sites, and management of tour buses.

To be effective, transportation linkage strategies for the heritage area should be developed and implemented within the context of a coordinated City, County, and State effort to develop a comprehensive transportation plan and program for the

Annapolis region. A transportation planning process is currently in place for the Baltimore metropolitan area, including Annapolis. However, a more focused effort is required, one that has the involvement of Annapolis, London Town, and South County Heritage Area representatives, if heritage-related projects are to be integrated into the planning, funding, and implementation cycle.

This effort may include providing comment or support for projects that could facilitate access and visitation to the heritage area while providing broader benefits for the state or local community. It may also involve developing and advocating specific projects that fulfill heritage area needs or goals. For example, the planned upgrade of the MD 2/U.S. 50-301 interchange will improve access to the heritage area. However, to achieve heritage area goals, project planning and implementation will need to include trailblazer and other informational signs that direct visitors to heritage sites and to the Visitors Center. In addition, as described in Management Plan Section 4.1.4, a fuller upgrading of the interchange than is currently planned by the State Highway Administration would maximize accessibility for visitors and residents. As part of the regional transportation planning effort, traffic conditions should be monitored at this and other key interchanges and along major access corridors to identify the need for long-range improvements to alleviate congestion.[1]

Developing and implementing a regional transportation management plan are critical to maintain the balance between tourism activity and the quality of life enjoyed by residents. The improved access that this plan would achieve is needed to enhance the overall visitor experience by facilitating access and reducing delays, inconvenience, and anxiety caused by lack of information, congestion, and other access problems. The resulting transportation improvements are also likely to be supportive of overall economic development. The plan should address vehicular, transit, bicycle, and pedestrian circulation, including alternative modes of transportation to help relieve congestion along major corridors and in downtown Annapolis. Development of such a plan is not directly addressed in the following strategies because it encompasses a broader range of issues and players than the heritage area initiative. Nevertheless, because development of a coordinated, regional, multi-modal transportation plan would benefit the heritage area a great deal, heritage area interests should be a catalyst and a participant in the process.

Strategy: *Encourage expansion of water transportation services for both visitors and residents, including local tours and water shuttles as well as potential linkages from Annapolis/Eastport to destinations in outlying parts of the heritage area.*

Currently there are several operators of water-based tourism and transportation services, offering a variety of services ranging from water-taxi services and shuttles

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[1] Anne Arundel County is currently updating the 1994 plan for the Parole Growth Management Area. This planning initiative is addressing issues related to transportation, access, and land use that are important to the future of the Annapolis, London Town, and South County Heritage Area, and should be monitored by heritage area representatives for opportunities to reinforce Management Plan objectives.

in the Annapolis area to large boat tours. In addition, there are a number of charter boat operations that offer a wide variety of services. The major provider of scheduled water tours and transportation is Chesapeake Marine Tours & Charters (CMT&C). Representatives of this company indicate that, based on their experience, tours with a travel time of 45 minutes or less (one-way) have been the most successful in a commercial sense. CMT&C operates 45-minute and 90-minute tours, along with longer day "Excursion Cruises" such as the day-long trip from Annapolis to St. Michael's in Talbot County. This is the only water-tour with a real heritage/interpretive aspect, and it was not adequately patronized to continue as a daily scheduled cruise. It is now offered Mondays, Wednesdays, and Saturdays during the season, with advance reservations and a minimum ridership of 20 persons required. CMT&C also offers a demand-responsive (summoned by telephone or radio) water taxi in the Annapolis and Eastport areas. In addition, the company operated a water shuttle across Back Creek that was well utilized when the Eastport Bridge was closed for repairs. Both of these services address or addressed a real transportation need by providing a linkage.

The experience of CMT&C suggests that there are two potential aspects to the development of water-based transportation. The first is the transportation linkage that could be considered an alternative to the use of automobiles or other land-based form of transport. The second is the tourism component, including the linkage of sites as well as the ride itself. Given this background and the private, for-profit status of water transportation providers, the primary issue is the development of water transportation services that are commercially viable in the long run, link various heritage sites, and if possible provide an interpretative component, through the choice of craft, the organization and narrative of a tour, or the route.

Water transportation providers and interested parties interviewed for this report had a number of ideas regarding potential water transportation services for the heritage area. These ideas include:

- Reinstate a scheduled water shuttle between City Dock in Annapolis and Eastport. ARTMA and CMT&C conducted a survey of local businesses and visitors and found support for such a shuttle. They estimated it would cost $200,000 per year to operate 365 days per year from 7:30 a.m. to 11:00 p.m. Ridership support was based on a $1.00 fare, and there was interest in purchasing discounted multi-ride passes.
- As proposed in the draft *Annapolis Neck Small Area Plan*, provide expanded private water transit service along and across the Severn, from sites on Annapolis Neck to Broadneck, and commuter service across Spa and Back Creeks. The draft plan states that a public-private partnership may need to be developed to implement such service.
- Provide water shuttles serving London Town from Quiet Waters Park, with a link to waterfront development in Edgewater next to the South River Bridge. A bus shuttle and/or bicycle routes would be needed to provide a non-auto transportation linkage to downtown Annapolis. Summer ferry service from Annapolis to London Town, including a potential staging area on the South River at Pier 7 next to the South River Bridge, is also proposed in the draft

Edgewater/Mayo Small Area Plan.

