Scenario Planning for Restorative Justice in Lakeland

URSP708 Community Planning Studio
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College Park, Maryland

Partnership for Action Learning in Sustainability

Acknowledgments

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Prologue

As this studio report goes public, we learn of several impending development projects that are coming to Lakeland and its surroundings that may threaten the Restorative Justice process recently started for this community. We urgently call attention to the fact that the Restorative Justice process that the city has committed to is fragile and challenging to start with and that allowing new projects to proceed without proper vetting by the Lakeland community and the Restorative Justice Commission can rapidly and largely compromise this process and any trust-building that may have occurred. Thus, we urge the city of College Park, the Restorative Justice Commission, Prince Georges' County, and all stakeholders sincerely committed to the Restorative Justice process in Lakeland to pause and reconsider these projects in the light of Restorative Justice and the implied promise to do no further harm.

A participatory Restorative Justice process should make certain that Lakeland residents and diasporic members (those displaced by urban renewal and their descendants) are included in the decision-making process about the future of Lakeland and their needs and expectations are substantively incorporated in the developmental plans moving forward. Such an authentic and ethical process will inspire confidence and trust in all stakeholders, as well as a win-win attitude. To this desired end, we advocate for four planning instruments to be implemented ASAP to support this process with innovative, community centered, planning tools to help meet the needs of Lakelanders:

1. A Restorative Justice Plan should be developed and approved that defines the parameters under which new development in these areas should occur.

2. With or without precedent, a Development Moratorium should be initiated immediately and without delay. Areas within Lakeland and its borders should be subjected to a development moratorium until the Restorative Justice Plan is developed and approved.

3. A legally binding Community Based Agreement should be in place between developers and community representatives for all new development proposed for this area. The CBA should be explicit about community benefits deriving from the project, including, e.g., job training, job creation, affordable housing units for current residents and/or diasporic members, etc.

4. A Restorative Justice Impact Report should be requested (if not required) from developers with project proposals in the area that examine the impacts of the project on restorative justice for Lakeland, as defined by the Restorative Justice Plan. These reports would be inclusive of environmental impacts (as they would be modeled on the traditional Environmental Impact Reports requested from projects that use federal funding), and will also include socioeconomic, cultural, and racial considerations.

5. This community-focused planning and development should be regarded as a pilot program and a model for other impacted communities around the nation, and an opportunity for College Park, University of Maryland, Lakeland, and all stakeholders to “shine.” It is a once in a generation opportunity that should not be lost.

To be specific, the areas with pending redevelopment projects are both within the area given the urban renewal designation “Clearance Area West”. The homes and businesses within this section were demolished under urban renewal and redeveloped as the buildings that stand today. The two parcels to be redeveloped are the areas that are now the Campus Village Shopping Center, a gas station, and Town Hall Liquors. This parcel was recently purchased by LV Collective, a Texas based developer of high-rise student housing. The second project would be the demolition and redevelopment of the subsidized rental townhomes still owned by successors of Weiner and Associates, the group which dictated the project they wanted and was contracted by College Park to put in place what we see today (in contrast to what had been promised to the Lakeland community). They have failed to upkeep their housing stock and now need loan funding to do a massive overhaul. They are using this as an opportunity to redevelop at an increased density. A better opportunity can emerge, one that serves all stakeholders.

Please heed this caution: Left unchecked, the development projects described above could fuel a replay of intense development not centered on the needs of the community in place, potentially shattering the hopes and promise of Restorative Justice for Lakeland and the City of College Park—essentially another broken promise. We cannot overstate the urgency for the expeditious consideration of these recommendations for governmental and other external support to Lakelanders. Such a project would need to be untraditionally fast in its timeline to facilitate impact on known projects at stages where win-win success is most likely.

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Section I:

Introduction

Studio Goals and Scope

This report is the output of the URSP780 Community Planning Studio course in the Fall 2022 semester at the University of Maryland, College Park. Through the Partnership for Action Learning in Sustainability (PALS) program, our class humbly contributed to a planning process to imagine alternative futures for Lakeland. Our PALS interlocutor was the Department of Planning & Community Development of College Park.

This Community Planning Studio course was designed to help support ongoing restorative justice efforts for Lakeland. Lakeland is a historically Black neighborhood located in the City of College Park in Prince George's County, MD. In the Fall of 2020, the City of College Park formally apologized to the Lakeland community for the detrimental effects of an urban renewal plan that the city had implemented in the Lakeland neighborhood in the 1970s and 1980s ("Restorative Justice for Lakeland," n.d.). As a consequence of this urban renewal plan, the city demolished 104 of the 150 Lakeland homes without upholding its promises to revitalize the neighborhood or replace lost housing (Wynter, 1982). Recently, after significant urging from Lakeland residents, the City of College Park has called for a restorative justice process to "seek opportunities for accountability and truth-telling about past injustice" (Bernard, 2021). In 2021, the city created a Lakeland Restorative Justice Commission that has begun considering Lakeland's restorative justice efforts (Yarrow, 2021).

Our work this semester was developed independently of the work of the City of College Park and the Restorative Justice Commission. The contents of this report are offered to support their ongoing collaboration, providing inspiration that Lakelanders and the city can use as they see fit. While we hope that some of the strategies presented within this report may provide inspiration for Lakeland's restorative justice work, our work is not intended to be the roadmap for restorative justice in Lakeland. Instead, the information presented herein demonstrates possible futures for Lakeland, depending on current and future city and neighborhood decision-making.

The URSP708 Community Planning Studio course is a capstone experience in the Master's of Community Planning program at the University of Maryland, College Park. A studio course is defined by its grounding in real places and people, which together form a "case study" for the course. Due to its academic nature, the work reflected in this report was constrained by both time and human capacity, as it occurred within the bounds of a semester-long course. For this studio course, we analyzed existing conditions in

Lakeland, organized and pursued community engagement opportunities, and designed three planning scenarios based on projected future conditions.

This report begins with a discussion of the concept of restorative justice and the three themes that guided and organized our work — community infrastructure, housing and land use, and climate change adaptation and mitigation. Following this introduction of the three guiding themes, the report contains a summary of our analysis of existing conditions, including a review of different planning sectors, a brief history of Lakeland, and a summary of plans and policies that have influenced the course of Lakeland. The next section of the report is a summary of the findings of our various community engagement approaches, including recommendations for future best practices for the city and the Restorative Justice Commission as they continue this work. Finally, we present the three planning scenarios — **Status Quo, Reform, and Revolutionary** — that envision various alternative futures for Lakeland.

Guiding Themes

During the first half of this semester, our class analyzed the existing conditions of Lakeland, exploring the values and principles of restorative justice and the critical role it could play in shaping the future of the Lakeland community. We also relied on three major guiding themes — community infrastructure, housing and land use, and climate change adaptation and mitigation — to organize our work this semester. Brief overviews are provided below.

Restorative Justice

The overarching theme for this studio course was restorative justice and served as the lens through which all our work was considered. When the City of College Park implemented a Lakeland urban renewal plan to purportedly mitigate neighborhood flooding, the city demolished 104 of the 150 Lakeland homes without upholding its promises to revitalize the neighborhood or replace lost housing (Wynter, 1982). This resulted in a loss of homes, other amenities, social capital, and subsequent generational wealth for many former and current Lakeland residents. As Fullilove (2001) describes, the long-term consequences of this form of dispossession can extend past the short-term effects of displacement to long-term trauma associated with the disempowering and devaluing of the displaced. Restorative justice is one way to begin to address the short- and long-term costs of urban renewal and other racist or exploitative policies that have altered the course of Lakeland and Lakelanders.

Restorative justice is an evolving concept. With its original roots in criminal justice as an approach aimed at keeping people out of the prison system, it has never had one unified definition. Our working definition, which is open to further evolution, is that it is essentially prevention – introduced after a problem occurred, with the intention of avoiding recurrence and repairing the damage done.

There are a variety of ways to categorize potential approaches to restorative justice. One way is with the idea of reactive and proactive approaches (Wachtel, 2013). Reactive approaches aim to address the past, such as repairing harm and restoring relationships. Proactive approaches look ahead, such as building relationships and developing community as a method of strengthening for the future. One of the ways in which we hope to contribute to Lakeland's and College Park's restorative justice efforts in this

course is by helping to identify specific historic decisions that led to injustices, whether that be through unjust actions or failures to act in the protection of the community and to envision potential futures, moving from reactive to proactive restorative justice approaches.

The Importance of a Collective Approach to Restorative Justice and Care

In the existing research regarding restorative justice within planning, the word *collective* reveals itself several ways. One manifestation of collectivity is in the way restorative justice can be scaled to account for *collective harms*. As the concept of restorative justice has begun to permeate planning as a discipline, the scales of harm done, to whom, and by whom increases (Jacobus, 2022). In the case of urban renewal, which is one of the critical historical harm-causing moments for Lakeland, collective harm has been done to both the residents and their descendants. The harm was committed by the collective of the federal government, the City of College Park, and society as a whole.

Regardless, when committing to restorative justice in a community context, one of the most important first steps to take is to acknowledge *collective responsibilities* for historic injustices. When current residents of College Park, including those who have no direct association with Lakeland (e.g., those who have never been there), are brought into the conversation and asked to support the new restorative justice efforts, an environment of collective responsibility must be fostered. In the same way that we can feel pride in the accomplishments of those who came before us, we can take responsibility for their wrongdoings (Thompson, 2006). It is of utmost importance to reach an agreement that everyone involved is prepared to acknowledge that injustices and harms were done as well as to acknowledge what those injustices and harms are. It is also important that everyone involved be prepared to commit to work towards a more just path forward.

Another way in which the word collective has manifested as important is through the concept of *collective care*. Amongst the current dominance of individualism in the United States, groups without the economic capital to take care of their needs alone (which in reality nobody can) have found ways to take advantage of their collective skills for taking care of each other and their communities. Some particular skills that the working class have used in their jobs that are applicable to collective care include a capacity to respond to breakdowns by fixing complex technology quickly, a skillfulness with materials such as repairing and re-using, a consideration of preventative maintenance as valuable, and a commitment to the continuity of both technology and the built environment (Carr, 2022). Combining these skills into “collective capacities to respond, repair, and rebuild (where possible) our broken world” works directly in opposition to the individualist, capitalistic forces that are at work (Carr, 2022). These collective forms of caring for others and providing mutual aid can manifest in ways beyond skills related to a certain job, including in social manners. Since our current capitalist society thrives on inequality and on many people not having enough of what they need, sharing food with those without it

and providing collective forms of care are “a threat to the partitioning of social space that the terms of order demand” (Dawson, 2022, 328). Identifying value in and prioritizing the nurturing of these skilled and caring people in communities is what can build enduring collective capacity to repair, restore, and build, both socially and physically.

Precedents of Restorative Justice Practices

The following precedents provide a few examples of how restorative justice practices might be incorporated into future planning approaches in Lakeland.

The Small Business Anti-Displacement Network
The Small Business Anti-Displacement Network (SBAN) is a collaboration between the University of Maryland and the National Center for Smart Growth. This organization is an example of a proactive approach with its focus on fighting gentrification and strengthening communities through the creation and support of small businesses. The SBAN has provided grants to programs across the world exploring many anti-displacement strategies. These include organizations in Miami, San Francisco, the Portland Metro Area, Los Angeles, Chicago, Seattle, Maryland, and Washington DC, the London Metro area in the UK, Montreal in Canada, and Kolkata in India.

Figure 1.0: Small businesses along a Main Street. Source: https://antidisplacement.org/about/

There are six main strategies used by SBAN:
1. Commercial Preservation and Property Improvement aiming to assist and preserve small businesses, which are essential to local communities.
2. Local Hiring and Entrepreneurial Support, which aims to be helpful to local businesses in terms of hiring practices.
3. Tax Credits and Incentives, since small businesses are often eligible for tax credits but may not be familiar with how to act on them.
4. Zoning and Form-Based Codes, which are used by the SBAN to retain and protect

space for small businesses as well as maintain the affordability of space.
5. Commercial Tenant Protections, which helps businesses negotiate leases and protect against rent increases, harassment, and sometimes evictions.
6. Commercial Property and Community Ownership, which uses the concept of collective ownership to resist displacement.

The strategies used by SBAN are a useful example of some intentionally proactive approaches to restorative justice, even though the organization may not have explicitly termed them restorative justice. When seeking to work against future displacement and repair past displacement done, housing is not the only type of space to be considered, and Lakeland is known for having had business and cultural amenities in its core and still have some well-loved local businesses along Route 1, which will also need to be supported in the scenarios created in this course (Small Business Anti-Displacement Network, 2022).

Justice-Centered Language & Justice-Centered Partnerships – Maple Heights, OH
Maple Heights, Ohio leading up to the 2015 election was a low-income suburban minority community suffering from historical and current disinvestment. The lack of investment stripped power and assets from the community, and decades of white male mayors attempting traditional methods of revitalization were unsuccessful at rescuing or improving the community. When Annette Blackwell became Maple Heights' first Black mayor and first female mayor, her switch to "community-based planning and intentional efforts to support the Black and low-income communities" propelled the community into the revitalization it deserved (Lebovits, 2022).

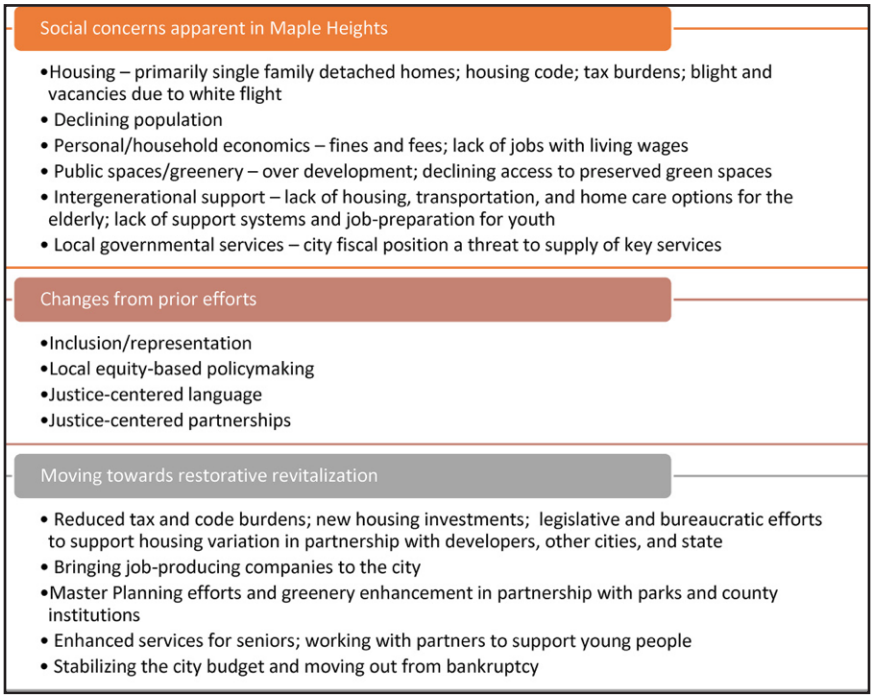


Figure 1.1: A Visual overview of the case study findings and analysis. Source: Lebovits, 2022.

Despite low housing prices at the beginning of the Blackwell Administration (BA), there were other barriers to entry that prevented people from joining the neighborhood, which had been declining in population. One such barrier was that new homeowners had to be prepared to “set aside large sums of money for potential repairs of homes into escrow prior to purchasing them” (Lebovits, 2022). Recognizing this as a significant barrier to homeownership, which is so highly prized in the current capitalist structure, the Blackwell administration collaborated with realtors to actively work against predatory real estate flipping, which was a common issue causing deceptively low-quality housing. By harnessing new policies and coordinating across organizations, home purchasing became something that was “beneficial for new residents, existing residents, realtors, investors, and banks” (Lebovits, 2022). This mutually beneficial approach naturally increased the number of residential homeowners in the community, and after the success of waiving the escrow requirements, that practice was reapproved for continued success.

Not long after its commencement, the Blackwell administration also set in place a participatory approach to creating a new master plan for Maple Heights. When grants from regional government entities and partnerships with agencies in Cleveland secured not only funds but also large lots of land, the city was able to proactively improve and protect public space. In terms of engagement, available internships, work opportunities, and student support were worked into the master plan, as that was a specific desire by residents.

Part of the initial success of the Blackwell Administration was Annette Blackwell’s identity and the policies she pushed, which “brought residents to the table and used legislative and administrative powers to enable the local process of revitalization for the existing residents” (Lebovits, 20220). Arguably, though, the most change-making aspect Blackwell brought was her use of justice-centered language and partnerships, both of which “centered historic harm and the need to include victim representation and preferences when repairing damage” (Lebovits, 2022). Blackwell’s highlighting of instances when the city did not do its due diligence to its residents is representative of the explicit identification of injustices that are needed. Her intentional, explicit focus on empowering current Black residents, and her commitment to speaking openly about historical and enduring injustices in the city represent both proactive and reactive approaches to restorative justice.

Association of Relatives of Detained and Disappeared of Mulchen, Chile
In Chile, there have been recent restorative efforts relating to human rights violations from the most recent dictatorship in Chile that ended in 1990. One of the methods being explored is finding and reserving places that represent crimes toward humanity, such as the persecution of citizens and forced disappearances. These places of encounter are then turned into places of healing that are called memory sites. There is one such memory site and documentation center in the Malleco National Forest Reserve (hriatillinois, 2022).

Figure 1.2: Memory site in Malleco National Forest Reserve. Source hriatillinois, 2022

This approach to restorative justice is more specifically focused on empathy. It is known that restorative justice has different definitions depending on the discipline and context. In this case, the primary meaning of the phrase is care and healing, and healing means establishing and recognizing the care work that grassroots organizations have been doing without recognition.

Community Infrastructure

Strong societies and communities are built upon strong community infrastructure. Community infrastructure is defined as "a complex system of facilities, structures, and the environment of a neighborhood that contribute to the quality of life and overall safety and health of a community" (Rothman, 2005, p. 3). The literature often uses the term community infrastructure interchangeably with the term social infrastructure, or "the networks of spaces, facilities, institutions, and groups that create affordances for social connection" (Latham & Layton, 2019). This section will integrate both definitions under the umbrella term "community infrastructure" to explore the roles of both the built environment and relationships in community well-being and the implications for restorative justice work.

Klinenberg (2018) defines the composition of social infrastructure broadly to include:

> Public institutions, such as **libraries, schools, playgrounds, parks,** athletic fields, and swimming pools, are vital parts of the social infrastructure. So too are **sidewalks**, courtyards, community gardens, and other spaces that invite people into the public realm. Community organizations, including **churches and civic associations**, act as social infrastructures when they have an established physical space where people can assemble. Commercial establishments can also be important parts of the social infrastructure. (p. 16, our emphasis)

Applying this definition, Lakeland holds, and has historically held, a wealth of community infrastructure (see bolded ones in quote). Currently, public outdoor spaces like Lake Artemesia and Lakeland Community Park support social activities, like bird watching and yoga classes (see Figure 4). Several active religious institutions in Lakeland, both historically and presently, further connect residents and provide gathering spaces. The Lakeland Civic Association, the resident-led neighborhood association, fosters community ties and encourages civic participation and activism on behalf of the community (Budd, 2021). Other sections of this report explore the role of historic institutions and community groups, including Lakeland Hall and Stewart's Tavern, in the social vibrancy of Lakeland.

Community infrastructure plays an important role in building strong communities and societies for several reasons. On a most basic level, community infrastructure is important because it supplies a basic function or service, like a bike lane providing safe travel space or a library providing books and classes (Klinenberg, 2018). But much of the value of community infrastructure comes from the "social surplus" that is afforded alongside these basic services or functions. This social surplus "overflows" the formal intent of the infrastructure by facilitating interactions between users of the physical or

social space and building a common sense of trust (Latham & Layton, 2019). Roman and Moore (2004) found that neighborhoods with more prosocial places that allow for social mixing, like community centers, have higher levels of participation in informal networks, and that the number of prosocial places is also positively correlated with resident neighborhood satisfaction. Bagnall *et. al.* (2018) also found that community hubs may promote social cohesion by providing space for different social or age/ generational groups to mix, which can subsequently increase social capital and build trust between community members.

Figure 1.3: Community infrastructure in Lakeland includes social spaces, like free yoga classes, and physical spaces, like parks and churches. Source: Serge Garrigue and Rachel Whiteheart.