- Develop local water tours using a native Annapolis boat, a Trumpy, which was built in Annapolis from the 1930's. These boats could be contracted and could carry 65-100 passengers.
- Establish water tours with lighthouses as a destination theme, including Thomas Point and perhaps Sandy Point.
- Provide more tours with a Bay environment theme, similar to those conducted for children by the Chesapeake Bay Foundation (CBF), or those conducted by CMT&C. The CBF tours utilize a typical Bay boat, a skipjack, which could also be included to in future tours.
- Establish a local maritime museum, preferably at a waterfront site. The Barge House Museum in Eastport could be a starting point. A model is the maritime museum in Newport, Rhode Island. The idea would be to enhance and link the water heritage of Annapolis and the Bay to the overall themes of the heritage area.
- Design and provide "Excursion Cruises" that have a heritage aspect and include destinations a historic focus and boat. For example, currently the schooner Liberte is docked in downtown Annapolis and is available for charters. It is an updated 68-foot replica of a 1750's cargo schooner. This boat could potentially be chartered for use by groups assembled by the heritage management entity for a cruise that could link historic sites, with interpretation provided as part of the package.

The first two bullets describe transportation services that would provide an alternative means of transportation for residents and visitors. Conceptually they are similar to the water taxi service in Baltimore, which uses a fleet of eleven boats to operate frequent scheduled routes (15-18 minute headways during the summer months) between 17 stops in the Baltimore Harbor, linking some forty attractions. A $4.50 day pass is sold to riders, and a trolley service on land is coordinated to serve inland tourist attractions. The Baltimore Water Taxi service is run by a private entity and is unsubsidized.

Clearly there is some interest in developing such services in the Annapolis area. One question is the role of the heritage area management entity with regard to developing services of this type. There is already a market-oriented operator in Annapolis (CMT&C) who has tried a City Dock-Eastport scheduled water shuttle and found very limited ridership. (According to CMT&C there were only 150 boardings over two months.) The operator of the Baltimore water taxi is also in the area, and potentially able to assess this market. The market may change or increase for such a service, and the management entity may take on a role of helping to identify the market, brokering it to these operators, and promoting it to visitors.

The operators may seek additional resources for marketing or even financial assistance to offset losses during a startup period. Federal and state transit subsidies are not generally available for water transportation, though examples exist of public ferry operations operated by states or local transit agencies, for example the Aquabus water shuttle linking attractions in the Long Beach, CA

harbor, which uses boats owned by Long Beach Transit and operated under lease by a private operator.

Such Annapolis-based water shuttles might well add to the appeal of the area to visitors and provide some mitigating alternative transportation capacity for residents, but they are unlikely to provide much interpretation or play much of a role in attracting multi-day visitors focusing on the history and heritage of the area. The current water transportation operators appear to be very skeptical that this group forms a viable market for their service. The heritage area management entity may have to play a more direct role in identifying and developing this market.

This role could include identifying potential destinations, marketing, and planning. The development of water-based tours linking heritage sites will depend on the identification of likely markets and convincing operators to offer such services. Market development is to some extent a function of developing heritage or other sites as destinations. It also will likely require demonstrations of the concept of putting together tour groups, perhaps jointly with the boat operators, for excursion cruises on historic boats to heritage destinations. Several of the concepts presented above lend themselves to such demonstrations. Potential examples include use of the Trumpy to tour the Annapolis area, perhaps linked to a stop at the boat yard and a land excursion to the Barge House Museum; or using the Liberte to link ports of call – City Dock, London Town, St. Michael's, Cambridge – or to Deale or Galesville. Interpretation should be provided.

Initially these demonstrations would have to be organized as charters, with the heritage area management entity acting as the sponsor to plan, promote, organize the interpretation, and find the passengers. If the market for such tours could be identified and demonstrated, at some point the boat operators could establish scheduled tours. The Chesapeake Bay Gateway and Waterways Act is a possible source of funding and technical assistance for development of these excursions or other water transportation initiatives. Passed by the U.S. Congress in 1998, this act authorizes appropriations of $3 million annually through Fiscal Year 2003. These appropriations are to be applied on a 50 percent matching basis to eligible projects, including "to develop and establish Chesapeake Bay Watertrails comprising water routes and connections to Chesapeake Bay Gateways sites and other land resources within the Chesapeake Bay Watershed." Sponsorship of water excursions by the Smithsonian Resident Associate Program, the nation's largest museum-based continuing education and study tour program, is another possibility. In this scenario, cruises from Annapolis could be promoted as part of the Smithsonian's ongoing program of classes and tours, appealing to a market that is likely to be interested and is relatively nearby.

Water access or linkages, with interpretation, would support the interpretive themes described in Chapter 3.0 of the Management Plan, providing visitors with the perspective of the era when water transportation was the primary means of regional access. Increased use of water transportation could create new jobs in the marine industry, and offering alternative transportation could result in quality of life improvements for both visitors and current residents. However, developing this

linkage beyond its current dimensions will require some effort and promotion. It is likely to be a longer range endeavor for the heritage area management entity to address as priority projects such as a new Visitors Center and enhanced interpretive and marketing programs come on line and increase the number of heritage tourists who might be interested in such an experience.