As discussed in the previous section on restorative justice, accounting for *collective responsibilities* and facilitating *collective care* are at the core of strong restorative justice work in the planning field. Collective work in a community necessitates the building of relationships and trust between stakeholders. Community infrastructure, through its provision of a "social surplus," can initiate and strengthen relationships between community members, thereby providing a robust foundation for restorative justice work.

The community infrastructure found within Lakeland has specifically been shown to boost social relations. Neal, Bennett, Jones, Cochrane, and Mohan (2015), in a study conducted in British urban parks, found that routine and repeated park use may generate feelings of affinity for the park space and other users of the space, even without direct interaction between users. Whitman (2012) found that, in small American towns, higher rates of civic engagement in a community were tied to "lower crime rates, improved local economy, and higher rates of voluntary participation." A 2019 study of the effects of local churches on neighborhood change in the United States found that church social services, while unable to stop neighborhood decline, can help low-income residents remain in place, thereby slowing the effects of potential gentrification (Kresta, 2019).

Precedents of community infrastructure

Latham and Layton (2019), in their review of the role of social infrastructure in cities, delineate several dimensions of social (or community) infrastructure that can make it successful in facilitating the public life of cities. The authors suggest that the provision of social infrastructure should be:

1. **Abundant**, or conveying some sense of welcoming public space that goes beyond its basic service provision;
2. **Diverse**, providing a range of spaces for a range of activities;
3. **Maintained**, to convey a feeling of care and safety;
4. **Accessible**, regardless of a user's background;
5. **Responsive** to a community's evolving needs; and
6. **Democratic**, in that it promotes a sense of equality between users of its space

Many of these dimensions are highlighted in the following precedent examples of community infrastructure provision. These examples were selected because each community or project shares some characteristics with Lakeland, while still offering a challenge to the status quo of Lakeland to encourage growth.

University of Chicago Arts Block
The University of Chicago has historically maintained an adverse relationship with its surrounding, majority-Black, neighborhoods (Klinenberg, 2018). In the 1950s, university officials established a fund to prevent surrounding Black community members from entering the campus space. Later in the 20th century, the university continued to wall itself off from the surrounding community with the establishment and expansion of a private police force. The Past and Current Plans and Policies Section of this report documents similar segregationist practices historically employed by the University of Maryland towards its surrounding Black neighbors, including Lakelanders.

Figure 1.4: Arts Incubator space near the University of Chicago. Source: The University of Chicago, n.d.-b

n recent decades, the University of Chicago has begun to dismantle some of these walls between its institution and the surrounding community (Klinenberg, 2018). In the late 2000s, Theaster Gates, a University of Chicago faculty member and local artist, persuaded the university to purchase several abandoned buildings near the campus and develop them into an arts incubator space. Gates envisioned the arts incubator space as one that would "stimulate economic growth and add cultural vitality" to the community (Klinenberg, 2018, p. 101).

Today, the Arts Block, seen in Figure 1.4, consists of gallery space for exhibitions and events, studio space for local artists, a woodshop, and a cafe (The University of Chicago, n.d.-a; Klinenberg, 2018). The Arts Block also provides extensive programming for local children and, most significantly with regard to community infrastructure, an opportunity for University of Chicago students and community residents to interact and connect (Klinenberg, 2018). Given the large population of University of Maryland students currently living within Lakeland, there is a need for community infrastructure to bridge similar divides.

Rovaniemi Central Park Sports Park

With Lakeland's aging population, community infrastructure provision will need to prioritize developing spaces for older and younger adults to interact with each other. A Finnish playground manufacturer, Lappset, develops three-generational parks featuring equipment like balance beams and climbing frames, intended to bridge age divides (Lappset, n.d.). The Rovaniemi Central Sports Park, pictured below, demonstrates how some of this equipment can be used by all ages. "Geriatric parks," or recreational playgrounds designed for older adults, are becoming more popular across the globe (Klinenberg, 2018). A study out of Finland found that just three months of exercising in a geriatric park improved the "balance, speed, and coordination" of a group of senior citizens (Klinenberg, 2018, p. 139). While prevailing cultural norms discouraging adult play mean that such parks are not yet popular in the United States, a similar space could provide health and social benefits to Lakeland's aging population.

Figure 1.5: Rovaniemi Central Park Sports Park in Finland. Source: Lappset, n.d.

Thunder Valley Community Development Corporation (CDC)
The Thunder Valley Community Development Corporation, based in Lakota land in South Dakota, is working towards a liberated Lakota Nation through the empowerment of Lakota youth and community members to "improve the health, culture, and environment of our communities through the healing and strengthening of cultural identity" (Thunder Valley CDC, n.d.). The Thunder Valley CDC's journey toward liberation is informed by the Lakota Nation's generational oppression and historical trauma.

Thunder Valley CDC manages several initiatives to build capacity and resources within the community (Thunder Valley CDC, n.d.). The Housing and Home Ownership program provides coaching and training for homebuyers, including credit coaching to help the community members improve credit scores and build assets. The CDC's Regenerative Community Development work aims to promote development that ensures the future health and well-being of the community through land stewardship and sustainable design. The Social Enterprise Initiative expands entrepreneurship and job training throughout the Lakota Nation, while also promoting collective responsibility for businesses and the economy as a whole.

Figure 1.6: Homes supported by the Housing and Home Ownership program. Source: Thunder Valley CDC, n.d.

The Thunder Valley CDC is a community-led group that is working to preserve cultural heritage and identity while strengthening the assets of the community. Lakeland's neighborhood groups, including the Lakeland Civic Association and the Lakeland Community Heritage Project, are already working to protect Lakeland's past and future. Establishing a CDC similar to the Thunder Valley CDC could provide additional resources and community control to Lakeland as the community moves through the restorative justice process.

Housing and Land Use

Housing and land use policies can affect our access to housing, schools, open space, public services, and transportation. The history and current state of Lakeland reflect many of these impacts. Due to many segregationist and discriminatory housing and land policies in the past, African Americans in College Park were compelled to live in Lakeland, an area that was chronically prone to flooding and had to create their own critical infrastructures, such as schools and community centers. The government, both at a national and local level, helped create these conditions in Lakeland and is responsible for repairing past harms and preventing future harms.

The segregated city of St. Louis serves as just one example of the compounding and harmful effects that housing and land use policies can have on people's lives and the opportunities available to them. Land use and housing policy have been weaponized for over a century in St. Louis to segregate by race. In 1916, voters in St. Louis approved a law that would prohibit African Americans from moving onto blocks that were designated for white people. When the Supreme Court eventually ruled that these "racial covenants" were illegal, the city turned to more race-neutral ways to control who could live where, while still meeting the legal standards. Actions included rezoning commercial areas to multi-family to purposely segregate people of color and creating a U-shaped industrial zone to separate white neighborhoods from Black neighborhoods (Rothstein, 2014).

In the 1930s, the city of Berkeley was formed out of the white neighborhoods of Kinloch, a city in North St. Louis County. Most of the tax base subsequently moved to Berkeley, leaving Kinloch with failing schools and a deteriorating neighborhood (see Figure 1.7) (Rothstein, 2014). At some point, the City of Ferguson, which was directly to the west of Kinloch, erected a barrier along Suburban Avenue at the city border as well as to prevent Black people from entering the town at night (Rothstein, 2015).

Figure 1.7: Kinloch as it stands today. Source: Schallhorn, 2020

The Housing Act of 1949 prohibited FHA loans from being granted to non-white veterans (Rothstein, 2014). As a result, over the next few years, white suburbs around St. Louis started popping up, leaving a large area roughly bordering the Missouri and Merrimack rivers undeveloped.

In 1944, the Federal-Aid Highway Act of 1944 was approved by Congress to create a nationwide interstate system. In 1956, Congress approved the Federal-Aid Highway Act of 1956 to create a 41,000-mile nationwide Interstate highway network that would be completed by 1970, largely for the benefit of white suburbanites who needed to travel to and from downtowns (TRIP, 2006). This created four main interstates in the St. Louis area that sliced through downtown neighborhoods, often at the expense of Black communities (Cooperman, 2014).

The history of St. Louis was replicated in many U.S. cities, including Washington, DC. and its metropolitan area. The following precedents provide a few examples of housing and land use policy interventions that can address some of the harmful impacts of past policies on Lakeland.

Precedents of housing and land use policy interventions

Purple Line Community Development Agreement
In 1993, the Maryland State Highway Administration conducted a study on high-occupancy vehicle lanes on the Capital Beltway (I-495), which also conducted research on transit alternatives to alleviating traffic on the beltway corridor. In 2001, the governor of Maryland at the time, Parris Glendening, endorsed the Purple Line, planned as a light rail from Bethesda to New Carrollton. In 2014, after years of environmental study, the federal government gave Maryland $100 million as part of a larger federal aid package to start on the purple line. In 2015, Governor Larry Hogan formally announced the Purple Line, a 16-mile corridor with 21 stops. In 2017, after several legal challenges, the ground was broken and construction is still underway today (Schotz, 2020).

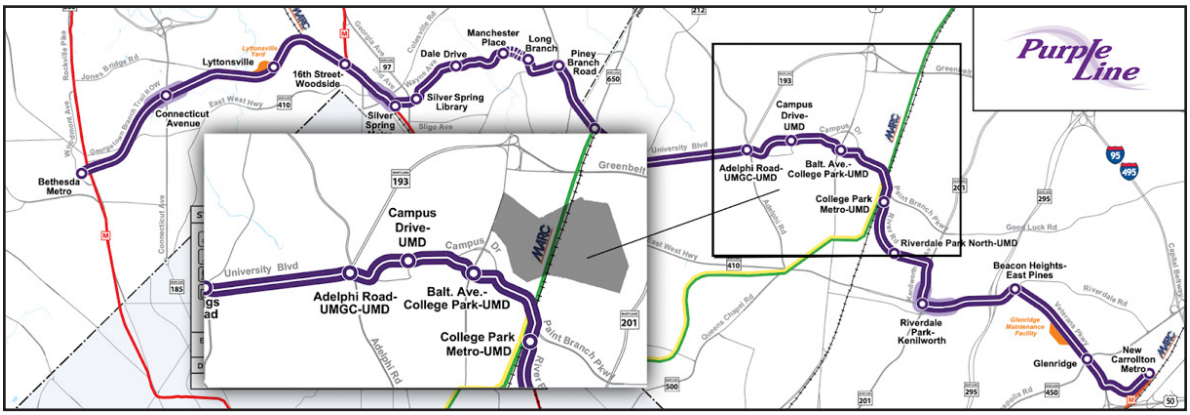


Figure 1.8: The route of the new Purple Line in proximity to Lakeland (shaded area). Source: PLCC, 2022

There will be four future stations in UMD, three of them in College Park (See Figure 1.8), expected to be in operation in 2027. These include one at Adelphi Road and MD-193, one on Campus Drive, one in Baltimore Ave., and one at the College Park Metro Station. In 2013, the National Center of Smart Growth at UMD created the Purple Line Corridor Coalition (PLCC) consisting of different stakeholders and interest groups to ensure that the communities that are around the Purple Line are built in an equitable way (PLCC, 2022).

One of the tools the PLCC is using to promote equity along the corridor is a Community Development Agreement. This is a document signed by the public, private, and members of the community. This agreement makes sure that not only are all groups on the same page as far as the goals but also work together in the planning process and then monitor progress as the process continues. One of the goals of the project is to become a national model that other communities can use in the future (PLCC, 2021).

Given the proximity of Lakeland to the Purple Line (See Figure 1.8), the Community Development Agreement that PLCC has organized offers an opportunity for restorative justice. Not only can there be an acknowledgment in it that Lakeland has been harmed by the government in the past, but also work with stakeholders to have equity-based planning, and then ensure further harm does not occur. Given its proximity to UMD and the enhanced regional connectivity that the Purple Line will bring, Lakeland already is under pressure for new student housing and gentrification.

Bay Area Regional Housing Needs Allocation

Across the country, California is experiencing one of the most acute affordable housing crises. As a result, the state has made efforts to try and ensure that housing needs are equitably distributed throughout different communities and that every jurisdiction carries its 'fair share' of new housing. In 1969, the State of California passed a law requiring all jurisdictions in the state to supply enough housing for all income brackets. To comply with state law, the Association of Bay Area Governments approved a Regional Housing Needs Allocation in 2021 for the 9 counties in the Bay Area (See Figure 1.9).

Figure 1.9: Counties in the Bay Area Association of Governments. Source: Association of Bay Area Governments, 2022

Seȟ áḵw Project in Vancouver, Canada

In 1986, the Squamish First Nation sued Vancouver, Canada for reclamation of a 10-acre property that was seized from the Kitsilano Indian Reserve in 1906. The land was returned to the Squamish First Nation in 2000, and Vancouver gave up control of the land as well. Due to giving up control of the land, Vancouver cannot control land use and zoning on the property (DeRosa, 2022).

The Squamish now have an ambitious plan for a new housing development that would have 11 towers containing 6,000 units (See Figures 1.10 & 1.11). Of the 6,000 units, 250 of those would be reserved as affordable housing for Squamish families (DeRosa, 2022).

Figure 1.10: The new development would be directly across from downtown on the other side of False Creek. Source: DeRosa, *Vancouver Sun,* August 2022

Figure 1.11: Ground-level view from the existing Burrard Street Bridge. Source: DeRosa, *Vancouver Sun,* August 2022

Figure 1.12: Proposed road that is causing controversy circled in the site plan. Source: DeRosa, *Vancouver Sun,* August 2022

This project has garnered opposition from several groups, such as the Kitsilano Resident Association. Some of the concerns include a new road that will have to go through Vanier Park (See Figure 1.12), as well as fears of sewer and school capacity. Officials are working with the neighborhood to address these concerns but ultimately the project will be completed in 2027 and will offer more housing for Vancouver residents (DeRosa, 2022). In addition, the Canadian federal government has offered $1.4 billion to help with the development (Senákw 2022).

Climate Change Adaptation and Mitigation

Climate change is the most pressing and all-encompassing issue humanity currently faces. The community of Lakeland is not spared from its immediate and wide-ranging impacts. In fact, past environmental injustices, like rampant flooding, suggest that Lakeland could be increasingly threatened by future climate impacts without additional intervention and forward-thinking, equitable planning. By implementing climate policies and actions now, Lakeland can prevent future climate-related harms and protect its residents.

To this end, our response to the challenges presented by climate change can be simplified into two approaches: (1) we can intervene to prevent the causes producing climate change and thus diminish it, or (2) we can change to make our lives more bearable dealing with the effects of climate change. These are commonly referred to as mitigation and adaptation, which can be defined as the following:

- **Climate change mitigation** is a human intervention to reduce the amount of Greenhouse Gas (GHG) emissions and increase GHG sinks to make them less impactful (European Environment Agency, 2022; NASA, 2022).
- **Climate change adaptation** is changing policy or behavior to adjust to the impacts of climate change and reducing those impacts (European Environment Agency, 2022; NASA, 2022).

Mitigation can be viewed as the more optimistic approach, with a focus on intervening prior to the irreversible effects of climate change. Much of the current scientific research on catastrophic "tipping points" can come off as "alarmist" to those outside of the scientific community, but there are some positive tipping points aligned with a mitigative approach as well. One example of this is the push toward more sustainable economies through changes in transportation energy sources, as the cost of renewable energy meets the cost of fossil fuels (Goering, 2022a). In fact, a greater consciousness about these negative tipping points may be bringing about a mass change in social and economic forces (Goering, 2022b).

The United Nations Intergovernmental Panel on Climate Change's (IPCC) Sixth Assessment Report provides the most up-to-date look at climate change mitigation efforts and how they align with previous global climate goals. The outlook on climate change from a global perspective can be summarized by the following points (IPCC, 2022a):

1. Climate change is still a global threat and we must expand our goals beyond the previous 1.5 degree Celsius target.
2. Sustainable development and eliminating poverty are closely connected with today's climate change policy.
3. More sustainable development goals and social progress are dependent on a global economy based on low carbon emissions.

4. Mitigation efforts must emphasize a multifaceted effort through diverse contexts based on equity.
5. Environmental, technological, economic, socio-cultural, and institutional choices will determine how effective our adaptation and mitigation efforts can be.
6. Increasingly coordinated planning at all levels of government is required to meet these goals.

The importance of climate change to the planning profession is evident in the strong, interwoven relationship between climate change and sustainable development. The IPCC report makes the case that "the choice of development paths made by countries and regions have significant consequences for GHG emissions and efforts to combat climate change" (IPCC, 2022b, p.1-39). These are choices that planners can make at varying levels of governance. Planners can broadly study how all our development choices, not just those with clearer ties to climate, impact climate change (IPCC, 2022b).

If we focus on the synergy between the four guiding themes of our work, a more general understanding of climate change's relationship to equity comes into focus. The IPCC report states that:

> Achieving climate stabilization in the context of sustainable development…requires a focus on equity considerations to avoid climate-induced harm, as well as unfairness that can result from urgent actions to cut emissions. (IPCC, 2022b, p. 1-44)

The idea of "climate-induced harm" is readily tied to our restorative justice approach. In the case of Lakeland, since climate change-related harms are just starting to be felt (with e.g., expanding extreme heat, flood risk, and storm risks), potential inequitable impacts can be *proactively* avoided, not just *reactively* addressed. Additionally, restorative justice in the context of climate change can still take the reactive approach that we traditionally see. As the IPCC report lays out, a switch toward a global economy based on low carbon emissions and social progress is essential to a successful climate change mitigation policy approach. (IPCC, 2022a). Scholars foresee the relationship between the pressing needs of climate change and restorative approaches to environmental injustices as directly related. Carr (2022) states that "connecting the experiences of diverse workers with the challenges of the climate crisis brings the work of repair and care into sharper focus" (p. 14). Carr uses the terms "repair" and "care" in response to the abovementioned "harm" that was done to not just the planet, but its inhabitants.

To understand the synergy between the themes of climate change and restorative justice, the topic of "climate justice," and the related term "environmental justice," must be understood as well. Academically, *environmental justice* is thought of as focusing on "historical responsibility, equity, and human rights," while *climate justice* focuses on "capabilities and functioning, recognition and participation, and going beyond mitigation and impacts into adaptation and resilience policies" (Smith and Wodajo, 2022, p.

E1524). Smith and Wodajo (2022) define equity as “the distributive concept of justice and its absence (inequity), encompassing disproportionate environmental impacts on certain social groups” (p. 2). In both instances of restorative justice-focused climate change and climate justice, equity plays a front and center role. Yet, adaptation is often the last resort for those on the grassroots level; hence, our current efforts focus on the more positive outlook where mitigation and state-supported adaptation can still succeed (Smith and Wodajo, 2022).

The research shows that the relationships of the other two themes — community infrastructure and housing and land use — to climate change continue the synergistic trend of proactive, action-based approaches through a lens of equity. Community infrastructure directly relates to the climate change policies we pursue. Inequitable government funding for protection and mitigation of climate change-related disasters results in inequitable community infrastructure quality. This can then cause disparate impacts of climate change on some communities, often low-income communities of color, especially if they do not have the additional resources that community infrastructure provides to overcome these challenges.

Housing and land use has an even more direct connection with climate change. Research has shown that “synergistic approaches to adaptation and mitigation could bring substantial benefits at multiple scales in the land use sector” (Duguma, Minang, and van Noordwijk, 2014, p. 420). Without addressing land use decisions, climate change cannot be effectively mitigated (IPCC, 2022b). However, Duguma, Minang, and van Noordwijk (2014) claim that “weak conceptual framing of the approach and constraining policy issues” prevent mitigation and adaptation approaches from furthering our action-based approaches to climate change beyond what we currently can achieve” (Duguma, Minang, and van Noordwijk, 2014, p. 420).

Precedents of mitigative and adaptive climate change policies

The following precedents provide examples of mitigative and adaptive climate change policies that may provide guidance for Lakeland.

Montgomery County (Maryland) Green Bank
Montgomery County Green Bank in Maryland is a publicly chartered 501(c)3 nonprofit created in 2016 in response to funding received from the merger of two public utility companies: Pepco and Exelon. With a goal of responding to climate change in an accessible and widespread manner, the Green Bank uses the seed funding of $18 million from the merger and, working with the private sector, helps steer projects and provide direct assistance to local stakeholders (businesses and residents) based on climate-focused objectives. This responds to the need for more county-wide mitigating energy policies in the face of climate change, while also improving wide-spread accessibility for such initiatives by making them more affordable. This effort complements other similar state-wide efforts, including the Maryland Clean Energy Center, which acts as an incubator for technology start-ups instead of implementing current technology. Through the Green Bank, Montgomery County "can work on more local projects, like helping a condominium association, church or commercial landlord with energy retrofits" (Montgomery County Green Bank, 2022; Kurtz, 2022).

Figure 1.13: Demonstration solar panel at the Pennypack CSA, Montgomery County, MD. Source: Pennypack CSA, Montgomery County, MD

This case study provides an excellent example of how public resources can be steered toward climate-focused efforts that Lakeland residents and businesses could take advantage of. This example provides a restorative approach when the Green Bank takes money from utility corporations and puts it towards local projects that directly help residents. This redistribution of wealth, from a source that has historically adversely affected the environment through fossil fuel use and pollution to local community infrastructure needs for their physical spaces, is a potential application of restorative climate work in Prince George's County and beyond.

Miami, Florida's Climate Response

As the self-proclaimed "tip of the spear" for a proactive response to climate change, the city of Miami is a global leader in simultaneous climate adaptation and mitigation work. The city faces unique challenges due to its subtropical environment and location in the path of Atlantic Hurricane trajectories, but this has been exacerbated by human-induced environmental impacts. Miami is facing future extreme heat, an increase in flooding of a higher severity, and stronger and more frequent hurricanes, and must respond accordingly. Miami has a goal to be carbon neutral by 2050, which will require ambitious action and community-wide buy-in (City of Miami, 2022b). However, the public expense on climate change has created a tangible economic return for Miami, providing great incentive to follow their path and respond before disaster occurs (City of Miami, 2022a).

Figure 1.14: Tidal flooding at Brickell Bay Drive and 12 Street in downtown Miami, Fl. Sounce: B137, Wikimedia Commons, October 2016

In Miami, the adverse effects of past policies and energy sources on our environment have exacerbated the innate challenges the natural environment poses. Miami will be one of the first major cities forced to respond to the unknown and constantly changing challenges of climate change.As the research shows, an action-oriented approach in response to a coming storm is crucial for not just saving our planet but making sure the most vulnerable among us are protected. For Lakeland, Miami's approach can provide a model for policy and plans. Lakeland must acknowledge that the choices of the past were partially done in response to a natural threat and that the threat was not fully mitigated by the previous measures put into place through urban renewal.

Toronto Public Housing Retrofits

Through a partnership with multiple public, private, and non-profit organizations, the city of Toronto successfully retrofitted a portion of their aging multi-family public housing facilities to achieve a reduction in utility costs by over $500,000 in total for that year. Additionally, they also achieved a reduction in greenhouse gas (GHG) emissions that is equal to almost 1,000 tons of CO2. These are both direct and indirect goals put forth by the current research on climate change responses. Financed by the long-term savings achieved through the retrofits, Toronto Community Housing Corporation (TCH) avoided additional harms created by the potential new construction from the replacement of aging post-war housing but also used a mitigation strategy to limit the amount of greenhouse gas emissions further contributing to the changing climate. Moreover, the partnership with the local non-profit Building Up provided the opportunity for disadvantaged, employment-challenged individuals to learn how to build and retrofit certain interior energy improvements for the buildings (Green Municipal Fund, 2022).

Figure 1.15:Case Study Retrofit by Green Municipal Fund in Toronto, Canada. Source: Green Municipal Fund (2022), Retrieved from https://greenmunicipalfund.ca/case-studies/case-study-energy-retrofit-delivers-multiple-benefits.

The most important takeaway from this case study is how the different stakeholders — public, private, and non-profit — can come together to achieve climate goals and promote environmental and economic sustainability. For Lakeland, retrofitting the structures that are currently still standing would disrupt a legacy in which breaking down the built environment also breaks down the social fabric of the community. Preserving what exists in Lakeland today by retrofitting a dense residential area would simultaneously preserve the history of Lakeland. Although mainly an adaptive approach, there are some mitigative effects used in the TCH building example. Furthermore, building human capital by teaching community members to work on these retrofits falls in line with climate best practices of shifting our workforce toward greener, more sustainable occupations. Lakeland could create a similar program with similar partners local to the Washington, DC metropolitan region.

Section II:
Analysis of Existing Conditions

History of Lakeland

The land on which Lakeland sits today was originally occupied by the Piscataway people (Destination Southern Maryland, n.d.). Starting in the 1660s, English settlers began encroaching on Piscataway land, resulting in a number of treaties between the Piscataway people and the English settlers. When these treaties were eventually broken by the English settlers, the Piscataway lost their homeland.

As seen in historical maps of 1861 and 1878 (Figure 2.0), the Lakeland area neighbored the Maryland Agricultural College that would eventually become the University of Maryland in 1916. In 1891 (Figure 2.1), developer Edwin A Newman brought the earliest form of urban design planning to the area through a vision for a resort-style community, with improvements such as dirt streets, wooden sidewalks, curbs, gas lights, etc. Newman's intent was to market and monetize access to Lake Artemisia, a man-made amenity that was originally dug as a gravel extraction pit in the 1860s for the construction of the adjacent railroad. A detailed description of Lake Artemesia can be found in the preceding Water & Landscape as Assets section of this report. Newman originally marketed his resort development to white residents only. Newman's plan disregarded the contextual reality of the time, including the Black populations in the area in need of housing and the geographical conditions of the site (Lakelandhcp, 2022).

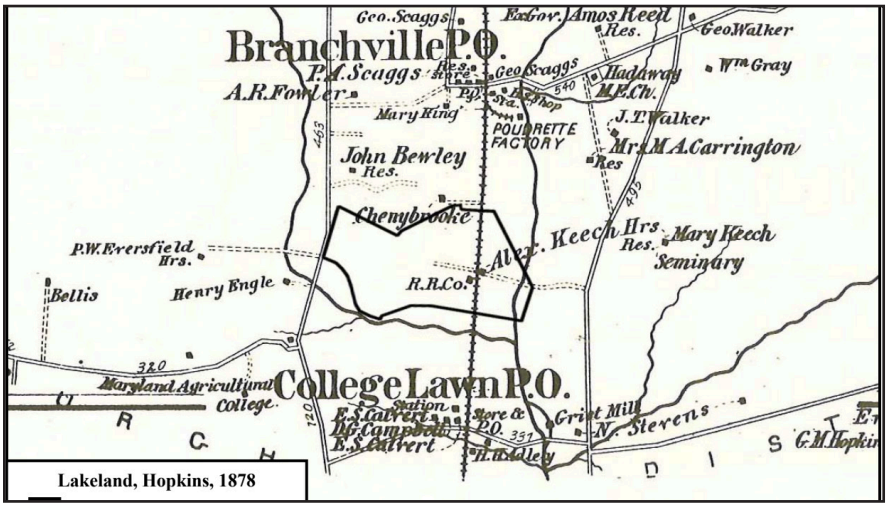


Figure 2.1: Martenet map of Lakeland, 1878 Source: Hopkins, G. M. (1878) Atlas of fifteen miles around Washington, including the County of Prince George, Maryland. Philadelphia: G.M. Hopkins. [Map] Retrieved from the Library of Congress, https://www.loc.gov/item/76354156/.

Though historical events are marked with official dates of “beginning” and “ending”, the reality of the people and the lived experiences are much more complex. African Americans strived to create a place of community amid the discrimination and continued segregation they faced. Initially, the Lakeland area west of the railroad was predominantly populated by white people (as per design) and the eastern land, near Paint Branch Indian Creek, was populated by African Americans. According to the Lakeland Community Heritage Project, the first African Americans that moved into homes west of the railroad were Benjamin Robert Hicks, John C. Johnson, and Joseph Brooks (Lakelandhcp, 2022). White residents met them with hate and discrimination that put not only their property but their lives at risk. Over time, as more Black families moved into the west side of Lakeland, the white residents left the area and it became predominantly populated by African Americans.

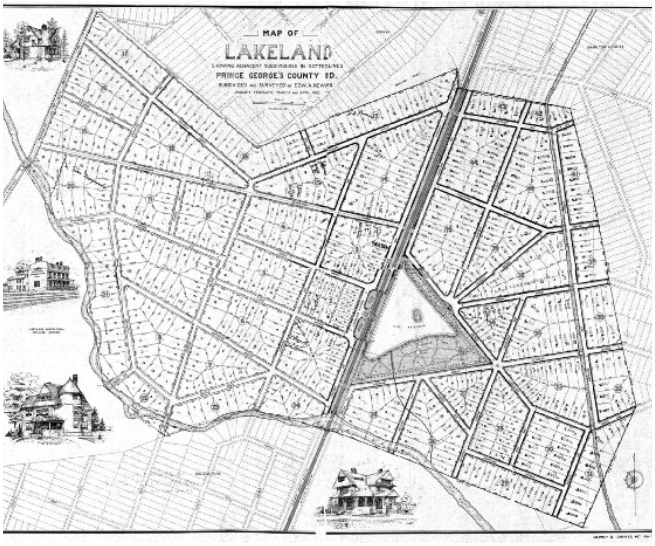


Figure 2.1: Newman Plan of Lakeland, 1890. Courtesy of the Lakeland Heritage Project.

Despite the geographical conditions, the constant threat of flooding, and the fight against discrimination, the Lakeland community infrastructure grew as one of unity with distinct locations for gathering and sharing resources in the early 1900s (Lakelandhcp, 2022). The Lakeland Historic Neighborhood Walking Tour highlights important locations that capture the vibrant history of Lakelanders (images illustrated in Figures 2.2 and 2.3).

Benjamin Robert and Annie L. Terry Hicks were the first African American residents to purchase land west of the railroad tracks in 1901 (Lakelandhcp, 2022). Their home was demolished in the 1960s. Johnson’s home on Lakeland Road and 51st Avenue was the third home built on land purchased by African Americans. Similarly, the Dory Home (Figure 2.2), of the Dory family on 5120 Navahoe Street, is one of the oldest houses in Lakeland (Lakelandhcp, 2022). They were the first family to own a telephone in the neighborhood and graciously accepted calls for the entire neighborhood. Lakeland Hall (Figure 2.2), for instance, served as a gathering place, where various events, such as movie showings, dances, and weddings could take place.

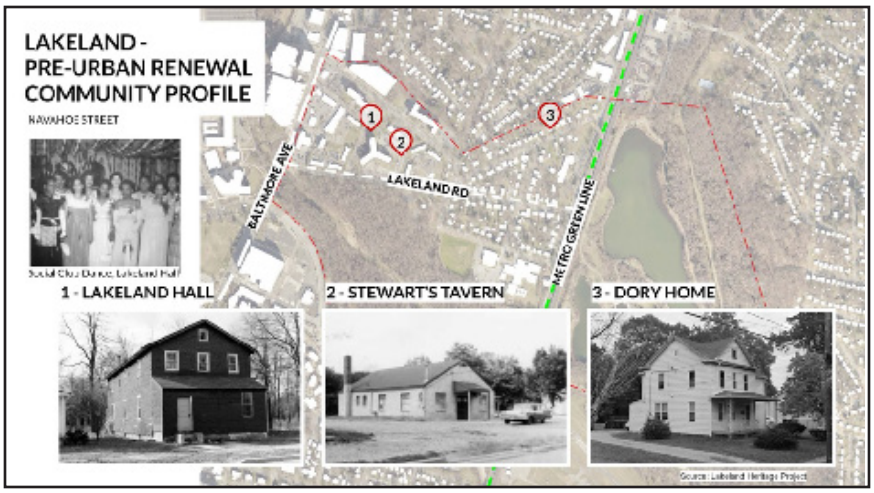


Figure 2.2: Historical places and people in Lakeland. Images courtesy of the Lakeland Heritage Project.

Figure 2.3: Historical places and people in Lakeland. Images courtesy of the Lakeland Heritage Project.

Down the street from The Hall, the community gathered at the Stewart family home. The gatherings gave rise to the growing need for an African Methodist Episcopal (AME) church in the neighborhood (Lakelandhcp, 2022). As a result of the community efforts and requests to Bishop A.C Embry, the Embry AME Church was built in 1905 and then relocated to its current location on Lakeland road (Figure 2.3). The Stewart's home then became a nightspot where Nellie Stewart's son helped build a separate structure for "Stewart's Tavern" also known as "Four Brother's Tavern" or "The Beer Garden" that would operate until the 1970s. Mack's Market and Black's store (Figure 2.2) served the community with convenience items, an ice cream and a lunch counter, a pool room, a dry cleaner, a beauty parlor, and a jukebox, as well as apartment units on the second level (Lakelandhcp, 2022).

Another beauty shop was run and operated by Emma Waller for more than 40 years at the lower level of her home on Navahoe Street. The area between Berwyn Road to Navajo Street was Mr. Pleasant Brown's farm (Lakelandhcp, 2022). He was the son of a slave owner, born in the 1860s, who successfully farmed and raised 24 children on his land. Prince George's County Board of Education and the Rosenwald Fund selected Lakeland's central location as the site of an African American High School. Lakeland High School served residents from Annandale, Beltsville, Bladensburg, Bowie, Glenarden, Highland Park, Hyattsville, North Brentwood, Laurel, Muirkirk, Savage, and Vista, in 1926. At the same time, Lakeland Elementary School on Winnipeg Street was constructed (Lakelandhcp, 2022). It began as a one-room schoolhouse for African American children.

Notwithstanding the strong networks of the community in Lakeland, the geographical conditions and the constant threat of flooding continued to deteriorate the physical property and possessions of the residents to a degree far beyond the community's capacity to control. In 1970, the Urban Renewal plans of the city of College Park and the federal government drastically demolished about ¾ of what existed with the unkept promise to provide better housing and "compensate" for destruction. Figures 2.4 through 2.7 illustrate the changes in Lakeland between 1977 and 2022.

A second round of gravel extraction for the construction of the Green/Yellow Line of the Washington Metro expanded Lake Artemesia on the site east of the railroad. Many of the community's networks remain only in the memories of the few residents that are still present and all the ones that were wrongfully pushed. Now that the community faces, yet again, another wave of gentrification as developers intend to take advantage of the growing need for student housing in the area and continue to buy land to push out the few remaining single-family house owners, the community calls for action and restoration for the multiple injustices that this neighborhood has seen.

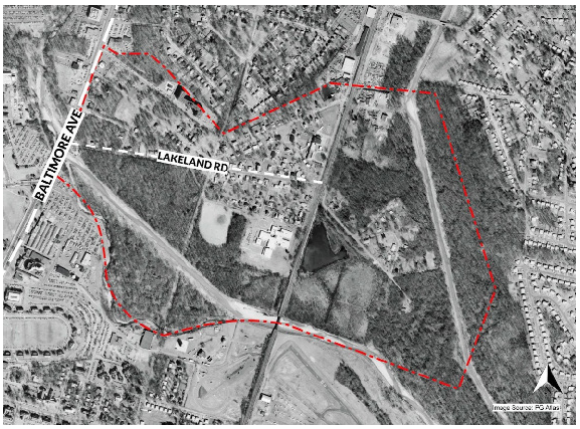


Figure 2.4: PG Atlas map of Lakeland, 1977.

Figure 2.5: PG Atlas map of Lakeland, 1980.

Figure 2.6: PG Atlas map of Lakeland, 1993.

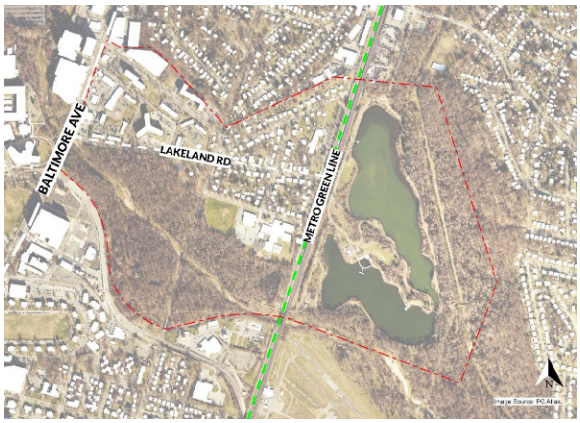


Figure 2.7: PG Atlas map of Lakeland, 2022.

Demographics

Determining accurate United States census-based demographic data for Lakeland presented complications in our work. Lakeland is located within Census Tract 8070, Block Groups 3 and 5 (Figure 2.8). Census Block Group 5 contains the western half of Lakeland closest to Baltimore Avenue and the University of Maryland. Census Block Group 3 contains the eastern half of Lakeland closest to Lake Artemesia. For many of the demographic indicators that we explored in our work, this was the narrowest scope of data we could find - even then, data we could find appears to be incomplete. The margin of error is high and we were unable to find data prior to 2013, likely due to changes in boundaries and methods of the US Census.

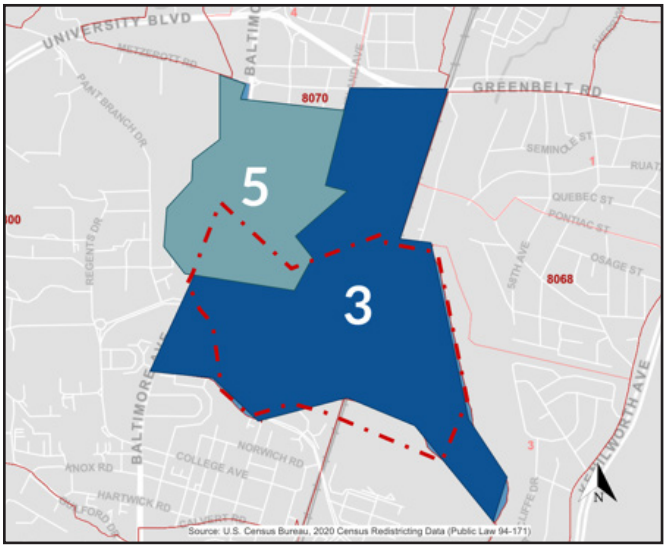


Figure 2.8: Census Block Groups 3 and 5

US census data is used to draw congressional districts, apportion representatives, determine funding for state and local government, and build new roads, among other applications. However, historically census data has overlooked marginalized populations (Sanchez, 2022). Inaccurate census data in Lakeland is likely related to its history of marginalization. While demographic data collection is vital in our understanding of the area, we acknowledge that the data we were able to collect is not wholly reflective of the Lakeland community. The metrics we collected include racial distribution, age range, sex, household income, and employment by industry.

Further information regarding future demographic trends and projections for Lakeland can be found starting on page X in the Status Quo scenario section of the report. The Status Quo scenario section contains some data that is specific to the actual boundaries of Lakeland, as opposed to reflecting Census Block Groups 3 and 5.