Strategy: Implement a coordinated parking/shuttle strategy for downtown Annapolis.

As noted in Section 2.4 above, implementation of a comprehensive parking management strategy, including coordinated shuttle services, is a priority to maintain carrying capacity in downtown Annapolis. This strategy is primarily the responsibility of the City of Annapolis, although the proposed Capital City Visitors Center needs to be coordinated with and will play a vital role in the overall strategy. Proposed parking and shuttle improvements associated with the new Visitors Center are described in Section 4.1.4 of the Management Plan. Two other initiatives are potential contributors to a strategy that encourages visitors to use shuttle services.

The first of these initiatives is the Gold Shuttle Route, which connects Church Circle and the Visitor's Center with Annapolis Mall via Arundel Center, Rowe Boulevard, the Navy-Marine Corps Memorial Stadium (NMCMS) lot, and Bestgate Road. An extension of the Gold Shuttle implemented in the fall of 1999 continues beyond Annapolis Mall to serve several of the hotels in Parole, the Restaurant Park, and the Festival at Riva and Annapolis Harbour Center shopping areas, connecting with the other Annapolis Transit Routes at the current Spa Road Bus Transfer Point. The Gold Shuttle offers a link from the Parole hotels to all of the major shopping areas and the downtown, including the two alternative Visitors Center sites on Rowe Boulevard. The standard transit fare of $0.75 applies to this service. The service hours are 5:30 a.m. to 7 p.m., Monday through Saturday, and the buses run every half-hour. The service uses a natural gas-powered rubber tire trolley. The major changes needed to better support visitor usage include expanded hours of operation to allow visitors to reach Parole hotels in the evening and on Sundays (this would also assist retail and hotel employees), and potential fare discounts. In addition, long-term funding for this service may be needed, as it is currently funded with a one-year $250,000 Jobs Access and Reverse Commute Program grant (the City is providing the local match, and a second year of funding is highly likely). The additional operating costs of three more service hours in the evening, Monday through Saturday, and Sunday service from 9:00 a.m. to 10:00 p.m. would be $150,000 (because of the length of the route two buses are needed to maintain half-hour headways, increasing the costs).

Planning for a second route that is potentially a component of the Visitor Shuttle system is underway as part of the transit master plan currently under development (the *Annapolis and Anne Arundel County Transportation Development Master Plan*). The purpose of this route is to provide high frequency shuttle service along inner West Street, connecting that area (including new parking facilities) to the NMCMS lot, the new Visitors Center, and the downtown/City Dock area. There may

be several alternative service patterns proposed, with phased implementation depending on the development activity. One alternative, a complete shuttle "loop" route from City Dock up Main Street to Church Circle to College Avenue, left on Bladen Street, out Rowe Boulevard to a left on Taylor, into and out of the NMCMS lot, right on Taylor to the new traffic circle, and in on inner West to Church Circle, down Duke of Gloucester to a left on Green Street to City Dock encompasses 3.6 miles, and at an average speed of eight miles per hour would take a little less than 30 minutes to operate. Service at 15-minute frequencies off-peak for nine hours per day, at seven-minute frequencies during four peak hours (to match current shuttle frequencies) on weekdays and Saturdays, and 15-minute frequencies on Sundays would cost $491,000 per year in operating costs. Alternatively, the current shuttle route could continue, with a new route from City Dock to the Westgate Circle at Spa/Taylor (no service on Taylor between Rowe Boulevard and West Street) covering 2.4 miles. Service with 20-minute headways off-peak and 10-minute headways in the peak hours would cost $245,500 per year to operate at current Annapolis Transit hourly operating costs. Other service alternatives are possible if higher capacities are needed to meet demands associated with planned development, or to deal with greater utilization of remote parking to support the redevelopment of inner West Street.

It is anticipated that all of these shuttle services (including that serving the new Visitors Center) would be operated by Annapolis Transit, utilizing all available Federal Transit Administration and Maryland Mass Transit Administration capital and operating funding sources. The heritage management entity should seek an ongoing role in the planning and monitoring of these services to ensure that visitor needs are addressed, that marketing is appropriate and sufficient, that fare policies encourage usage, etc. Additional funding for operation of services that are largely oriented to visitor needs may be required from other sources. Such services include extensions of shuttle service hours or frequency improvements not needed for state or other employment needs. Potential funding sources include revenues derived from hotel and meal taxes, or revenues from visitor parking.

Strategy: Provide coordinated roadway access and wayfinding signage to facilitate safe and efficient visitor movement to heritage area attractions, primarily via the U.S. 50-301 and MD 2 corridors.

This strategy entails improvements to the area's road system to facilitate vehicular movement about the heritage area by both visitors and residents. As noted above, a regional roadway improvement program should be developed in the context of a comprehensive, regional transportation strategy. Development of such a strategy is beyond the mission of the heritage management entity, but is one in which representatives of heritage interests should be involved to ensure that heritage-related issues and projects are addressed. High-priority actions related to vehicular circulation in the heritage area are described in Section 4.1.4 of the Management Plan and include:

- Implementation of a wayfinding signage program to allow drivers to move with confidence about the heritage area guided by "trailblazer" signs.