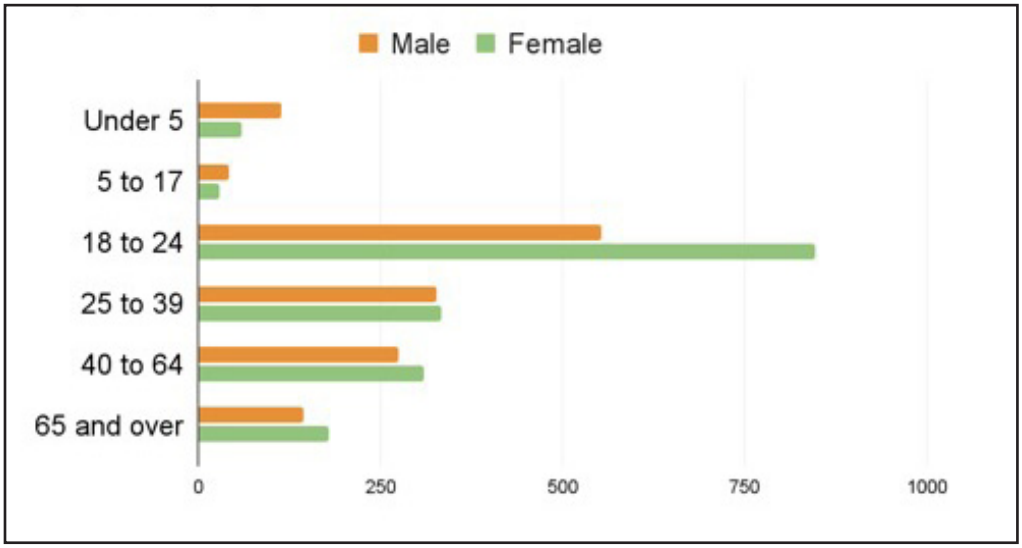


Figure 2.9: Age/sex distribution. Data source: Age/Sex distribution (2020). Census Block Groups level, US Census data

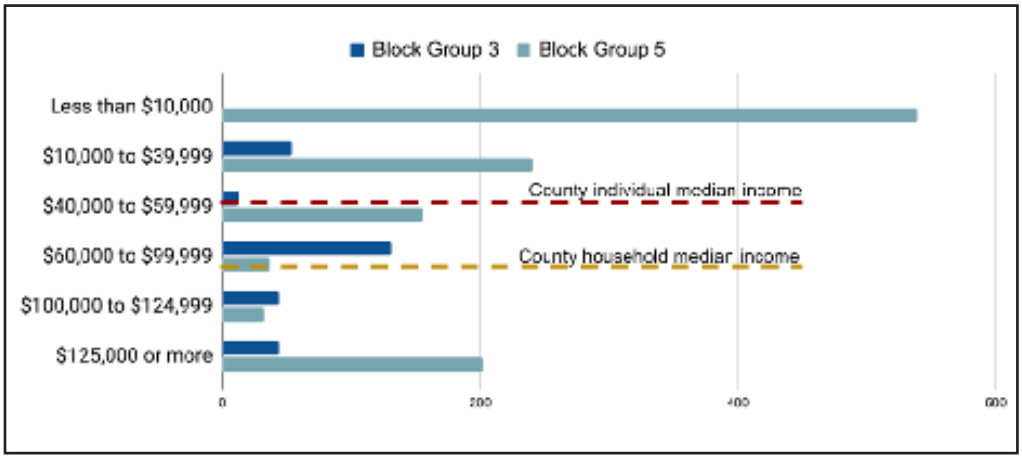


Figure 2.10: Average median household income. Data source: Median household Income (2020). Census Block Groups level, US Census data

As of 2020, the population within the blocks is primarily aged 18 to 24 (Figure 2.9), which can be traced back to the proximity of the University of Maryland, keeping in mind that the Census Block Group 5 data extends northward beyond the Lakeland boundary. Additionally, it appears that young families also are present in Lakeland due to the presence of young children. Household income varies; however, based on Figure 2.10 showing the clear presence of students, it's understandable that the largest income group is less than $10,000. The average median household income in Lakeland is lower than the average median household income in Prince George's County, likely due to a high student population. Historically, student employment is not lucrative or affluent. The majority of the population, as of 2020, identifies as white. In Census Block Group 3, there is a higher population that identifies as African American. As a reminder, Census Block Group 5 is primarily the area of Lakeland closest to Baltimore Avenue, which is heavily populated by students. Figure 2.11 shows a breakdown of employment in the area. Naturally, the majority of residents work in education services, which include positions like teachers and school administrators. Professional and business services are the second most employed sector, and these positions include consulting, computer services, and insurance.

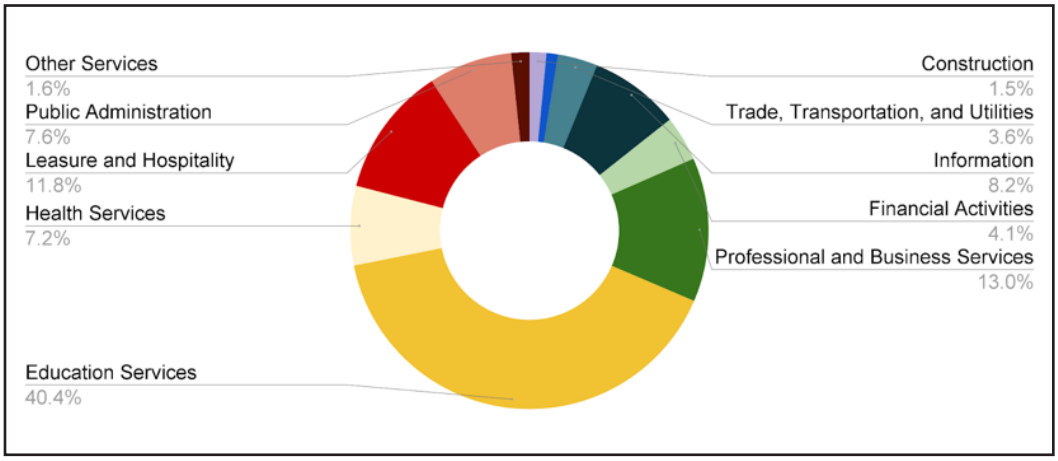


Figure 2.11: Employment by Industry Sector. Data source: Employment by Industry Sector. (2020). Census Block Groups level, US Census data

The purpose of this data is to illustrate the impact of the surrounding area on Lakeland. It is clear that the University of Maryland has played a historic and current role in Lakeland both in economic and community development.

Land Use, Urban Design & Community Assets

Lakeland has been transformed by a few plans, most notably the 1890 Newman Plan and the 1970 urban design study that led urban renewal in the area. As we look at the fabric of the neighborhood today, it is largely the street grid of the Newman plan that remains; however, due to the major development areas proposed by the urban design study, the far west and east areas of Lakeland have experienced a much more dramatic transformation.

Harkening back to the original intent of the Newman Plan to turn the area into a resort community, the area has a distinctly suburban feel. Street edges are not held strongly, and this is especially noticeable along Baltimore Avenue, as it contrasts with the more urban, mid to high-rise development that is taking place all over the area. This could be seen as either a positive or negative because while it does interrupt the continuity of the experience along Baltimore Ave. The smaller buildings and natural assets of Lakeland provide a nice relief from the more urban experience seen along other parts of this main road. It's worth noting that a range of housing typologies is often very good for housing choice, and the incremental decrease in scale as the buildings move away from Baltimore Ave. also helps the higher density typologies not feel as imposing on the single-family houses of central Lakeland. However, as there may be a drive for more development of increased density along Baltimore Ave, especially with the new Purple Line stations coming in, increased density along the main thoroughfare can transform the relationship between west and central Lakeland, and the relationships between the architectural language and residents.

Despite having a couple of higher-density housing located in the west of the neighborhood, with the exception of The Alloy on Berwyn House Rd., even these are pushed back considerably from the street, favoring access to their fairly large parking lots. Central Lakeland, on the other hand, is made up of a majority, lower density, single-family housing and is also home to a handful of churches, Paint Branch Elementary School, and the College Park Community Center, which are all great assets for the community (Figure 2.12). Paint Branch Stream Valley Park and Lake Artemesia, which is located across the train tracks on the east side of the study area, are also two more assets in the community which benefit the residents of Lakeland as well as residents in many of the surrounding neighborhoods.

The courts and playground at Paint Branch Park encourage healthy activity in the community and a platform for social interaction. It is the existence of all of these cultural and community-oriented assets that helps to cement the importance of Lakeland's role as an incubator for vibrant cultural and social interaction.

Figure 2.12: Lakeland Buildings and Land Use

An extensive pedestrian trail network ties together the entirety of Lakeland and links it into the immediately adjacent neighborhoods. This is another great amenity for Lakeland residents as well as those in the surrounding neighborhoods as they draw people into the neighborhood for activity and exercise, as we have discovered through some of our interviews and engagement activities. The entire neighborhood is only about a 20-minute walk across (from Baltimore Ave to the Green Line tracks) and is made extremely walkable and bikeable because of this trail network and nearly 100% sidewalk coverage. There are still some locations where residents have blazed their own trail and they have not been formalized with paving or another medium, which certainly reduces their utility during inclement weather. One instance of this is at the underpass that connects Lakeland's trail network to Lake Artemesia. As the only pedestrian connection between the neighborhood and the lake, it should be given more attention, as one of the sides of the path floods often and is filled with debris so that really only one side is usable. Additionally, some areas of the path are at risk due to the fallout of the storm as we noticed several trees that either had fallen, had been slightly chopped up, or looked like they were about to fall over the path.

While the pedestrian environment in Lakeland is fairly robust, vehicular connectivity, particularly between Lakeland and the surrounding neighborhoods, is severely lacking. As seen in Figure 2.13, the main vehicular entrances to Lakeland we identified are along Baltimore Ave, at Berwyn House Road, and at Lakeland Road. However, as seen in Figure 31, the main roads loop back and meet these two gateways, but lack connection to the north, south, and east. This restricts access from Lakeland to the surrounding communities but also reduces traffic which results in generally quiet and safe streets in the neighborhood. Further study would have to be conducted to determine if the street grid as it exists would be able to sustain additional development without serious traffic congestion.

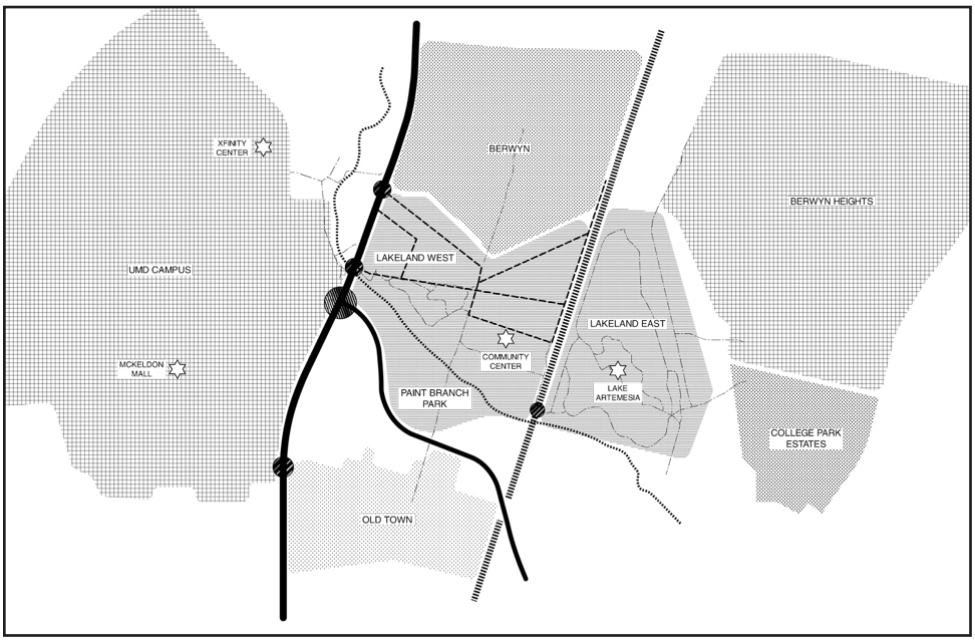


Figure 2.13: Lynchian Analysis (Districts, Nodes, Landmarks, Paths, and Edges)

The Green Line tracks create a harsh edge dividing east and central Lakeland which not only cuts off the ease of vehicular and pedestrian connections to Lake Artemesia but causes many moments of noise pollution to the area. In order to abate some of this, a wall was put up but this blocks views that homeowners used to have of the lake. Baltimore Avenue also generates considerable noise, but while the Green Line tracks generate noise only as a train passes, the road emits a consistent dull roar that can be heard well into the community.

Focusing more on the natural environment, of the 270-acre study area, only 72 acres are impervious, meaning any surface that water cannot easily percolate there into the soil. This means that about 73% of Lakeland is made up of pervious surfaces, which should help to manage stormwater and flooding in the area. However, these metrics include both Lake Artemesia Paint Branch Stream Valley Park, which, if we were to exclude those and look only at the more developed urbanized area, we would see a much different percentage of impervious surfaces.

However, even in the more developed areas of Lakeland, there are many natural assets still present with good tree coverage, even with some of the trees being destroyed in the 2022 storm. If these trees were restored, the tree canopy for Lakeland would be excellent and mitigate concerns of heat islands.

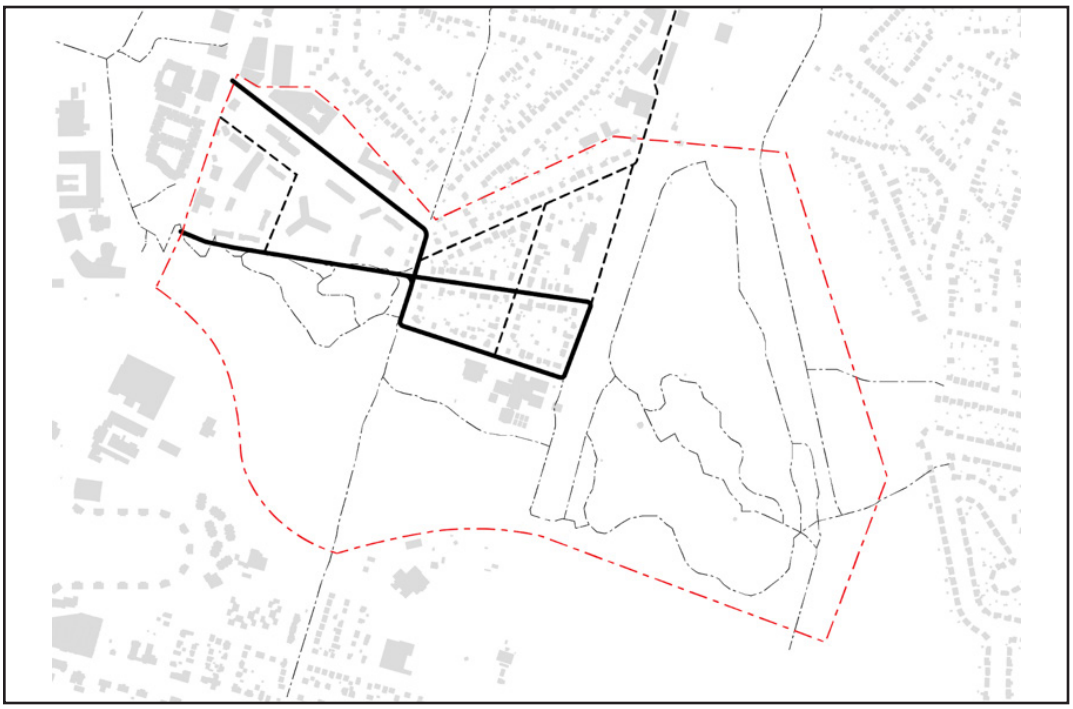


Figure 2.14: Street Hierarchy and Paths within Lakeland.

In summary, the Lakeland area has many amenities and assets to be proud of. The area has access to an incredible amount of community spaces, active open space programming, and a variety of housing options. There is a greater density that exists built up closer to Baltimore Ave, as a result of the urban renewal plan, but it is not as high density as many other stretches of the road to the north and south of the Lakeland neighborhood. The trail network connects Lakeland to the surrounding neighborhoods well for pedestrians and bikers, but vehicular connectivity is lacking. Finally, through our emphasis on and understanding of the importance of community infrastructure, the several churches, community center, and school all operate as great strengths for the residents. Overall, our analysis reveals an excellent and thriving place that may benefit in the future from some tactical interventions on a select few, potentially underutilized sites.

Past and Current Plans and Policies

Introduction: Restorative Justice for Lakeland

This section explores the major plans and policies that have shaped Lakeland, an African American community located in College Park, Maryland. Currently, the Lakeland community is working with the city of College Park on through a restorative justice process that aims to redress the harm and devastation of the neighborhood caused by urban renewal.

The history of urban planning and development in the United States has largely served the needs and desires of those with the ability to control and own space. These abilities have long belonged to those with wealth and privilege, which in the United States have traditionally been white property owners. On the other hand, marginalized communities have had a long, rarely positive history with urban planning and development (Ryberg-Webster, 2020). Residential segregation, which manifested through explicit governmental policies (de jure segregation) on the federal, state, and local levels led to the isolation, neglect, and devaluation of communities of color. Discriminatory policies like the federal homeownership programs of the 20th century and other injustices like environmental racism have served to undermine the prosperity of communities of color, resulting in stark disparities between Black and white communities.

The physical land of Lakeland was inhabited for centuries before its formal development. Edwin Newman, a real estate developer, and attorney played a significant role in the development of Lakeland prior to the impact of urban renewal. However, in addition to recognizing the residents that preceded Newman's arrival, it is important to understand the legal and socio-spatial context of Maryland leading up to the formation of Lakeland in regard to the status of African Americans. Maryland has strong ties to slavery. In 1644, the Maryland legislature declared "all children born of any Negro or other slave shall be slaves as their fathers were for the term of their lives" (Showell, 1973, p. 6). The amended Maryland Constitution of 1810 limited the right to vote to white men (Showell, 1973, p. 6). In 1831, the Maryland legislature enacted laws to encourage "colonization on the coast of Africa to free people of color" and in the following year passed a law stating "the immigration of free Negroes into the State was forbidden" (Showell, 1973, pp. 7-8). Although Maryland's new constitution in 1864 ended slavery in Maryland, the sentiment of resistance and segregation was very much alive. Even though Black

men gained suffrage under the 15th Amendment in 1870, “Maryland Blacks soon found that access to the ballot box did not immediately open the door to equal opportunity” (Showell, 1973, p. 10).

The state of Maryland prohibited the marriage of a white person and a Negro or mulatto, required segregation in colleges and universities, allowed segregation in public schools, required segregation on buses, enforced Jim Crow laws in street cars, and required segregation of mental and tuberculosis patients in hospitals, with all of these policies continuing on through the 1950s (Konvitz, 1951, pp. 427-432).

The 1968 National Advisory Commission on Civil Disorders Report, better known as The Kerner Report, was an attempted policy to counter the decades of these discriminatory policies and is an example of a good policy decision that was not implemented. The report by the Kerner Commission is considered “one of the most insightful documents on race relations and remedies for discrimination to ever be published by the government” (Graham, 2017). Michigan State University professor Joe T. Darden stated, “the cost of ignoring the Kerner Report has meant further decades of less opportunity for African-Americans” (Graham, 2017). Any case for restorative justice for African American families in Maryland should be built with these policies in mind to recognize the centuries of compounded disadvantages African Americans have faced.

As discussed earlier, Newman developed the first official neighborhood plan for Lakeland in 1890. His original plan was designed as a resort-style community for white residents to enjoy. Lakeland thrived as a successful community due to its proximity to the railroad and Washington, D.C.; however, the accepted segregation pattern of American cities in the early 1900s was also apparent in Lakeland.

Influential Policies Pre-Urban Renewal

A 1892 Washington Post article titled “They Think They Have Been Cheated: Citizens Claim to Have Been Defrauded in a Real Estate Deal” covers a legal court case in which a white man who purchased a plot from Newman claims the lot he was originally shown was not the same lot he was given. He claimed the new lot was “partially occupied by a creek and lying in a hollow instead of on a plateau” (p 6). The court asked the defendant (Newman) to refund the $520 and cancel the promissory notes. This is an example of the courts working correctly to ensure citizens are not taken advantage of by developers; it also shows the courts’ agreement that building a house basically on a lake was a disingenuous decision by developers. However, this jurisprudence was not applied equally to Black and white owners. Black purchasers were coaxed and actually limited to purchasing these plots in floodplains in Lakeland and all across the United States and did not have the ability to have a fair trial had they brought their case to the courts. This speaks to the environmental injustice that Black communities have historically faced, where they have often been relegated to the most dangerous and vulnerable places.

Environmental injustice is connected to disenfranchised spatial processes and outcomes, which can affect communities' vulnerability and stability. "Historically, racially exclusive neighborhoods, segregated suburbs, and guarded and gated communities comprise privileged moral geographies, where white people experience the advantages and amenities unavailable to poor minority neighborhoods" (Lipsitz, 2007, p. 15). The early history of geographical purchasing restrictions in Lakeland (legal or just heavily socially imposed) is a policy that should be examined further in the Commission's process for restorative justice to Lakelanders.

As a result, the majority of white residents resided together on the "west" side and the African American families settled in a segregated area on the "east" side of the development, in closer proximity to flood-prone areas. In 1910, John Calvary Johnson became the first African American to purchase land on the west side, which initiated the informal but significant policy of "white flight" from the west side of Lakeland, discussed below ("Lakeland at the Beginning," 2018).

The accepted legal and informal practices of racial discrimination played a significant role in Lakeland residents' financial opportunities and limitations throughout Lakeland's existence. A common technique for enforcing segregation was through advertisements, using keywords to signify preferred segregation in a community. For example, developers would include coded language in advertisements, such as: "a community of superior character, protected by such restrictions as preventing invasion of deteriorating influences'" to discourage African Americans from inquiring about the community (Mohammadi and Woehlke, 2021, p. 15). Although not a formal policy, this method was highly effective in enforcing the status quo of segregated neighborhoods in Maryland.

In 1913, an amendment passed by the Baltimore City Council in regard to segregation law "confined black [sic] residents to certain localities" informally mandating segregation ("An Amendment," 1913). The Commission should attempt to identify similar cases in Prince George's County to support its restorative justice initiative but can use these cases of neighboring municipalities to prove active segregation was happening all over the state, and it is thus likely it was happening in Lakeland as well.

Although Buchanan v. Warley in 1917 ruled municipally mandated race-based housing unconstitutional, it did not address private agreements, allowing a "loophole that resulted in the rise of racially restrictive housing covenants as legally enforceable private contracts within property deeds" (Mohammadi et al., 2021, p. 2). This severely affected African American Lakeland residents because, although there are no documented racial covenants in Lakeland, the accepted practice in neighboring communities, such as Calvert Hall and University Park, bled into standard expectations in Lakeland (Henry, 2019).

The National Housing Act of 1934 continued to disadvantage African Americans through legal policies. This Act is tied to "redlining", a procedure of identifying Black neighborhoods (by coloring them red on maps) and labeling them as credit risks, discouraging

banks and lenders from working with them (Sullivan, Meschede, Dietrich, and Shapiro, 2015).

In 1948, the Shelley v. Kraemer ruling found racially restrictive covenants to be legal but unenforceable ("Shelley v, Kraemer," n.d). A 2019 analytical study on racially restrictive housing covenants in Prince George's County found 30 instances of these covenants "more common in the suburbs near the Maryland-Washington border", supporting evidence that the consequences of racially based housing laws surely affected Lakelanders (Mohammadi et al., 2021, p. 15).

The Housing Act of 1949 began the Department of Housing and Urban Development (HUD)'s grant and loan program for urban renewal ("The Inclusive Historian," 2019). Although the program's intentions were to "improve the nation's housing stock and revive its cities," the underwriting for site acquisition and clearance was a big draw for municipalities eager to demolish so-called "blighted" areas and allowed a pathway to bring in private developers to increase economic activities ("The Inclusive Historian," 2019).

It is not until 1968 with the Fair Housing Act that these inequalities and covenants were formally addressed and made illegal in the United States — 78 years after Newman developed Lakeland. The influence of these policies cost African American homeowners in Lakeland decades of potential economic growth as racialized housing patterns have continued and even increased in some places to this day (Mohammadi et al., 2021). Demos (2011) found a total wealth gap of $104,033 between white households and Black households in 2010, attributing a significant factor to homeownership and real estate investment returns. The systematic undervaluing of African American houses in America has compounded decades of economic loss for these families (Sullivan et al., 2015).

Racial discrimination was not restricted to land and housing. In 1936, the NAACP published a paper titled, "Wage Discrimination Against Black Teachers in Maryland Public Schools," during its Campaign for Educational Equality and highlighted a state law that would have been applicable to Lakelanders. Article 77 of the 1927 School Law of Maryland Governing the Salaries of White and Negro Teachers stated: "Regarding Elementary White Teachers (Third Grade Certificate): No white teacher regularly employed in a public school of the state of Maryland shall receive a salary of less than six hundred dollars ($600) per school year," while regarding Elementary Colored Teachers (Third Grade Certificate), stated: "no teacher regularly employed in the public schools for colored children in the State of Maryland shall receive a salary of less than four hundred eighty dollars ($480) per school year" (NAACP, 1936, p. 7).

This discrepancy of payment for doing the same job is one example of a compounded economical factor leading to Lakeland's urban renewal fate. As Black residents continued to earn less than their white neighbors and were restricted from advancing their careers, they were simultaneously losing social credibility as their homes forwent repairs due to economic hardship.

It is important to note that it is difficult to ensure equal laws and the application of those laws if a group is excluded from the lawmaking process. Under terms of the Act of 1876, Chapter 246, Section 3, of the laws of Maryland, the privilege was limited to white male citizens at least 21 years old (McGuinn, 1939, p. 256). This was challenged and overturned by the Supreme Bench of Baltimore a year later, deciding there was no reason for excluding "qualified men" [sic] but highlights the constant battle African Americans faced to gain equal legal status, with equal implementation being a whole different and more difficult process (McGuinn, 1939, p. 257).

The costs of racial discrimination did not exclusively accrue to people of color, though. In 1949, College Park was a strong contender for the permanent location of the United Nations Food and Agriculture Organization (FAO). The FAO ultimately chose Rome, Italy, over the University of Maryland for its location, reporting it did not care to associate itself with an institution where there was segregation on racial matters ("So the FAO Snubbed," 1949). One reader wrote The Baltimore Sun following FAO's decision quoting The Reporter in that, "The United States Negro and the way his fellow citizens treat him are now visible to the whole world…and with deep suspicion observe our reluctance to grant him those equal rights on which we base our pride" (Heller, 1949). Other factors were considered during this decision, but the proximity to Washington, D.C. had made College Park a very appealing home for the FAO and again the discriminatory policies prevented prosperous career opportunities for Lakeland's African American residents and others. As of 2019 data, the Rome FAO office's headquarters was home to 3,700 employees.

As there have been many laws and informal policies regarding wage discrimination towards African Americans throughout history that continue to this day, we encourage the Commission along with other stakeholders in this restorative justice process to identify and document legal cases of wage discrepancies and employment restrictions based on race in Prince George's County.

University of Maryland Actions

As referenced above in the case of the FAO, due to its physical proximity, Lakeland's fate is closely tied to university decisions and conditions. Harry Clifton "Curley" Byrd served as the University of Maryland president from 1935 to 1954 and had been associated with the University since his appointment to the assistant president in 1918 (DBK, 2016).

> At the time, the Supreme Court's ruling on Plessy v. Ferguson allowed white and black [sic] students to receive 'separate but equal' educations. A few years later, Byrd and then-President Raymond Pearson tried to block Donald Murray, who was Black, from entering the school in 1935. Murray sued and won, becoming the first Black student to enroll at the law school after Pearson openly testified he'd been barred because of race.

In 1949, lawyer Thurgood Marshall criticized Dr. H.C. Byrd, UMD's president, as well as Maryland's governor, William Preston Lane, for their resistance to desegregating Maryland schools. He is quoted as noting admission to College Park campus will benefit both white and Black students ("Lane, Byrd," 1949, p. 5):

> Curley Byrd and Governor Lane and the rest of them can wiggle, twist, duck and dodge: can approve regional compacts; they can try to make Princess Anne College better than a second-grade high school; withhold appropriations for Morgan State College, and when the Supreme Court gets through with all that, we are going to have Negroes all over Mr. Byrd's school.

A 1949 article by Thomas O'Neill states University of Maryland's "steps toward that end have been sporadic, feeble, and, on the testimony of the university president, 'something of a subterfuge.' In 1949, Dr. Byrd was quoted telling the joint finance committee of the Legislature that it would take $8,000,000 to solve the situation for higher education for Negroes and that he "[doesn't] think complete equal facilities can ever be reached" (O'D, 1949). Six lawsuits against UMD's segregation policies in 1949 were answered by Attorney General Hall Hammond stating, "the general policy of the State of Maryland regarding education has always been to segregate the white and Negro races" ("Segregation Rule," 1949, p. 22).

In 1950, a graduate course in sociology was established in Baltimore so that the University "would not have to admit a Negro to such a course on the campus at College Park" ("Court Hears Case," 1950, p. 36). And in 1951, Thurgood Marshall points out that desegregating Maryland schools has at times been more difficult than down in the South ("Lawyer Raps," 1951).

In June of 1954, the University of Maryland voted to admit all qualified residents to every level of work, however, the resolution was worded to exclude “negroes who live outside Maryland” from the undergraduate school (“U of M. Votes,” 1954, p. 26). While this was a positive step for African American Lakelanders that wanted to attend UMD, the reluctance of the university to admit African Americans outside the state showed continued resentment and inequality toward non-white students.

Today, the university has made significant progress in overcoming its discriminatory past against African Americans. Given its past wrongdoing and its transformed current stance, the university should continue to show its commitment to restorative justice in partnership with Lakeland.

City of College Park Actions

As Prince George’s County competed against its richer neighbor, Montgomery County, there were many proposed plans to convince wealthy residents to settle in the area. In 1945, plans were “under consideration for expenditures of several millions of dollars in a general face-lifting of the metropolitan area to provide a pleasing and more liveable atmosphere” (Austensen, 1945, p. 3). However, most of the target improvement areas were in white-majority neighborhoods and shopping centers.

In Lakeland, the pressure came from a plan to incorporate into the City of College Park in the mid-1940s. Residents resisted this change due to fears of rising taxes and land being taken away. The incorporation chairman and its proponents failed to recognize the legitimacy behind these concerns. Lakelanders knew their salaries were lower than those in white neighborhoods and that the incorporation would mean higher taxes. A 1944 newspaper article highlighted this by noting changes “[put] the costs on the tax bills of residents in the affected area” (“Plans Set in Motion,” 1944, p. M3).

Incorporation into the larger group promised a positive influx of better lighting, garbage collection, improved road and pavement, police protection, and an elected representative (“A Chance,” 1945). These were improvements that Lakelanders wanted to see, but they were weary of the negative consequences that were also attached to these changes. They spoke in public meetings and tried to make their concerns heard — these changes would bear huge financial and social burdens within a system that did not allow African American communities to prosper. “Community members were overwhelmingly opposed to becoming part of the new [municipality] because they feared the new power would be used to destroy their community” (“Lakeland Digital Archive,” n.d.). The council did not acknowledge these concerns and Lakeland was incorporated in 1945.

Influence of Military Policy

The Servicemen's Readjustment Act of 1944, commonly known as the G.I. Bill was created to help returning veterans of World War II rejoin American society. However, its policies elevated white families and ultimately further disadvantaged Black families. The two strongest indications are through the mortgage and education assistance programs. Although the Bill made low-interest mortgages available to veterans, private banks could still legally refuse to lend to African Americans, and they did. Most white-run financial institutions refused the government-backed loans of Black borrowers but did approve the loans of white veteran borrowers. Because the rates were low, many white families were able to move into big homes in the suburbs, while their Black counterparts were stuck renting in the cities. The Bill also offered tuition stipends and expenses for veterans interested in college or trade schools. Again, this policy advanced the wealth of white families while aggravating the economic gap of Black families due to their discriminatory implementation. African American veterans had limited choices in colleges as many schools, including the University of Maryland, were still segregated in 1945. "95 percent of Black veterans were shunted off to Black colleges — institutions that were underfunded"…[m]ost were unaccredited," and thus there is "no greater instrument for widening an already huge racial gap in postwar America than the GI Bill" (Blakemore, n.d.).

These policies and the decades of neglect to the Lakeland community created a perfect storm for further devastation to African American families. The "west" side of Lakeland was an easy target for urban renewal. The community saw no revitalization reform, no environmental interventions, no fair housing value assessments, no G.I. Bill assistance, and harmful laws during its total existence. As Sullivan et al. (2015) states, "when it comes to tackling the racial wealth gap, policies matter tremendously" (p. 35).

Urban Renewal

One of the most powerful plans affecting the development of Lakeland was urban renewal.

> Federal urban renewal legislation in the United States began with the 1949 Housing Act, which provided for the wholesale demolition of slums and the construction of some eight-hundred thousand housing units throughout the nation. The goals of the program included eliminating substandard housing, constructing adequate housing, and revitalizing city economies'. (''Urban Renewal," 2018).

When urban renewal began, it inspired the imagination of the country, and a broad coalition of industry, labor, and community groups supported the program (Fullilove, 2001). The federal urban renewal program provided grants and municipalities insuring a lot of the cost of site acquisition and clearance. The urban renewal program was attractive to city leaders because it provided what seemed to be an answer to declining tax revenue

and because the federal government defrayed two-thirds of the cost ("Urban Renewal," 2019). Urban renewal may have begun with such imagination and wonderful prospects, but there is a reason James Baldwin would go on to refer to urban renewal as 'negro removal', as it disproportionally fell on African American communities and resulted in the displacement of thousands of families and destroyed many Black neighborhoods, including Lakeland. "Urban renewal is often studied through the lens of Black neighborhoods in large US cities where major highways bisected neighborhoods but the majority of urban renewal projects occurred in cities of less than 50,000 including College Park'' (Bernard, 2017).

Urban renewal in College Park was made possible first by the Maryland Municipal Urban Renewal Projects Amendment, also known as Amendment 5, which was passed in the 1960 November elections. With the passing of Amendment 5, the general assembly was given the ability to empower any county or municipal corporation except for Baltimore to carry out urban renewal projects involving slum areas ("Maryland Municipal Urban Renewal Projects, Amendment 5," n.d.). Urban renewal in Lakeland was motivated by the substandard housing resulting from the consistent and damaging floods. These floods resulted in the deterioration of structures — another impetus for supporting the funding of redevelopment and home renovations in the area. Discussions of addressing these concerns in Lakeland began in the 1950s after federal legislation on urban renewal was passed in 1947 (Norman, 1980). It wouldn't be until 1963 when the City of College Park was granted urban renewal authority and began drafting a proposal to HUD to obtain federal funds for planning. In 1967, HUD accepted College Park's proposal. Three years later after work by planners and surveyors, HUD granted the city $3.8 million (Norman, 1980). After studies and evaluation, an urban design study and urban renewal plan for Lakeland were completed.

In 1969, an urban renewal project was initiated for the area through a $5.7 million grant from HUD. Older dilapidated houses on the outskirts of Lakeland were torn down and a lot of the land was purchased by the city of College Park (Conway, 1977). The city's ability to purchase people's property for urban renewal was made possible through the legal police powers of "eminent domain". The eminent domain powers of the city are discussed in Article XIII of the City of College Park code titled "Urban Renewal." The policy states that "the City is hereby authorized and empowered to carry out urban renewal projects which shall be limited to slum clearance in slums or blighted areas and redevelopment or the rehabilitation of slum or blighted areas." When it comes to the acquiring of property, the city can exercise eminent domain, which is predicated on just compensation, which was rarely the case in urban renewal processes. All land or property needed or taken by the exercise of the power of eminent domain… is hereby declared to be needed or taken for public uses and purposes" (City of College Park Code, § C13).

Prior to urban renewal, in 1970, an urban design study was conducted on Lakeland that discussed the problems, alternatives, and proposals for the community. The study was prepared for the Mayor and Council of the City of College Park and the Department of Urban Renewal by Murphy Levy Wurman, Architecture and Urban Planning for the

Lakeland Urban Renewal Application ("Lakeland an Urban Design Study," 1970). The study described the community as having a strong identity and that its major goal was to improve the conditions of the neighborhood. The maps and visual documents provided in the study discussed the geographic isolation of the community from the surrounding neighborhoods and also proposed different solution scenarios to address the isolation. At the same time, commercial and industrial encroachment on Baltimore Avenue was a source of noise and hazard. There was an emphasis on land use reconsideration that echoes the land use recommendations mentioned in the approved urban renewal plan later in 1978. The urban study indicated Lakeland's location on the floodplain led to its physical deterioration and the residents were predominantly African American, who could not properly maintain and repair the structures or compete for better housing due to the structural racism discussed earlier. As a result, the houses in the neighborhood were not in a good shape and needed massive repairs. The location of the railroad near housing was also considered a blighting factor. In this urban study, the goals for renewal focused on uplifting the neighborhood with better housing options and suitable land use. However, community participation was not mentioned anywhere.

Later in 1978, the approved urban renewal plan for Lakeland centered around one major objective: "achieve the highest attainable development standard in the best interests of the existing Lakeland community and commensurate with market capabilities" ("Urban Renewal Plan," 1970). The plan mentioned the involvement of the existing community in the process of problem identification. The plan irons out the details on decision-making regarding land use, housing, and other necessary community facilities. However, it did not have any room for further community input after problem identification. The power structure focused solely on the city authority who had all the rights and control for the implementation and realization of the plan. It discussed the acquisition of lands, conservation, and rehabilitation of properties and none of it reflected active community participation. The types of housing, number of housing units, and relocation of existing affected residents were not detailed in the plan in a way that would respond to the existing community needs.

The development of the finalized urban renewal plan was delayed though due to controversies over flood control, choice of developers, and types of new housing for the area. Finally, in 1977 though, representatives from Leon Weiner Associates, the Mayor, and the Council of College Park presented an urban renewal development plan to the Lakeland community. The development plan, made by Leon Weiner Associates would include a 150-unit seven-story senior citizens apartment building, a 150-unit seven-story apartment building for faculty and staff at UMD, 40 units of low-income housing, 26 single-family townhouses, and six single-family homes on a 20-acre site just east of Route 1. Weiner's proposal was based on a market survey of College Park and nearby Washington areas. Community members were widely dissatisfied with Weiner's proposal (Conway, 1977). The original plan called for 90 units of low-to-moderate income housing mixed with 47 single-family homes in western Lakeland and 400 housing units east of the railroad tracks (Wynter, 1982). Not only did citizens complain that they were not involved in the planning process but that their housing needs were not met.

This points to several violations of justice. For one, community members were denied the opportunity to voice the housing, environmental, and community infrastructure needs of their neighborhood. Additionally, the planning process not only lacked inclusion but the authentic participation of the community. Participation and inclusion in the planning process are important as these decisions affect the health and quality of life of community residents. “Inclusion continuously creates a community involved in defining and addressing public issues” (Quick and Feldman, 2011, p?). The development of this plan did not allow community members to help address the public issues of infrastructure and housing that had been neglected for quite some time by the city. This is evident in the residents’ responses to the presentation of the development plan. For example, Mary Hollomand said, “*I want to hear about Lakeland Urban Renewal but what we have heard tonight is that what we are building in our community is housing for others, for outsiders. Where is the development for us?*” (Conway, 1977, MD_1). Another resident, Agnes Gross, stated, “*Only six single homes in this project… To say we couldn’t buy them, or afford them — it should be left up to us to decide whether we can or not*” (Conway, 1977,MD_1).

In addition to being excluded from providing input to inform the development of the urban renewal plan, the city council did not go with the top three developers chosen by the Lakeland Project Area Committee (PAC), the HUD-designated group of community leaders to advise the city on the urban renewal plans. The city council chose Weiner because they were impressed with his track record and his connections with president Johnson and Carter’s HUD (Wynter, 1982). Weiner’s response to the community’s complaint was curt and straightforward stating: “*I have made a proposal according to the advertisement for this project. If someone made a commitment to you, it is not my responsibility. It is not my responsibility to build it for you, but to build it so it will fly (in the market)”* (Conway, 1977, MD_1).

Quick and Feldman (2011) define participation as emphasizing public input on the content of programs and policies, which was denied to Lakeland residents. The motivation and draw of urban renewal for Lakeland residents was to address the substandard housing and flooding problems. However, the city officials and planners of the urban renewal program did not give Lakeland residents the voice to provide their input. “Lakeland residents and the PAC protested to HUD the changes that ignored their concerns but the federal agency was obligated to keep working with the City Council ” (Wynter, 1982, B1).

By the late 1960s, the federal urban renewal program had become controversial both for its destructiveness and for the slow pace of reconstruction. This was true for the urban renewal project in Lakeland, which was conceived in the late 1960s but would not break ground until 1980. There were about thirteen years of planning, discussions, negotiations, and frustrating delays before construction would begin in Lakeland, which by 1980 had long been vacant (Norman, 1980). Prior to 1980, very little had been done except for: “Housing in the middle section of Lakeland, which was not reached by flood water, was preserved; twelve deteriorating houses were purchased by the city, destroyed, and

replaced with new houses. Also, years had been spent on acquiring property where construction was beginning in the 1980" (Norman, 1980).

By 1982, the urban renewal project was not yet done. The details of the plan had been adjusted from its 1977 metrics. The updated Weiner plan failed to address the most important concern of the Lakeland community — single-family housing.

> Now, a 140-unit senior citizen high rise that was under construction in 1982, a 128-unit high rise with $400 to $500 two-bedroom apartments geared toward UMD faculty and students, 32 townhouses for low-income residents who would receive subsidized rents and 40-50 other townhomes was the adjusted plan. This plan also included industrial development for all 22 acres east of the railroad tracks. (Wynter, 1982).