- Working with the Maryland State Highway Administration (SHA) to plan for and implement full improvements to the U.S. 50-301/MD 2 and MD 2/ MD 450 (West Street) intersections in Parole.
- Improvements to Rowe Boulevard to facilitate vehicular access to the selected Visitors Center site.

Strategy: ***In conjunction with development of a new Visitors Center, implement a strategy for managing the movement of tour buses through the heritage area with the objective of minimizing adverse impacts.***

Coach tours are a growing component of the travel industry, but these large and highly visible vehicles (up to 45 feet in length and carrying up to 50 passengers) need to be considered in planning increased visitation to avoid negative impacts. To date Annapolis has avoided most of these problems, although there are concerns about large tour buses attempting to negotiate tight turns and narrow streets in the Historic District, and about parking at the City Dock area. The City has a policy articulated in a brochure (and street signs) intended to direct large motor coaches though the District on particular streets and to encourage drivers to wait with the coaches outside of the historic area. (The recommended site is the NMCMS parking lot, but the Westfield Annapolis Mall parking is also sometimes used for this purpose.) However, if the numbers of visiting coaches and local tour operators (similar to Discover Annapolis) increase, more intensive management will be required to protect quality of life for residents and the ambiance of the Historic District. In addition to private tour buses, there is a continuing need to manage the many school buses that bring children to learn about the history of Annapolis as part of the Maryland public school curriculum.

As described in Sections 4.1.2 and 4.1.4 of the Management Plan, an important function of the Visitors Center will be to provide space for visiting motor coaches registration, driver orientation, and staging of local tour bus operations. Following the examples of cities such as Savannah and Charleston, consideration of a tourism management ordinance may also be called for as part of the tour bus management strategy.

Savannah and Charleston both have ordinances that address the management of tour services, together with broader regulation regarding tourism issues. The Savannah Tour Service Ordinance (as amended effective 2/1/99) is a comprehensive ordinance regulating many aspects of tourism. With regard to tour bus management, it includes provisions addressing:

Tour Operators
- Requirement for a City license for locally-based firms and permits for tour coaches from outside the area.
- Insurance requirements.
- Qualifications, examinations and requirements for obtaining a permit as a Tour Guide, and requirements that all tour operators have certified Tour Guides.
- Condition of vehicles in tour service, including clear identification, safe

mechanical condition, cleanliness, and adherence to appropriate state inspection and license requirements.
- Fare rates and publication of the rates.
- Tour bus stands for parking of tour buses – authority to designate and regulate.
- Regulation of the Visitors Center parking lot as it regards the lease of stands and parking spaces to local tour operators, the conduct of tour operator employees (including restrictions of solicitation of business), application of seniority in obtaining a stand/space (seniority based on the length of time a firm has been licensed by the City).
- Regulations prohibiting the use of transit or taxi stands by tour bus operators.
- Limitations on the operation of any vehicles for transportation purposes in the Historic District except as shuttles between hotels on a designated route.
- Limitations on the number of tour vehicles that may be present on a square or street segment at the same time, and the number of trips tour vehicles may take around a square during a tour.
- Authority to designate Tour bus stops, including the number and location.
- Requirements that each operator map its tour route and receive City review.
- Limitations on the time a tour vehicle may park with its engine idling (ten minutes to load, ten minutes to unload).
- Restrictions on the use of loudspeakers and recorded messages directed outside the vehicles, and that tapes used in the vehicles can only be used "if the information contained therein is true and factual."

Motor Coaches Operating in the Historic District
- Creation of a Prohibited Streets Map.
- Requirements of registration of coaches with the office of the City's Tour Service Coordinator, and purchase of a daily, dated permit for display on the vehicle, and proof that the Tour Guides are certified, if the coach will be used for touring
- Restrictions on loading and unloading to designated loading zones, and time limits in those zones (15 minutes to load, and 10 minutes to unload), with the coaches to move to designated holding zones at other times.
- Restrictions on parking limiting it to designated motor coach holding zones.
- Limitations on engine idling.

The Ordinance also includes penalties for violations, and a related section of the City's Revenue Ordinance specifies tour service fees, including a $20.00 per day "Preservation Fee" for each motorcoach that conducts tours in the Historic District, a $10.00 per day "Motorcoach Transportation Permit" for each motorcoach that enters the Historic District solely for transportation to and from hotels and restaurants, and a combined permit. In addition, there is an extensive list of annual permit fees for tour guides and tour companies. The tour company fee includes a "Preservation Fee" for *each person* for each tour ($1.00 per adult, $0.50 per child, no fee for three years of age and under, and none for school groups).

The Ordinance also creates a Tourism Advisory Committee to provide policy recommendations to the Tourist Services Coordinator, City Manager, and Mayor regarding parking and tourism-related activities, the licensing and qualifications of tour guides, enforcement of tourism-related regulations, and related issues.

Charleston, SC also has a Tourism Ordinance, and the City's Division of Tourism Management is charged with implementation and enforcement. Among other duties, this office licenses tour guides, determines the appropriateness of tour vehicles, and issues transportation and tour permits for coaches. This office also manages the Visitor Reception and Transportation Center, including the tour bus/local services, but the auto parking at the center is actually operated by a contractor to the City. A Tourism Commission appointed by the Mayor provides policy guidance on tourism related matters. These include parking as it relates to tourism, routes for tourist activities, tour guides, vehicle types, and enforcement.

As can be seen, tourism management ordinances can include a number of restrictions on tour vehicles that define where and when they can go, for what purposes, how often, how long they can stay, and how long they can idle – all intended to reduce the impact of tourism on the community. More broadly, they address tourism management, including such items as restrictions and requirements that apply to guides (i.e., what they know and say) to ensure that the visitor is getting consistent information that is factually correct. These ordinances (or associated legislation) often include permits and fees related to these requirements, in part intended to offset the costs to the community of dealing with increased visitation. They may include authority for advisory groups, boards or commissions on tourism, or create local governmental offices to deal with these issues and this industry.

Thus far, Annapolis and Anne Arundel County have not faced many of these negative consequences of tourism that these ordinances are intended to address. Development of a tourism management ordinance (or ordinances) tailored to the specific needs of Annapolis (or of Annapolis and Anne Arundel County) should nevertheless be considered as a possible component of a long-range strategy to manage tourism as the need arises.

The tour bus management strategy should initially concentrate on Annapolis because it is the most established visitor destination and focus of tour bus activity in the heritage area. Nevertheless, tour bus management guidelines should also be developed for routes and access to sites in other parts of the heritage area, both to allow visitors to experience these sites and to avoid negative impacts where carrying capacity is not sufficient to support large buses. This may involve designation of particular routes in the County that can or cannot used by such large vehicles. It should also involve the development of policies for each historic site, including assessment of access routes, bus parking locations, and the ability of the historic resource itself and supporting facilities such as restrooms to accept groups of up to 50 persons at a time.

Strategy: Develop a system of on-road and off-road bicycle routes and greenway trails linking heritage sites and resources both internally within the heritage area and externally to the planned East Coast Greenway and cross-country Freedom Trail.

A number of initiatives and efforts are underway in Annapolis and Anne Arundel County that combine to make the heritage area a potential destination for visitors who bicycle. From a heritage tourism perspective, the bicycle does not offer a historic mode or activity, but the relatively slow speed and direct interaction of the bicyclist with the immediate environment provides an experience more similar to horse and wagon transportation than riding in a car. If the proper path network and information about suggested routes and destinations were provided, visitors who enjoy bicycling might well use this mode as a linkage to historic destinations, as can be seen in the Annapolis Bicycle Club rides to Deale and Galesville.

City and County bicycle planners are already working towards the development of the area as a bicycling destination, as they have sought and obtained recognition of the current trails. The Colonial Annapolis Maritime Trail (CAMT) identified by City planners, together with the B & A Trail and the BWI Trail, have been designated by the President as the "Millennium Legacy Trail" for the state of Maryland. They are also now part of the two major national trail systems, the east-west "American Discovery Trail" and the north-south "East Coast Greenway Trail." Annapolis is the only location where these two trails intersect. The County is actively involved in the development of a pedestrian/bicycle plan for the Parole area. In addition, the draft *Annapolis Neck Small Area Plan* proposes an extensive pathway network plan to connect the regional trails with the City of Annapolis network.

Section 4.1.4 of the Management Plan describes high-priority bicycle improvement actions for the Annapolis, London Town, and South County Heritage Area, including:

- Provide a bicycle connection from the Baltimore and Annapolis (B&A) Trail to the new Visitors Center.
- Plan for a bikepath along Rowe Boulevard from the Weems Creek bridge to the new Visitors Center.
- Establish a bike station at the new Visitors Center.
- Develop map/guide information for bicycle touring of the heritage area.

In addition, the heritage area management entity should actively support implementation of the City and County plans, so that a network of quality facilities is developed for bicyclists to use. As the proposed Visitors Center is planned to be the "first stop" for information about all visitation activities, it should be a hub for bicycling as well. In terms of location, either of the proposed locations on Rowe Boulevard would put the Visitors Center at the center of a regional network of paths and routes. Current studies on the replacement of Rowe Boulevard bridges are considering the need for bicycle lanes and pedestrian walkways, which should be included to create part of the linkage from the B & A Trail to the proposed Visitors Center. Similarly, the CAMT would link the proposed Visitors Center to the County's South Shore Trail and Parole area facilities via the Poplar Trail and marked routes on Ridgely Avenue and Bestgate Road. Bicycle lanes under consideration for Taylor Avenue would link the Poplar Trail to the Visitors Center. Other planned bikeways that would extend this linkage include on-street facilities on Bay Ridge Avenue (from south of Arundel on the Bay Road to Catrina Lane) and

the bike lanes on Route 2 from Virginia Avenue to south of Pike Ridge Road (in Edgewater). The Route 2 bike lanes could be part of an extension linking Annapolis with Londontown. The CAMT map shows proposed routes that would make this possible, and if racks were available on City buses some of the segments could be covered by transit as well. Funding sources for these routes include state and federal programs, as well as local funds. Federal Congestion Mitigation and Air Quality (CMAQ) program funds and TEA-21 Transportation Enhancement Program funding can be accessed through the state Department of Transportation, and the Maryland State Highway Administration is including bicycle facilities in some cases as new road projects are constructed. The likely applicants for funding to construct or maintain paths are the City and County governments, who would have ongoing maintenance responsibilities as well. However, most of these routes are plans on a map at this point, and it will take ongoing support to implement them and create a comprehensive network.