The outcomes of urban renewal in the Lakeland neighborhood and community are vast as they are devastating. For one, 104 of the community's estimated 150 households were destroyed (Wynter, 1982). Residents losing their homes meant the loss of generational wealth as well. Being forced to leave their family home and pay rent for an apartment meant parents could not pass their assets to their children the way Lakelanders had been doing (Bernard, 2021). The loss of the ability to produce generational wealth is one of the reasons for the massive racial gap that exists between white and Black people. Also, urban renewal destroyed the historic community infrastructure of the neighborhood. Additionally, it displaced many community members who were not able to return as they were priced out of the neighborhood. It also fractured the community. Lakeland was a tightly-knit community where no one locked doors and everyone watched out for neighbors' children. It was a multigenerational community that was split with the relocation and displacement of community members. For example, James Edwards III and his wife Lee grew up, went to school, and got married in Lakeland but moved to Bowie when urban renewal came along. "Edwards wanted to raise his son in the same community where the child's grandfather had lived for 36 years. He blames urban renewal for foiling that plan" (Norman, 1980). Edwards tried but was unable to find a reasonably priced property to buy in Lakeland after the urban renewal plans were made public. Edwards noted, "To me, (urban renewal) is to try to better a community and not to completely move everybody out" (Norman, 1980).

Other outcomes of urban renewal had positive ramifications including flood control, paved roads, sidewalk installation, and diverse housing options (Wynter, 1982). Despite some of these positive outcomes, the fracturing of the community, its poor inclusion in the planning process, displacement, the loss of homes, the loss of generational wealth, and the loss of community infrastructure were major violations of justice that must be addressed in the restorative justice process.

Urban renewal has had long-term consequences for African American communities like Lakeland. Fullilove (2001) discusses the short-term and long-term consequences of urban renewal including loss of economic capital, psychological trauma, social paraly-

sis of dispossession, the collapse of political action, and more. Urban renewal can be a direct cause of ill health, causing a great deal of stress. The process was also traumatic for some, leading to trauma-related disorders, such as prolonged grief. The countless people displaced by urban renewal often had to live in substandard housing or in concentrated areas of poverty (Fullilove, 2001). Considering the psychological and health effects recognizes the multi-faceted consequences of urban renewal.

In terms of Lakeland and restorative justice, it will be imperative to recognize these potential psychological and health effects of urban renewal as they should be addressed in the restorative justice process. If these effects are unaddressed, they can spell harmful consequences later on, as "trauma unaddressed can be re-enacted if it is not adequately dealt with, trauma is re-enacted in the life of those who experience the trauma, in their families, even in future generations" (Zehr and Gohar, 2003, p. 30). For Lakeland, residents saw their favorite businesses and gathering places destroyed, were ripped away from their homes with no guarantee they'd be able to own again, and were forced to relocate away from their community and everything familiar. This may have had psychological effects.

Additionally, urban renewal can act as a 'fundamental cause' of disease:

> those factors in the environment that influence the distribution of and access to resources. The resources that were 'spent' on resettlement could not be spent to buy advantages, such as the creation of new enterprises or the acquisition of education, choices that those who had not been displaced were free to make. (Fullilove, 2001, p. 74)

These spent resources are an important factor to consider in the restorative justice process, especially when discussing economic reparations. For example, in the breakout Washington Post article that detailed the City of College Park's commitment to exploring reparations with the Lakeland community, one of the residents pointed to their desire to see UMD, a major employer in Lakeland, to support educational opportunities to help more Black students attend there (Bernard, 2021).

Impact of Flood Control Policies

In addition to urban renewal, flood control policies play an important role in the development of Lakeland. "Lakeland's topography and location near Paint Branch and Indian Creek provided an ongoing challenge to the community. Nearly all of the area was within a 100-year flooding zone. Some sections experienced flooding yearly, resulting in loss of possessions and deterioration of structures'" ("History of Lakeland," n.d.). In the early 1950s, the Army Corps of Engineers did not have active policies to address flooding in the neighborhood of Lakeland. The 1950s Anacostia River Flood Control Project consisted of a system of levees, pumping stations, and channel realignments and widening in seven Maryland towns (Bladensburg, Edmonston, Colmar, Riverdale, Hyattsville,

Brentwood, and Cottage City) (Wysolmerski, 2012). This project only addressed flooding in certain areas. So other regions of the watershed continued to suffer from severe flooding, including Lakeland (Wysolmerski, 2012).

In 1956, Congress directed the Army Corps to study the feasibility of a flood control project that would help the Lakeland neighborhood. The Army Corps would build off their earlier project to attempt to provide flood control for Lakeland and other neighborhoods on the tributaries. The Army Corps of Engineers proposed a channelization project to widen and deepen various portions of the Northeast Branch, Northwest Branch, Paint Branch, and Indian Creek. The project would have a twofold benefit for Lakeland: flood control and neighborhood improvements planned in the Lakeland Urban Renewal Project, for which flood control was a prerequisite (Wysolmerski, 2012).

> The Corps decided to use the same technique for flood control that it used in the 1950s to target areas that engineers had not yet modified. The plan described in the 1971 Environmental Impact Statement proposed realigning, deepening, and widening the Northwest Branch, Northeast Branch, Paint Branch, and Indian Creek. (Wysolmerski, 2012, pp. 13-14)

This would be not only the first major intervention to help control the devastating floods that were hitting Lakeland but a necessary step before urban renewal could begin. From 1971-1972, debates broke out over the merits of channelization and the place of development in the floodplain.

Environmentalists were strictly opposed to the project. The opposition consisted of local citizens and University of Maryland students, led by student John Cromwell (Wysolmerski, 2012) Student activists were members of the Environmental Conservation Organization (ECO), a student-found organization. “Student activists were not opposed to urban renewal or flood control per se only in the areas that fell within the floodplain. Student activists suggested that Lakeland residents move off the floodplain” (Wysolmerski, 2012, p. 34). Another local group, “the College Park Ecological Association (CPEA) tried to fight the project using legal arguments utilizing new environmental legislation” (Wysolmerski, 2012, p. 21). Supporters of the flood control project included government officials and Lakeland residents. They stressed the preservation and protection of the African American community of Lakeland.

> They argued that flood control for the neighborhood was a civil right of the residents that the government had the duty to provide. They portrayed flood control as a long overdue civil right for Lakeland, demanding that the government give Lakeland protection equal to that which white communities already had. (Wysolmerski, 2012, p. 41)

Debates were still going on when in late June of 1972, Tropical Storm Agnes arrived — the deadliest tropical storm in Maryland history. The storm brought high water levels along the Patuxent and Potomac River basins. It caused 19 deaths and $80 million

worth of damage to the state. In Prince George's County, the storm caused more than $10 million in damage. One of the worst-hit areas in the county included Lakeland ("Local Flood Hazards, Mapping & History of Flooding," n.d.). Hazel V. Thomas, a resident who left Lakeland during urban renewal, recalls the storm in a Washington Post article exclaiming how it brought "12 inches of water in her living rooms, rotting the foundation and frames of her house" (Norman, 1980). Less than a month after Agnes, the channelization project for Lakeland was approved by the National Capital Planning Commission (Wysolmerski, 2012).

Some of the outcomes of the channelization project include that it helped pave the way for the Lakeland urban renewal project; it also brought much-needed flood control, helping stabilize the neighborhood's infrastructure. Another outcome of the channelization project, specifically its debate, brought out Lakelanders' pride in their neighborhood and community, despite its challenges and lack of wealth. For example, Hazel Thomas told the National Capital Planning Commission "our community is safe; we have 'togetherness' with our neighbors. Our community is 80 years old. We are proud of it" (Wysolmerski, 2012, p. 41). Later in 1977, $3 million dollars of federal funds were distributed to install a new storm drain to help relieve flooding in Mount Winans and Lakeland communities (Kimelman, 1977).

The history of flooding problems and its policies in Lakeland will be critical to address in the restorative justice process. "Restorative justice calls for addressing the harms and needs of victims and holding offenders accountable to put right those harms" (Zehr and Gohar, 2002, p. 23). The flooding issues and overdue flood control policies that came to Lakeland point to a detrimental policy that has affected underrepresented communities throughout history — environmental racism. Environmental racism is historically rooted in spatial inequity and residential segregation, where those on the lower end of the economic spectrum are more likely to be segregated; and since one's neighborhood, race, and socioeconomic condition are interrelated, often low-income, marginalized communities of color deal with increased exposure to harmful environments. Lakeland, a segregated neighborhood, was placed in a vulnerable environmental location that affected the stability of its infrastructure.

As mentioned earlier, communities of color are often relegated to the most vulnerable and marginal spaces. Other examples include the incorporated African American town of Princeville in North Carolina, which lies almost entirely in the Tar River floodplain and was the only local land that white landowners would sell to people of color in the 1860s, which meant that the town would face regular, devastating and destructive floods (The Cultural Landscape Foundation, n.d.). North Brentwood, the earliest incorporated African American town in Prince George's County was a planned community that was purposively placed in the less desirable/less valuable space in the north section that was subject to severe flooding from the Northwest Branch, while the south section, the more desirable and valuable space was reserved for whites (Pearl, 2003).

The environmental vulnerability of the space Lakeland was in, not unlike other African American communities in the United States, speaks to the difficulty in preserving and protecting not only these landscapes but the memory and heritage attached to them. Economically marginalized groups like Lakeland residents have not had the same privileges and wealth to claim spaces and preserve their heritage the way those on the upper end of the economic spectrum. The restorative justice endeavor between College Park and Lakeland will provide an opportunity to address the role environmental racism has played in hurting the community's ability to preserve its cultural landscape.

The City of College Park's Restorative Justice Steering Committee

Not even a month after the brutal murder of George Floyd rocked the country in 2020, the city of College Park passed Resolution 20-R-16 Renouncing the Systematic Racism and Declaring Support of Black Lives. The resolution acknowledged the consequences of systematic racism in the College Park community and the country that has affected the quality of life for Black people when it comes to opportunities in employment, housing, safety, wealth, education, and more. The resolution goes as far as to state the city will examine its current policies and programs for evidence of disparate impact based on race ("Black Lives Matter," 2020).

Significantly, the mayor and city council voted to acknowledge for the first time the city's role in the devastation of the Lakeland community. Specifically, the council acknowledged that "past practice and policy of the City of College Park have systematically disadvantaged Black residents and the historically Black community of Lakeland" ("Black Lives Matter," 2020). The city apologized for the legacy that urban renewal has left while assuring that the city would look for opportunities for accountability and truth-telling about this history, and pursue restorative justice (Mayor Patrick Wojahn, 2021). With this resolution, College Park is one of the first cities in the country to offer reparations to undo the legacy of urban renewal. Some other cities like Asheville (NC) and Athens (GA) are considering reparations for urban renewal as well (Bernard, 2021).

In November of 2020, the city of College Park hosted a forum on racial equity. Lakelanders presented to the city council and the mayor urging them to start the restorative justice process. They recommended that a restorative justice commission be created for the purpose of recommending a specific structure and process for restorative justice work relating to the systemic racism present in the city ("Restorative Justice for Lakeland," n.d.). The work began the next winter with a series of dialogues on what these statements meant and how the city can work to redress these wrongs through restorative justice. The city hosted a series of "Continuing the Conversation" events around racial equity focusing on the legacy of urban renewal and opportunities for restorative justice. The series included a panel of speakers from the Lakeland community and experts on the history of urban renewal and restorative justice (Mayor Patrick Wojahn, 2021).

In order to address one of the mandates in the resolution which involves examining its current policies and programs for disparate impact, this past year, the city hired a racial equity officer. “The racial equity officer, Kayla Aliese Carter is responsible for designing, coordinating, and organizing racial equity plans. Carter has begun an analysis of existing city policies by assembling a core team to execute the development of equity assessment tools that will be used in City departments to integrate explicit consideration of racial equity in decisions including practices, programs, and budgets” (“Racial Equity,” 2022). This evaluation of the city’s current policies will be relevant and important to the restorative justice process between Lakeland and the city because they affect the current residents of Lakeland and will either aid them, impede and/or create barriers in the pursuit of their vision and goals for the future of their community.

City council members created a steering committee that worked to launch action on the project. The work of the steering committee was led by Ms. Maxine Gross, president of the Lakeland Community Heritage Project. The group worked for months to present the city council with recommendations on a structure and process that would help achieve the goals of restorative justice (Yarrow, 2022). The city’s commitment to making amends for urban renewal was not easily embraced by all members of the Lakeland community, some are skeptical if justice will actually come.

The resolution proclaimed by the city council and Mayor’s office to address the legacy of urban renewal in Lakeland led to the formation of the restorative justice steering committee. Members of the community were invited to join the commission in early 2022. The official commission was to be made up of about 15-21 people, who will each serve three-year terms. The members of the commission were appointed by the mayor and city council.

The chair of the commission, Ms. Maxine Gross stated that the majority of the commission should be Lakelanders or appointed by the Lakeland legacy institution. Subcommittees were also formed to help the commission facilitate different parts of the work. It was first proposed that commission members meet once a month and keep the city council updated with their progress, proposing concrete actions to address the consequences of urban renewal. The restorative justice work will not just include the current residents of Lakeland but members of the diaspora and their descendants as well. It is estimated that the city will spend an estimated $1 million dollars on the entire project (Yarrow, 2022).

In late fall of 2021, members of the restorative justice steering committee presented a multi-year plan they had been working on for six months to the city council. Their plan focused on a list of steps to begin the restorative justice effort and ‘promote reconciliation and restoration.’ The first step was a community healing event followed by public presentations to educate College Park residents on the history of Lakeland. After this step, the commission will work to formally rename some city-controlled community entities — streets, buildings, and other facilities. The plan is also to build a memorial space that would celebrate the history and culture of Lakeland (Yarrow, 2021). A member of

the steering committee, Robert Thurston, communicated his hope that the city will prioritize making changes as soon as possible as "Lakeland has been shrinking, or has been shrunk" (Yarrow, 2021).

The Lakeland Civic Association drafted Vision 2025 with specific strategy areas concerning transportation, education, public safety, sustainability, revitalization, and redevelopment. Some of these goals include

> supporting the maintenance and success of Paint Branch Elementary School and the College Park Community Center; advocating for a system of justice which honors and values all and is just in its application; initiate and support programs for community members which help build physical, intellectual, social and economic wealth; and advocate for policies, programs and regulations which rebuild and revitalize Lakeland in its historic character with low-density housing. ("Vision 2025," 2021)

Conclusion

The plan and policies discussed here show the several violations of justice that Lakeland has endured through its existence. Some of these violations include how the isolation and segregation of the community under Jim Crow laws limited social and economic opportunities requiring them to build their own institutions to flourish, which were all but destroyed with urban renewal. With the segregation of the community and structural racism of the world they lived in, their community was neglected. The county failed to prioritize the needs of the community until irreversible damage was done. Environmental injustice is another factor. In the instance of Lakeland, its location on the floodplain exposed it to consistently damaging floods, which left its cultural and environmental landscape vulnerable.

Devaluation is another violation of justice where we see Black neighborhoods and their properties devalued by policies, programs, and practices, leading to disinvestment and loss of generational wealth. Andre Perry discusses the negative economic and social effects of the deliberate devaluation of Blacks and their communities. He calculated that owner-occupied homes in Black neighborhoods are undervalued by $48,000 per home on average, amounting to a whopping $156 billion in cumulative losses nationwide (Perry, 2020). Devaluation is most evident in Lakeland as urban renewal policies often targeted Black neighborhoods for their projects. Devaluation leads to disinvestment and people moving out of the community, creating a vicious cycle (Perry, 2020).

For Lakeland, urban renewal forced people to move out of their neighborhoods with no guarantee that they would be able to come back along with several promises that were not kept. The inequitable planning process denied Lakelanders the opportunity to define the housing, environmental, and community infrastructure interventions in their neighborhood.

Housing and Land Use

This section focuses on housing needs and conditions in Lakeland and surrounding areas, and was guided by the Lakeland Vision 2025 (Lakeland Community Heritage Project, 2022) statement and three guiding research questions:

1. What are the conditions of the housing market in Lakeland and the College Park area more broadly?
2. What are the physical characteristics and typologies that characterize the housing stock in the community?
3. What are the primary needs and challenges of the community related to housing? What measures are being used to address them?

Affordability

Housing programs and strategies of the Prince George's County Department of Housing and Community Development (DHCD) and the State of Maryland seek to create and preserve decent, affordable housing options which promote equitable and inclusive communities. As indicated by the federal department of Housing and Urban Development (HUD), affordability can be measured in relation to the Area Median Income (AMI) (U.S. Department of Housing and Urban Development, 2021).

Value and Cost	
Owner Occupied Units	
Median Value , owner occupied unit	$ 335,966
Renter Occupied Units	
Median Gross Rent	$ 1,004

Figure 2.15: American Community Survey (ACS) 2016-2020 (5-year Estimates). Housing Units in Structure. Retrieved from Social Explore

According to the HUD's "cost-burden" measure of affordability, households are burdened with cost when they are paying 30% or more of their gross income on housing expenses (which includes rent, mortgage, utilities, condominium, other fees, and taxes). This condition is associated with increased difficulty in affording other necessities like food, clothing, transportation, and health care. The households with the lowest income are burdened with these costs.

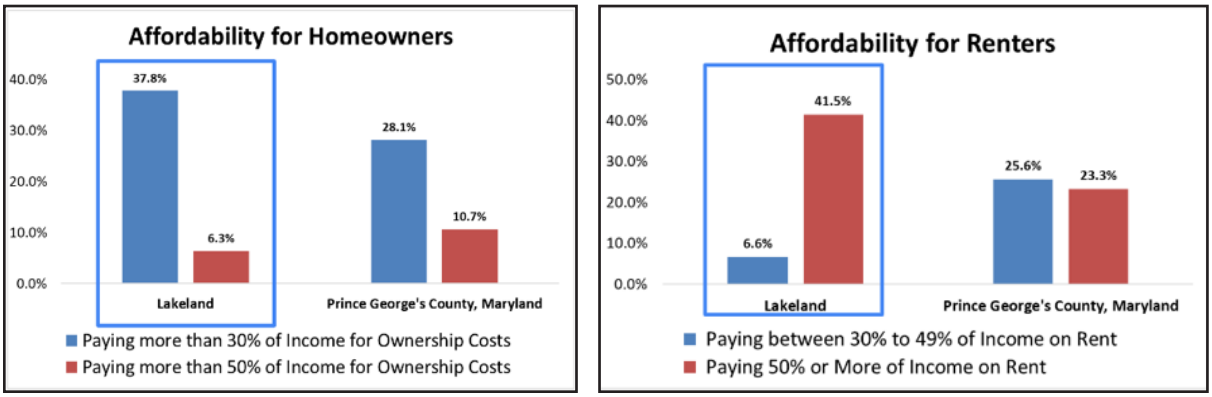


Figure 2.16: American Community Survey (ACS) 2016-2020 (5 Year-Estimates). Cost Burden. Retrieved from Social Explorer

The area considered for this analysis is in the US Census Bureau's Berwyn district Block 3 and Block 5, both of which encompass part of Lakeland and part of the adjacent Berwyn community. The median income for the county is $86,994 which is substantially greater than the median income of residents of these two blocks at $26,159 (ACS, 2020), though it is important to note that the high proportion of students in the community, many of whom do not have full-time employment, may skew this figure.

For homeowners in these two blocks, 37.8% or 179 households pay at least 30% of their income on housing. Again, this is more than the county's 28.1% of households who are burdened by ownership costs. However, 6.3% of area residents are severely burdened by ownership costs compared to 10.7% percent of residents in Prince George's County (ACS, 2020). In view of this, there exists a greater share of households who are burdened by housing costs in Lakeland relative to the county. As students are unlikely to be homeowners in Lakeland, this figure can be interpreted to account primarily for long-term residents.

Renters, 41.5% of the population, encompassing 422 housing units, spend more than 50% of their income on rent and thus are considered severely cost-burdened. This is much higher than the county level of 23.3% (ACS, 2020). Once again, this number is likely influenced by the large student population.

Vacancy Rates

Vacancy rates vary significantly between the two census blocks that include parts of the Lakeland community. Block 3, which includes the eastern, single-family housing portion of Lakeland (and part of Berwyn) has an estimated 285 homes, none of which were recorded as vacant at the last survey. In Block 5, which includes the portion of Lakeland adjacent to Route 1 and portions of Berwyn adjacent to Route 1, there are an estimated 1359 housing units, of which about 11% were recorded as vacant. The vacancies include units for rent, for sale, as well as seasonal and migrant workers' homes. The higher vacancy rate is likely because of the presence of large apartment buildings in this block, which tend to have higher turnover rates (Housing Units).