3.2   Interpretive Linkages

Creating effective connections among area resources is important for the success of heritage tourism, economic development, and preservation. Improving linkages among heritage area resources and visitor experiences is partly a matter of transportation and partly a matter of psychology and expectation. Even if transportation links are efficient, visitors will maximize their use when they can see and understand the relations and history that link one site to another. The strategies presented in Section 3.1 above emphasize the ways people move about the heritage area. The interpretive framework proposed by the Management Plan is designed to programmatically link the diverse sites and resources of the heritage area in a manner that deepens visitor and resident appreciation.

Strategy: Develop coordinated interpretive themes, programs, and materials to link heritage sites and resources.

As described in Chapter 3.0 of the Management Plan, the interpretation of heritage resources is at the core of the Plan. The Plan proposes that enhanced interpretation be conceived in the context of a unifying framework of primary and secondary interpretive themes that serve to link the area's diverse resources. These themes are described in Section 3.2 of the Management Plan. Section 3.3 of the Plan describes a variety of actions recommended to link heritage sites and resources both internally within the heritage area and externally to sites outside of the designated heritage area boundary.

4.0   STRATEGIES FOR ENCOURAGING COMPATIBLE ECONOMIC DEVELOPMENT

Many of the strategies described in the Management Plan are designed to work together to promote economic development that is compatible with maintaining quality of life in the Annapolis, London Town, and South County Heritage Area.

Examples include target marketing to heritage tourism niches and the provision of enhanced amenities to attract and serve these targeted market niches and others. These amenities include, first of all, heritage sites and resources; the Visitors Center; transportation facilities; and other projects and services in support of heritage tourism and preservation. A second type of amenity consists of supporting facilities and services provided by private businesses. In this context, three key issues need to be considered in promoting compatible economic development in the heritage area. These issues are:

1. ***To create a coordinated visitors experience within the heritage area.*** A new Visitors Center is proposed as the staging/orientation area for visitors to the heritage area (see Section 4.1.2 of the Management Plan). To be effective, the coordination of the visitor experience must include activities and facilities to inform and stimulate the interest of the visitor, and the provision of alternative travel modes to assist the visitor in moving from point to point within the heritage area.

2. ***To mitigate carrying impacts in critical locations, especially in downtown Annapolis.*** As described in Section 2.4 above, strategies for downtown Annapolis and inner West Street should include actions to address parking and related traffic issues in order to make additional commercial activity feasible. Enticing tourists to switch from the automobile to other forms of transportation at the Visitors Center will be an important part of this endeavor.

3. ***To ensure that appropriate opportunities are made available for supporting commercial services.*** Accommodating the types of commercial services used by heritage visitors including overnight accommodations, eating and drinking establishments, retail shops, and entertainment (e.g., tours), is a planning and economic development function of city and county government in which the heritage area management entity will for the most part not be directly involved. Chapter 5.0 of the Management Plan presents a detailed projection of the estimated demand for private commercial activities that is likely to be generated by implementation of the Action Plan. Assuming that the appropriate conditions are in place, the private market should be able to respond with new facilities as needed, although creating opportunities for sympathetic adaptive reuse of structures in historic areas may require public sector involvement (e.g., tax credits). Maintaining and enhancing existing governmental policies and programs for the stewardship of heritage resources as described in Section 6.0 below will help ensure against impacts to sensitive resources.

Strategy: Encourage the development of compatible commercial enterprises to support heritage tourism.

This strategy has two aspects. The first is to identify and promote private investment in support of heritage tourism in designated areas. As described in Appendix B, the Management Plan identifies four "Target Investment Zones" as the priority areas within private investment is desired. A second aspect is to utilize the

growth in heritage visitation as a means to protect and preserve historic and cultural resources through sensitive adaptive reuse that can both serve the visitor and, in so doing, enhance his/her experience. Active use provides for the maintenance of historic structures and replaces some portion of the need for newly constructed facilities.

The Target Investment Zones designated by the plan include Annapolis/West Street, Eastport, Mayo Road/London Town, and Deale. Economic development goals for these zones are identified in Appendix B. Actions that can be taken to support compatible commercial development in the Target Investment Zones include:

- Identifying opportunities for rehabilitation and adaptive reuse within the zones and carrying this information forward to property owners and parties interested in historic and cultural preservation. This will include encouraging heritage-related commercial enterprises in appropriate locations, such as Inner West Street in Annapolis and Mayo Road near London Town.
- Drafting and enacting appropriate land use legislation that not only enables the types of reuse projects envisioned (e.g., bed and breakfasts) but also provides development incentives to encourage such uses in targeted locations (e.g., by easing or waiving certain regulatory or code requirements).
- Providing tax credits and other financial inducements for rehabilitation and restoration of targeted or otherwise qualified properties. Examples include freezing the tax assessments of properties that increase in value due to rehabilitation and taking advantage of the Heritage Preservation Tax Credit provided by the State of Maryland for improvements to qualified properties within the Target Investment Zones (see Appendix B).
- Providing business assistance for start-up and operation of heritage-related commercial enterprises, such as bed and breakfasts, crafts studios, specialty retail shops, and galleries.
- Investing in public infrastructure to enhance access to, the visual setting, or the functioning of heritage tourism-related properties and businesses, such as improvements to the streetscape, utilities, and transportation facilities. Chapter 4.0 of the Management Plan identifies public infrastructure projects that are priorities for the heritage area as a whole, while other potential infrastructure projects in the Target Investment Zones are identified in Appendix B.