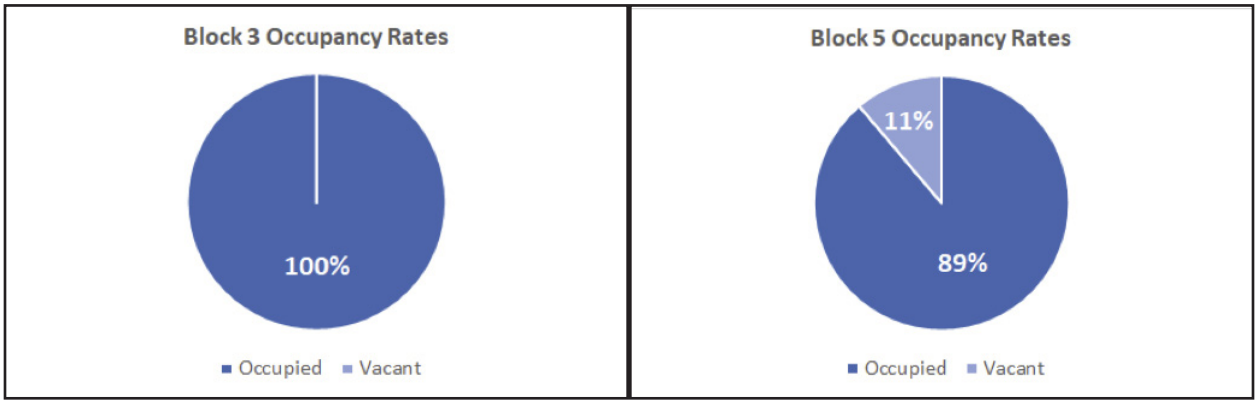


Figure 2.17: American Community Survey (ACS) 2016-2020 (5-Year Estimates). Housing Units. Retrieved from Socia Explorer

Housing Typologies

Lakeland is seen to be characterized by mainly single-family housing and high-rise apartments of 50 or more units, specifically those associated with the university. Our analysis has shown that 25.5% of Lakeland's total units are single-family detached units and 12.3% are single-family attached units (ACS, 2020). Therefore combined single-family homes comprise 37.8% of Lakeland housing units. High-rise apartments or structures with 50 or more housing units constitute 55.8% of Lakeland housing (ACS, 2020).

A scarce 3.6% of the housing stock is considered "missing middle housing" typology (ACS, 2020), which constitutes stacked duplexes, triplexes, and garden-style apartments. These housing types are compatible with low-density character while creating housing opportunities for a range of household types, age groups, and socioeconomic groups, therefore promoting inclusivity.

Homeownership

High rates of homeownership and access to homeownership opportunities are priorities identified by the Lakeland Community Heritage Project. Currently, homeownership rates also vary significantly between eastern and western Lakeland. Block 3 housing units were estimated to be 93% owner-occupied in 2020, while just 17% of units in Block 5 were owner-occupied (Occupied Housing Units). This pattern is unsurprising, given the large apartment buildings and rental townhome communities developed in this area during and after the Urban Renewal period.

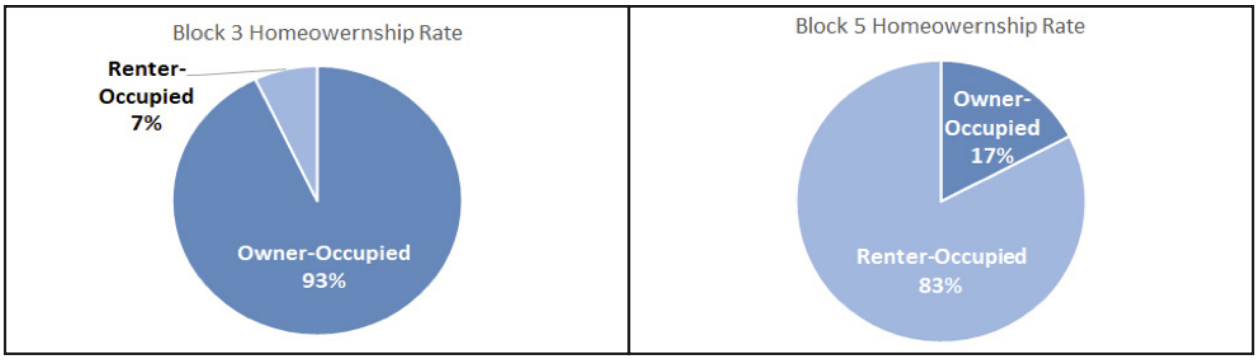


Figure 2.18: American Community Survey (ACS) 2016-2020 (5-Year Estimates). Occupied Housing Units. Retrieved from Social Explorer

Housing Needs & Priorities

Housing affordability is a significant issue in the Maryland suburbs. Statewide, median household income has increased just 5% in the past 20 years while median housing costs have increased by almost 50%. In addition, the population continues to grow in metropolitan areas. An estimated 60,000 new households will be added to the Maryland suburbs of Washington, DC (Montgomery, Prince George's, and Frederick Counties) by 2030, and about half of these will be 'non-family' households, most of them individuals living alone (National Center for Smart Growth & Enterprise Community Partners, 2020, 19).

Homes in the Washington DC suburbs, including Prince George's County, are the most expensive in Maryland, with rent and home prices above the statewide average. The Maryland Housing Needs Assessment notes a 20% homeownership disparity between white and Black residents of the region, due in large part to historic discriminatory lending practices, home loan denials, and state and local priorities for investment. The assessment also highlights the high proportion of older homes (those built before 1980, such as many in Lakeland) in the area's housing stock, some of which are experiencing maintenance issues due to their age. This was a particular concern for Prince George's County, where older homes pose a challenge for a large number of seniors in the com-

munity who want to age in place (National Center for Smart Growth & Enterprise Community Partners, 2020).

In their own assessment, Prince George's County finds that the existing housing stock is not meeting community needs and is not well-positioned to address future demand. Affordability, quality, and diversity of the existing housing stock are key challenges. In the county, median rents and home values have increased by about 30% between 2000 and 2015. During the same period, median incomes actually fell by 1%. In line with the state's findings, the county also highlights the importance of improving existing housing, especially older homes and income-restricted rental units, to help mitigate displacement and accommodate changing demographics. Currently, there are few county programs to mitigate displacement. Right of first refusal on the sale of multifamily properties, which allows the county to step in and purchase multifamily properties and preserve them (by preventing sale to developers who might raise rents or redevelop the property) is the most significant tool available, but the county has been unable to successfully purchase any properties to date due to a lack of funding. Expanding direct financial assistance programs, inclusionary zoning, and property tax relief were identified as potential tools, especially to support low-income households and cost-burdened seniors. Similarly, the county programs to support the improvement of the existing housing stock have not been able to keep up with demand. To expand the diversity of options, Prince George's County finds the need for more housing types (Prince George's County Legislative Branch, 2022).

The development of greater diversity in housing types is highlighted as a way to better meet the needs of existing residents (for example, by providing more affordable options and housing that can accommodate different household configurations and accessibility needs), and to attract new residents. Without intervention, developers indicated that single-family housing will continue to make up the majority of new construction in the county (Prince George's County Legislative Branch, 2022). Instead, the county's Housing for All Plan suggests new, context-sensitive development to expand the diversity of housing types in the county. Finally, in order to meet the demand for housing with more amenities and attract new residents, it suggests the development of new housing in coordination with other investments (such as transit, parks, and grocery stores). The county plan identifies transit-oriented development, including growth around the Purple Line corridor, as a priority for this new growth.

Community Infrastructure

This section of community infrastructure analysis focuses on transportation, economy, and culture.

Transportation

The analysis of the transportation sector was guided by the Lakeland Vision 2025 statement (Lakeland Community Heritage Project, 2022) and three guiding research questions:

1. How can transit support the Lakeland vision of being safe and interconnected?
2. How has transportation been an instrument of development and power in Lakeland?
3. How can transportation initiatives support holistic, green, and sustainable community infrastructure for Lakeland?

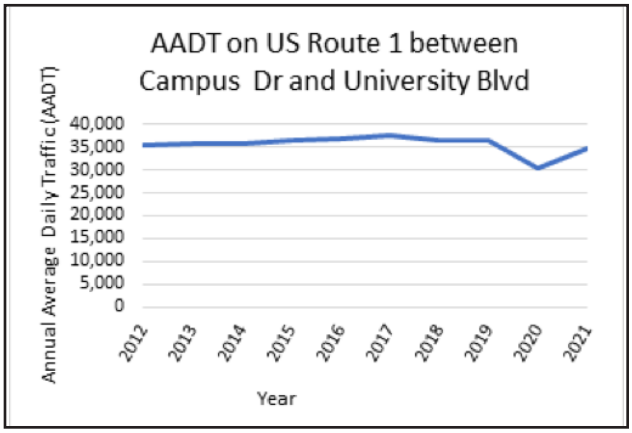
The history of transportation in Lakeland has been shaped by the development of three principal transit corridors — the Baltimore and Ohio Railroad, the Rhode Island Trolley Line, and US Route 1. The Baltimore and Ohio Railroad was founded in 1827 and initially bisected the Lakeland community along the western banks of Lake Artemesia. The train tracks now serve as the eastern boundary of Lakeland. Headquartered in Baltimore and toting the catchphrase, “Linking 13 Great States with The Nation” this railroad was a vital part of early development in Lakeland developments as it not only brought supplies and goods for the city but also allowed for migration through the passenger cars (Burns, 2022). The migration component was particularly important in bringing diverse residents to communities throughout the northern states during the Great Migration.

In Lakeland specifically and prior to urban renewal, the railroad was a line of segregation, dividing the higher earning, often white residents in West Lakeland from the lower income and often African American residents in the flood-prone region to the east (Niel, 2020). This is a key factor in the discussion on restorative justice that is now so important for the future of Lakeland. The train tracks are still active, carrying freight for CSX transportation and in Lakeland, they run parallel with the yellow and green metro lines. The Rhode Island Avenue Trolley Line was operational in Lakeland from 1903-1962 (City of College Park, 2022a). The streetcar ran along Rhode Island Avenue and connected Lakeland Residents with surrounding communities and most importantly, Wash-

ington, D.C. The access to the city allowed Lakeland residents to seek employment, entertainment, and social connections with the regional community (Paulson & Rucker, 1995). This was an important economic driver for Lakeland and provided a foundation for a climate-friendly transportation future for the town.

The trolley line was shut down in the early 1960s, however, the southern section of the line remains a highly traveled road, still connecting the region of Prince George's County with Washington, DC. The section of the trolley line that passes through Lakeland has been converted into a popular 3.8-mile hiker/biker trail and connects with several other regional paths such as the Indian Creek trail and the Paint Branch trail (City of College Park, 2022c).

The final corridor of transit that has had the largest impact on the development of Lakeland is what we know today as US Route 1. Other names this road has been known by include Washington-Baltimore Boulevard and Baltimore Avenue. US Route 1 binds Lakeland on the western side and separates the town from the University of Maryland. In 1908 the Maryland General Assembly designated funds to create MD Route 1 "along the route of the old Baltimore and Washington Road" (Archives of Maryland, 1930) This formalization of the road was to serve as another connecting link between Baltimore and Washington, D.C. The creation of the US Highway system in 1926 catapulted the roadway from MD Route 1 to US Route 1, further cementing its importance in linking these two cities and the communities between such as Lakeland (Maryland Highways of the Automobile Era, 2022).



Annual Average Daily Traffic (AADT) on US Route 1 between Campus Dr and University Blvd	
Vehicle Type	**AADT**
Car	30,197
Pickup Truck	3,034
Motorcycle	27
Bus	484
Truck (Single Unit)	877
Truck (Combination Unit)	134

Figure 2.19: Annual Average Daily Traffic on US Route 1.Source: MDOT State Highway Association data, 2021.

Today US Route 1 is a corridor of activity. It is classed as an urban principal arterial road. In 2021 the segment between Campus Dr. to MD 193 (University Blvd) had an Annual Average Daily Traffic (AADT) count of 34,753 vehicles, over 30,000 of which were cars (MDOT SHA, 2021). The graph below indicates that the AADT has undergone a slight decrease since the Covid-19 Pandemic, a trend that is likely to stabilize with the continued popularity of remote work and the soon-to-open Purple Line Metro stop (expected by 2027).

In 2020, The Maryland Department of Transportation State Highway Administration (MDOT SHA) broke ground on a $29 million safety and operations improvement project spanning 1.4 miles of US Route 1 including the segment that borders Lakeland. This infrastructure investment will further enhance the road use conditions of motorists, cyclists, and pedestrians. The project was applauded by Maryland Governor, Larry Hogan, citing Route 1's key role in reviving the economic strength of the corridor (MDOT SHA, 2020).

Critical improvements this project will bring to US Route 1 will include widening travel lanes, improving lighting, installing bicycle lanes in both directions, and ensuring ADA compliance for sidewalks (MDOT SHA, 2020). It is especially important that the state is planning for ADA compliance to meet the needs of the many aging members of the Lakeland community. Facilitating safe and direct bicycle routes will also encourage greener commuting habits for students and workers traveling from Lakeland.

Considering the physical interconnections within Lakeland and the surrounding community indicates an average to above average transportation time length for Lakeland. Workers in College Park spend 31 minutes commuting, compared to the Maryland average of 33.1 minutes (Census Reporter, 2020). The graph below indicates that over 50% of the population of census block 20704 which contains Lakeland chose to drive alone to and from work. This high number may decrease as the city becomes more climate-conscious and the Purple Line starts operation.

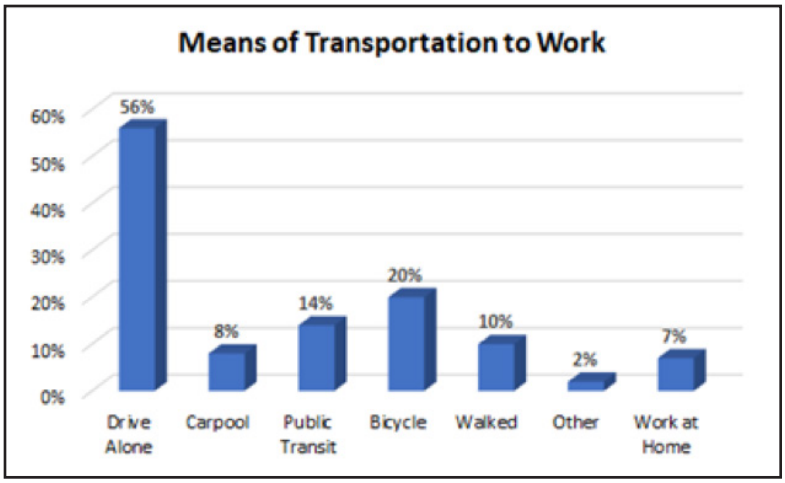


Figure 2.20: Means of Transportation to Work. Source: Census Reporter data, 2020.

The City of College Park studied the commuting trips in and out of Prince George's County and reported that the top 3 destination or origin locations were Washington, D.C., Montgomery County, and Fairfax County (City of College Park, 2021). All three of these locations gained Prince George's County commuters at the rates indicated in the table below. This finding has implications for both the climate and economic health of the community. The over 150,000 workers leaving the county to find work is an indicator that the county and local communities such as Lakeland need to be investing more to create local jobs and attract local workers, which in turn would reduce commuting-related greenhouse gas emissions.

Additional analysis has shown that Lakeland is well-positioned to adapt to more climate-friendly modes of transportation. The Prince George's County Complete Streets program found that Lakeland has 100% sidewalk coverage. As stated earlier, the US Route 1 improvements undertaken by MDOT SHA will continue to improve the conditions of these sidewalks in highly trafficked areas.

	Outbound Commuters	Inbound Commuters	Net Commuters
Washington, DC	153.7K	19.1K	-134.6
Montgomery County, Md	49K	32K	-17K
Anne Arundel County, MD	21.8K	25.9K	+4K

Figure 2.21: Locality and County level Commuter data. Source: College Park Economic Prosperity Dashboard, 2021

The following graph provides an analysis of the current modality of Lakeland. The walk score for Lakeland is 73, the bike score is 90, and the transit score is 41, but again will likely increase significantly when the Purple Line is complete. These mobility scores indicate that Lakeland outranks several neighboring communities in nearly all modes.

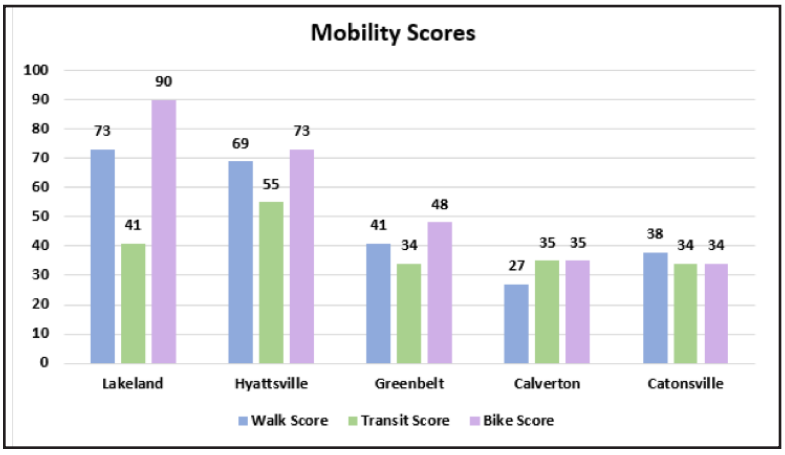


Figure 2.22: Locality Mobility Scores. Source: Walkscore.com

The center of Lakeland is located 1.5 miles by car and 1 mile by bike or Metro from the College Park Metro Station which connects this portion of Prince George's County to the Yellow and Green Lines. The highly anticipated Purple Line will connect this College Park Metro Station, Lakeland, and the broader College Park Community along an east-west corridor with Montgomery County and eastern Prince George's County reducing commute times to these critical job markets. The Purple Line work is expected to be completed in 2027 (MDOT, 2022).

In the online survey this studio conducted, Lakeland community members expressed concern over the last-mile transportation availability in the area (i.e., connections from home to/from transit stations). While one mile is easily biked or walked by students living in Lakeland, it may be an inaccessible distance for the community of seniors who also call Lakeland home. There are two bus stops along US Route 1 and within Lakeland boundaries, however even these two stops can be as far as 3/4 of a mile from the residents boarding the eastern edge of the community. Prince George's County has services such as Call-A-Bus and Call-A-Cab that can provide affordable opportunities for seniors and disabled individuals to connect with the broader transit system(Prince George's County, 2022); however, residents need to be educated about these services to amplify their impact and assist with the last-mile challenges expressed by Lakeland residents.

As Lakeland and the City of College Park consider the future of transportation and interconnectivity for the community, this educational component will be critical. Local government can and should play an important role in sharing with residents the available transit services and the importance of electrifying transportation. The state and county can assist with these efforts by offering tax incentives for choosing greener transit modes. The construction along US Route 1 will also advance Lakeland's opportunity to engage with micro-mobility trends, which in turn will offer more climate-friendly transit options. One scenario we recommend exploring is the revival of the Rhode Island Trolley Line through Lakeland. We believe this could assist with some of the last-mile transit concerns while reviving some of the historic character of the neighborhood in an environmentally-friendly way.

Economy and Culture

The economic and cultural analysis of Lakeland was guided by the Lakeland Vision 2025 (Lakeland Community Heritage Project, 2022) and the following three research questions:

1. How has the character of business changed in Lakeland over time?
2. What are the current economic and cultural assets and challenges for the community?
3. How can we engage the history of Lakelands while preserving current businesses and cultural institutions in the community?

A key tenet of the Lakeland Vision 2025 plan is to foster “compatible community enterprises” (Lakeland Community Heritage Project, 2022). This vision aligns with the historic character of the business and civic life in the community. Many of the founding businesses of Lakeland such as Stewart’s Tavern, Black’s Store, and Mack’s Market were vital gathering spots for residents to gather and share rich memories and experiences. These public sites offered community members the opportunity to give back to Lakeland by providing critical goods and services for residents.