Given the emphasis of the economic development strategy for the heritage area on extending the stays of visitors, a supply of additional good quality, overnight accommodations is an important need. The projected demand for additional hotel rooms resulting from implementation of the Action Plan is presented in Section 5.4 of the Management Plan. If heritage tourism and related business patronage grows as expected, the private market should be able to respond in providing the new facilities needed to meet the demand for overnight accommodations and other private commercial facilities.

It should be noted that, although the four Target Investment Zones are designated as priority areas for private investment within the heritage area, not all heritage tourism-related development will occur within these zones or even within the

heritage area as a whole. The Parole area, for example, contains hotels and other private commercial enterprises used by visitors and is likely to experience an increase in economic activity as a result of the heritage area initiative. Again, the private sector response will be a function of the market created through the actions to enhance heritage tourism described in the Management Plan and the planning and regulatory framework set by city and county government. (Parole is designated as a Growth Management Area by the 1997 *Anne Arundel County General Development Plan*.) The small area plans currently underway in Anne Arundel County will identify priority locations for commercial investment; both the Mayo Road/London Town and Deal Target Investment Zones are consistent with the policies contained in the draft small area reports.

Economic development strategies related to heritage tourism should be designed to reach all segments of Annapolis and Anne Arundel County's diverse population, including minority and lower income residents. In this respect, the heritage area initiative can reinforce broader efforts to expand economic opportunity for less affluent citizens. For example, one of the economic development policies contained in the 1998 *Annapolis Comprehensive Plan* is to expand entrepreneurial, job training, and placement programs for lower income residents, emphasizing local sources of employment (including hospitality and the maritime industry, among others).

5.0   STEWARDSHIP STRATEGIES

The City of Annapolis and Anne Arundel County have strong programs in place that address the long-term preservation and protection of cultural and historic resources within the heritage area. The City's Historic District Ordinance effectively protects the integrity of Annapolis' historic core, which contains the densest concentration of historic resources in the heritage area. In Anne Arundel County, historic resources are dispersed throughout the landscape rather than being concentrated in a compact district or districts, and the issue of development pressures on rural and agricultural lands is one that is not encountered in the City. Considered a leader in the State of Maryland, the County's program includes technical research and preservation projects, assistance to county heritage organizations, and review of development proposals for impacts on historic and archaeological resources. The County also has an active Agricultural and Woodland Preservation Program.

The strategies to be carried out to protect the cultural, historic, scenic, and natural resources of the heritage area build upon the strengths of the existing city and county programs to address a range of stewardship issues. Several primary strategies are proposed. The first is to maintain and strengthen the existing regulatory programs in Annapolis and Anne Arundel County that protect historic and archaeological resources. The second encompasses a variety of initiatives designed to protect scenic landscapes and environmentally sensitive resources, primarily in the more rural parts of the heritage area. A third, related strategy is to encourage private investment in the preservation, rehabilitation, and reuse of historic properties and cultural landscapes (see Section 1.2 above).

Strategy: Maintain and strengthen existing county and city standards and regulations to protect historic and archaeological resources.

In the City of Annapolis, this strategy builds on the existing Historic District Ordinance to reinforce the urban design character of the historic core and link it to other parts of Annapolis. In 1996, the Historic District Regulations were broadened to allow the Historic Preservation Commission to create new landmarks and districts in areas outside of the existing Historic District. Opportunities to extend historic designation should be identified in consultation with local residents to enhance protection of historic sites and neighborhoods and to expand eligibility for financial incentive programs for historic preservation.

The regulations for the Annapolis Historic District include design guidelines to promote development that is consistent with the Historic District Commission's preservation guidelines. The City is planning to undertake a comprehensive revision to the Subdivision and Zoning Regulations. As part of this revision, design standards should be established to promote new development that is compatible with traditional development patterns in areas of cultural significance outside of the Historic District. In addition, standards should be established for the review of development impacts on archaeological resources.

Anne Arundel County's 1997 *General Development Plan* identifies several different actions to strengthen the County's existing program for the preservation of historic and archaeological resources. These actions include:

- Revise existing county codes and regulations to protect historic and archaeological resources, including historic sites, historic neighborhoods, rural villages, and scenic and historic roads and bridges.
- Create development guidelines for siting new structures in proximity to significant historic or archaeological sites, including the use of topography, vegetation, landscaping, reforestation, and scenic/agricultural easements.

Strategy: Protect open space, farms, scenic landscapes, and environmentally sensitive areas through initiatives such as the Smart Growth, Rural Legacy, and Agricultural and Woodland Preservation Programs.

This strategy encompasses several related initiatives to maintain open spaces, scenic vistas, agricultural uses, and natural resources in predominantly rural parts of the heritage area. These initiatives include:

- Continue to protect properties that have significant natural, scenic, agricultural, and/or cultural value through easements or fee simple acquisition.
- Implement regulations and incentives to promote the concept of "Smart Growth."
- Implement a scenic and historic roads program.

The County's Agricultural and Woodland Preservation Program has been effective in obtaining permanent easements on privately owned agricultural lands. A number of these properties are located in the South County portion of the heritage area or (in one case) in the St. Margarets area. This program should be continued and expanded with easements strategically targeted to preserve key rural landscapes in the heritage area. The State's Rural Legacy Program should also be used as a source of funding for properties or easements on properties that contain significant scenic, natural, or cultural resources. The County has applied for and received rural legacy designation for part of South County, including a portion of the heritage area between Solomons Island Road (MD Route 2) and Muddy Creek Road. Additional portions of the heritage area should be considered for future designation. Other public and private acquisition efforts should be supported, such as county acquisition and the work of private organizations such as South County Conservation Trust.

The Smart Growth program is designed to direct state funding for infrastructure improvements away from rural areas to locally designated growth areas. The County's *General Development Plan* (GDP) proposes to implement this concept through regulatory requirements and incentives that direct growth away from designated "rural" areas. Specific GDP recommendations include 1) land use regulations that provide incentives to preserve agricultural land or land with natural resource value (e.g., transferable development rights and rural residential clustering) and 2) provision of incentives to develop in areas that have or are planned for infrastructure. Most of the heritage area below the Edgewater/Mayo peninsula is designated as rural, with the exception of the Deale-Shadyside area, which is designated as low or low-medium density residential development. Strategies should be developed in the small area planning process to discourage build-out of this area as a uniform suburban landscape, with special attention to views from public roadways. Conservation development could be used to preserve substantial open space areas while accommodating homes and roadways in a manner that maintains scenic and environmental quality.[2] The provisions regarding family conveyance lots in the Agricultural-Residential zone should also be evaluated for opportunities to reduce the visual impact of relatively small lots (40,000 square foot minimum) developed along rural roadways.

The County's GDP recommends adoption and implementation of a program to protect the character of roads with outstanding scenic or historic value. An initial designation has been made of the roads that should be included in this program; many of these roads are located in the heritage area. The proposed scenic and historic roads program should be adopted and implemented to protect the character of designated roads within the heritage area through the following:

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[2] Conservation development is a form of development that rearranges and clusters development to amass a substantial amount of the property (typically 50 percent or more) as permanently protected open space while maintaining the overall permitted density on the tract. In a zone allowing one unit per acre, for example, 50 percent of the property could be preserved as open space if the houses were sited on lots of 20,000 square feet or less.

- Standards to minimize the impacts of new development on scenic and historic views from the road.
- Amendments to the County's capital project procedures and standards for right-of-way maintenance and improvement to preserve the character of the road while addressing safety for vehicular circulation.

In conjunction with standards for scenic and historic roads, guidelines should be developed for both public roads and utility rights-of-way to remove and prevent successional and alien vegetation from blocking vistas and degrading cultural landscapes.

6.0   MANAGEMENT

Unlike some new heritage areas that lack a well-developed visitor industry or an established tradition of preservation, the Annapolis, London Town, and South County Heritage Area has a number of organizations in place, both public and private, that actively promote regional heritage, tourism, or economic development. Many of these organizations have been involved in securing Recognized Heritage Area status and in developing the Management Plan. The same organizations are taking the lead in pursuing a number of the strategies and actions to be recommended in the Plan. For example, the London Town Foundation is implementing improvements to London Town in cooperation with Anne Arundel County; Historic Annapolis Foundation is exploring establishment of a museum; and the AAACCVB is planning a new Visitors Center.

While local organizations and governmental agencies have a proven track record of taking on individual projects and getting things done, there is a less well-established tradition of cooperation and coordination on issues that go beyond City/County boundaries or affect multiple heritage sites and resources. From this standpoint, the Annapolis, London Town, and South County Heritage Area Steering Committee has been a successful experiment in collaboration among diverse public and private sector institutions on a complex initiative that encompasses Annapolis and much of Anne Arundel County and numerous sites and resources within them. Other entities whose missions transcend the boundaries of City and County or of individual heritage organizations include the AAACCVB; the Cultural Arts Foundation, which provides support to community arts and heritage organizations throughout the County and City; and the Cultural and Heritage Alliance, an informal network of heritage organizations.

The design of an administrative and management entity for the heritage area whose role is to facilitate achieving the objectives that are mutually beneficial to local institutions, private investors, residents, and visitors must respect and reflect the competencies and the responsibilities of the current organizations. In the mature and sophisticated institutional environment that characterizes the heritage area, any new organizational arrangement will have the greatest possibility of achieving sustainable success if it operates from the outset in a climate of full cooperation and collaboration with the existing public and private interests.

Strategy: ***Establish the Annapolis, London Town, and South County Heritage Area Coordinating Council to manage implementation of the Management Plan strategies and actions.***

As described in Section 4.2 of the Management Plan, the Annapolis, London Town, and South County Heritage Area Coordinating Council will be established within the AAACCVB to lead the implementation of the Plan. The Council will be governed by an Advisory Board comprised of representatives of the area's public and private sector heritage-related organizations and institutions.

Annapolis, London Town, and South County Heritage Area Management Plan