Today the principal retail center within Lakeland consists of the College Park Shoppes strip mall located along the western boundary of Lakeland along US Route 1. The top three principal employers for the city of College Park include the University of Maryland College Park, the University of Maryland Global Campus, and the National Oceanic and Atmospheric Association (Williams & City of College Park, 2021). UMCP employs just under half of the total city employment of College Park, however as shown in the following graph, this percentage has decreased since 2012. This is an indicator that the city is losing residents to neighboring communities.

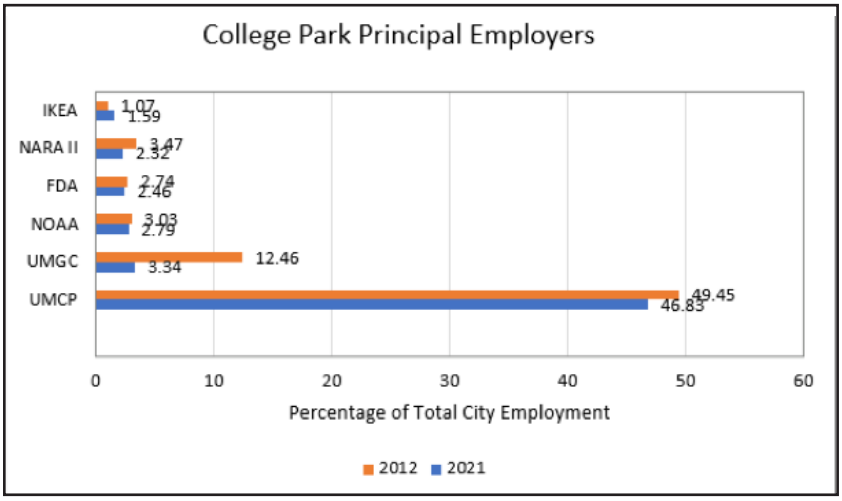


Figure 2.23: Principal Employers in College Park, Maryland. Source: Economic Development Report, 2021.

Lakeland has also hosted a rich variety of civic institutions and organizations. Urban renewal policies destroyed community treasures such as the Rhode Island Avenue Trolley Line, Pierce Avenue Baseball Field, and Lakeland Hall (City of College Park, 2022). These community gathering spots were special places that served as the true foundation for the spirit of Lakelanders. These losses must be taken into account as the city seeks to administer restorative justice.

The value of this lost social capital still has concerning effects on the town. The Economic Innovation Group has issued Community Distress Scores based on the following census metrics: adults without a high school diploma, poverty rate, prime-age adults not working, housing vacancy rate, median household income, change in employment, and change in an establishment. The City of College Park and Lakeland fell into the "at risk" category with a distress score of 73.8 (Economic Innovation Group, 2020).

This is a significantly worse score than neighboring communities with Greenbelt, Langley Park, Chillum, and East Riverdale, all falling into the "mid-tier" category, and Beltsville falling into the "comfortable" category (Economic Innovation Group, 2020). The EIG has shown troubling correlations between the high scoring "at risk" and "distressed" categories, such as suppressed job growth (Economic Innovation Group, 2020). The city is responsible for improving this score and action will be essential to fulfill the Lakeland Community Heritage Project's goal of being "strong, healthy, [and] safe" by 2025 (Lakeland Community Heritage Project, 2022).

Lakeland is also a certified Low-Income Community Opportunity Zone through the year 2028 (U.S. Department of the Treasury & Community Development Financial Institutions Fund, 2022). This federally funded program aims at offering tax incentives to US-based private investors who live within the opportunity zone. In order to be eligible for funding, an investor must demonstrate that they hold at least 70% of their property within College Park's Opportunity Zone (College Park City-University Partnership, 2019). While this program's intention is to maximize place-based investments while minimizing gentrification, some research has shown that Opportunity Zones may accelerate gentrification-induced displacement (Kurban & Otabor, 2022). The City of College Park is responsible to Lakeland and other communities that fall within this Opportunity Zone to set up guidelines for investors that protect against such gentrification effects.

Amplifying concerns of gentrification is the fact that Lakeland falls within a Prince George's County Growth Zone (The Maryland-National Capital Park and Planning Commission, 2014). College Park has been classified as a Regional Transit District, meaning that the county sees it as a "high-density, vibrant, and transit-rich mixed-use area envisioned to capture the majority of future residential and employment growth and development" (The Maryland-National Capital Park and Planning Commission, 2014).

The county also states the new housing focus will support "predominantly high-rise and mid-rise apartments, condos, [and] townhomes" (The Maryland-National Capital Park and Planning Commission, 2014). While this increase in housing stock is a positive

climate development as more people will be able to live closer to their place of employment reducing commuting emissions, it does threaten to potentially change the character of communities such as Lakeland.

The Greater Washington Partnership has set forth a guide for developing inclusive growth for Richmond, VA through Baltimore, MD. The report defines inclusive growth as "economic growth that creates a prosperous, equitable, and resilient society for people of all backgrounds and incomes, particularly for those facing the greatest barriers, by broadly expanding economic opportunity and enhancing the quality of life across the Capital Region" (Greater Washington Partnership, 2021). The report focuses on the following six sectors as critical pathways to achieve this important goal.

Figure 2.24: Six Pillars for Inclusive Growth Source: Greater Washington Partnership, 2021

These pillars and the subsequent recommendations from the report can serve as a blueprint for the city of College Park to embrace infrastructure improvements while prioritizing the localized needs of communities like Lakeland.

Climate Change Mitigation and Adaptation

The analysis of climate change mitigation and adaptation was guided by the Lakeland Vision 2025 statement, considerations of environmental justice, and three guiding research questions:

1. What environmental factors have shaped the Lakeland community?
2. What environmental assets does Lakeland have, and how can they be protected and enhanced?
3. How is climate change impacting Lakeland, and how can the community prepare for future impacts?

Flooding

Much of Lakeland's history has been defined by its relationship with water. The community contains three important bodies of water: Paint Branch and Indian Creek, two tributaries of the Northeast Branch of the Anacostia, and both flow through the community. In addition, Lake Artemesia sits entirely within our study area.

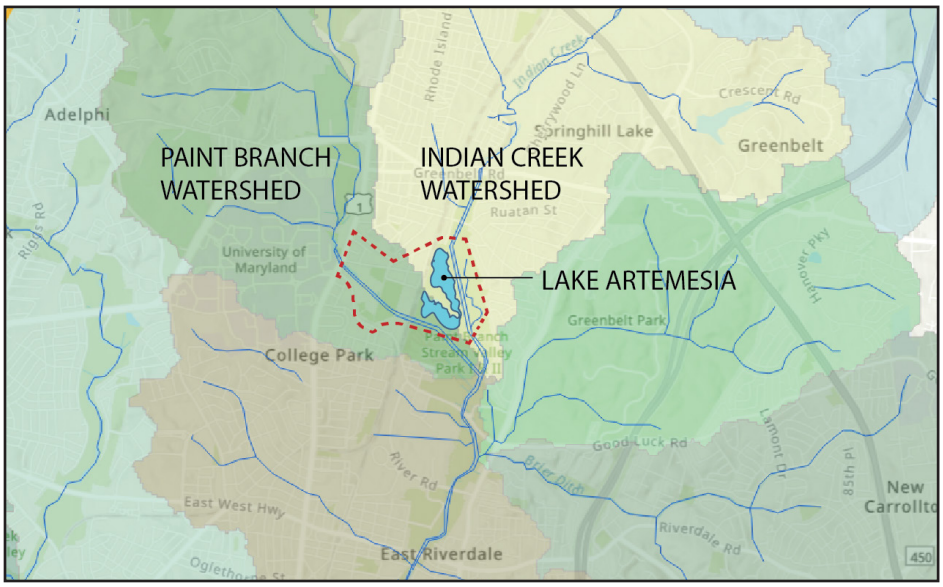


Figure 2.25: Waterways around the Lakeland area. Source: *Anacostia Watershed Restoration Partnership.*

Lakeland was initially developed as a resort-style suburb for white families, centered around the (then much smaller) Lake Artemesia. African American families first took up residence on the eastern side of the B&O railroad tracks in the 1890s, and by the turn of the century, a few of these families had moved into the western portion of the neighborhood as well. However, the development was built on wetlands, and frequent flooding, especially in the western portion of the neighborhood, contributed to the flight of white residents, who had many other housing options. As Lakeland was one of few Prince George's county neighborhoods without racial covenants, African American residents did not have the same choices. Over time, the white families left and Lakeland became a tight-knit predominantly African American community.

In the post-WWII era, the Anacostia watershed developed rapidly due to explosive growth in the Montgomery and Prince George's County suburbs. These new developments experienced frequent flooding, and also helped intensify the flooding problem in existing low-lying communities. By 1959, the US Army Corps of Engineers had built five miles of levees and channelized about three miles of the Northeast and Northwest Branches to protect downstream communities such as Hyattsville, but Lakeland was left out of this initial round of projects (US Army Corps of Engineers, 1956). By the 1960s, some portions of the community were flooding almost annually and the homes impacted had sustained significant damage. "At this time, residents of Lakeland, which had been incorporated into the City of College Park, approached the municipal government for assistance, which kicked off the conversations on urban renewal," which is discussed in more detail in the Past and Current Plans and Policies Section of the paper (Lakeland Community Heritage Project, 2009).

A study conducted as part of the urban renewal planning showed much of the area, both eastern and western portions, in the 50-year floodplain (Lakeland: An Urban Design Study, 1970), and virtually all was considered to be within the 100-year floodplain (Lakeland Community Heritage Project, 2009). Lakeland residents have indicated that the flooding problem was less widespread: several pre-urban renewal residents said outside of Hurricane Agnes' aftermath (discussed below), they have no memory of flooding on the east side of the community (now Lake Artemesia), and that flooding on the west side was concentrated around Route 1 (now the College Park Shoppes' area) and around Lakeland Avenue. Other contemporary records, such as a 1963 housing survey cited in urban renewal documents, describe the eastern half of the community as incurring the worst of the flooding (Chronology of Lakeland Urban Renewal Project, 1973).

In addition, in 1969, The Army Corps of Engineers proposed a second flood mitigation for the area, extending the 1950s projects to Indian Creek and Paint Branch in order to protect Lakeland and other surrounding communities (US Army Corps of Engineers, 1971). In 1972, Hurricane Agnes dropped more than 11 inches of rain in 24 hours, causing some of the worst flooding in the recent history of the region. Lakeland was among the worst-hit neighborhoods of the county: More than half of its 140 homes had to be evacuated, and all basements were flooded (Wysolmerski, 2012, pp. 2-3). The destruction of Agnes prompted urgent discussion of the proposed flood control in parallel with urban renewal conversations.

As with urban renewal more broadly, the flood control project was divisive among both Lakelanders and the College Park community more broadly. Most Lakeland residents were strongly in support of the project, which was intended to protect their homes from regular flooding, which supporters of the project framed in life-and-death terms in their testimony. Other Lakeland residents expressed concern about the destruction of the natural landscape, a valued part of their community.

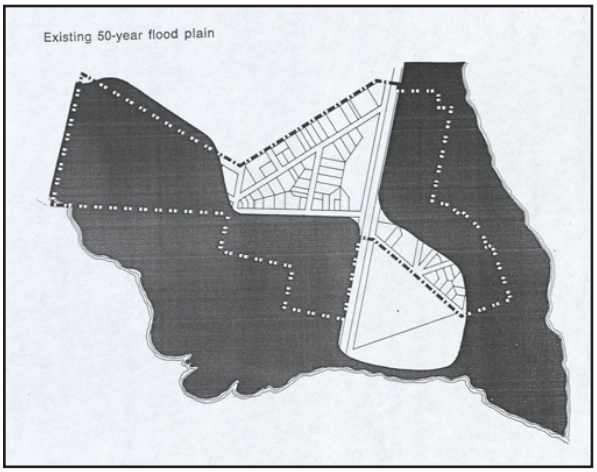


Figure 2.26: Lakeland 50-year flood plain in the 1970s. Source: “Lakeland: An Urban Design Study” (1970). Courtesy of Lakeland Digital Archive.

Local government officials also largely supported the project, though for varied reasons. Some city leaders saw the project as an opportunity to extend key protections to an existing community, but others likely saw the project simply as an important prerequisite to urban renewal. The most pitched opposition came from the emerging environmental movement, which opposed the project for its impact on local ecosystems and water quality. In contrast, environmentalism, specifically environmental justice, was also used as an argument in support of the project. Ultimately, the Maryland National Capital Parks and Planning Commission approved the project in 1972, setting the stage for urban renewal (Wysolmerski 2012).

Additional flood mitigation efforts were proposed as part of the urban renewal projects. For example, the 1978 Urban Renewal Plan for Lakeland listed berms, fills, storm drain-

age, and restricted development as potential strategies to be developed in coordination with the Army Corps of Engineers project then underway (5). The 1980 Lakeland Urban Renewal Close-Out Agreement describes ongoing efforts to improve drainage and fill certain areas of the neighborhood (6-10). According to the Federal Emergency Management Agency, most of Lakeland is no longer in the 100-year floodplain. However, by the definition used by the Prince George's County Department of the Environment, portions still are.

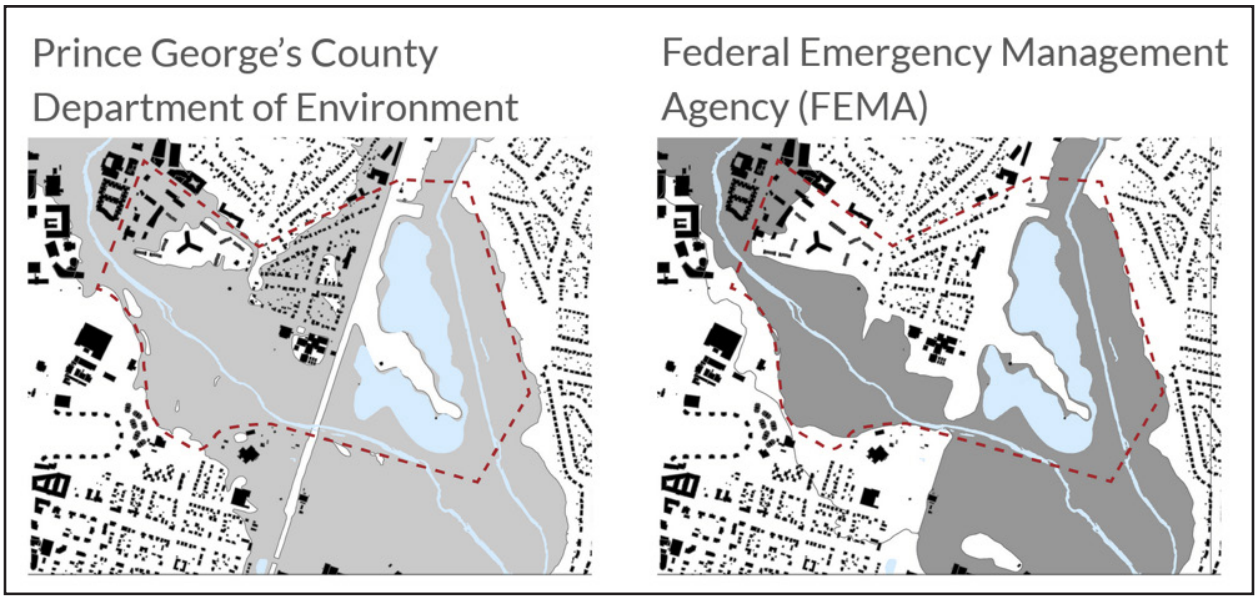


Figure 2.27: Current 100-year floodplain definitions for the Lakeland area. Data: PG County Open GIS.

Today, anecdotal evidence suggests that inadequate drainage after storms is occasionally an issue in Lakeland, for example, around the Paint Branch Stream Valley trails and the tunnel leading to Lake Artemesia. However, residents who attended the studio's midterm community event did not describe flooding as a current threat to their community and had not experienced recent flooding in their homes. In contrast, many residents cited damage from recent storms, especially the severe July 2022 thunderstorm which split one Lakeland home in half with the force of its winds and damaged several others. The storm also downed several trees and caused power outages in the community (Roussey 2022). Altogether, the extent of the damage suggests that some of Lakeland's infrastructure and older housing stock are vulnerable to the increased severity and frequency of storms that climate change will bring. Community members frequently mentioned this storm when discussing climate change at the community event, and tree planting to replace those lost during the storm was a resident suggestion for intervention strategies.

While Lakeland may be no longer regularly impacted by flooding, surrounding neighborhoods of College Park still are. Calvert Hills and Old Town, just across Paint Branch from Lakeland, have had persistent flooding issues due to stormwater. In February 2022, the city of College Park voted to begin a study of ways to mitigate flooding in its

flood-prone neighborhoods (Uliano, 2022). Parts of Lakeland remain in the floodplain, regardless of which definition is used, and given the likely increase in the severity of storms due to climate change, there may be value in improving protection against floods through strategies such as green infrastructure.

Water and Landscape as Assets

Lake Artemesia

Water has also historically been an important asset to the Lakeland community. The original Lake Artemesia, the namesake lake of Lakeland, was a 7-acre lake stocked with bass by Edwin Newman as part of his Lakeland development and named in honor of his wife. It was originally a gravel quarry used in the B&O railroad construction in the 1860s and filled in with water from nearby springs and Indian Creek in the 1890s as Newman began to develop the surrounding land. Lake views and recreation were intended to be a selling point for his resort-style community (EHT Traceries, 2007).

Shortly after Lakeland was platted, Baltimore entrepreneur Henry Goldman, the "Goldfish King" began to use small ponds south of the lake for breeding goldfish, which were shipped in tin cans on the nearby railroad. By the 1910s, there were about 25 acres of lakes in the area south of the original Lake Artemesia, and the federal government was also using them to raise sports fish for release in local waterways. These fisheries remained in operation for several decades but were no longer in use by the time that urban renewal conversations began (Kelly 2017).

During this time, the lake itself was an important place within the Lakeland community. In her essay on Lake Artemesia, Maxine Gross describes it as a place where children played and fished in the 1940s and 1950s (Gross 2022). Community members at the studio event also described many happy and important memories of the lake: fishing, ice skating, and even swimming. However, some also said that by the 1960s, the lake had become overgrown and was not used as much by community members.

As part of the urban renewal project, much of the land surrounding the original Lake Artemesia was condemned and purchased by the City of College Park. In 1972, amid these efforts, Newman's daughter and heir (also named Artemesia) donated the land on which Lake Artemesia sat to MNCPPC (MNCPPC MD n.d.). It sat unused for several years until the construction of the Washington Metropolitan Authority's green line in the 1980s. During the construction of the Green Line, WMATA used portions of Lakeland to source the sand and gravel needed to raise the tracks between College Park and Greenbelt. The tracks had to be elevated in this area because the area was still considered to be in the floodplain. In exchange, they worked with MNCPPC to fill the pits with water and develop the area as a park after construction (McQueen 1984).

Today's Lake Artemesia is 38 acres with surrounding parkland, operated by MNCPPC. The area is a locally important habitat for birds (more than 200 species reported by local birders), serving as a wintering spot and often attracting species otherwise drawn to larger bodies of water (Maryland Ornithological Society 2022). Meadow and scrubland attract pollinator species, including threatened Monarch butterflies, and the lake's waters are home to fish and aquatic life (both stocked for recreational fishing and naturally occurring). The lake also functions as a wetland, providing important ecosystem services and water filtration that improves the health of the local watersheds (MNCPPC MD n.d.).

Figure 2.28: Aerial view of Lakeland in 1938 showing the original (smaller) Lake Artemesia and adjacent fish ponds. Source: PG County Atlas.

Figure 2.29: Lake Artemesia shortly before urban renewal and the area's use as a source for construction materials. Source: Lakeland Digital Archive.

The lake is widely used for social and recreational activities. It is home to more than two miles of popular walking and biking trails, allows for recreational fishing, and opportunities for exercise through public classes and outdoor fitness areas. Unlike the original Lake Artemesia, no boating is permitted. The lake itself is relatively healthy: In the state's most recent water quality assessment, the lake was considered 'unimpaired' and attaining some designated uses, while noting PCBs and mercury in the fish tissues (Maryland Department of the Environment, 2022). A 2021 fisheries report noted healthy populations of bass and sunfish (both stocked) as well as a number of invasive snakeheads (Maryland Department of Natural Resources, 2021).

Figure 2.30: Wetland areas around Lake Artemesia today. Source: Upasana Kaku.

However, Lake Artemesia, once the center of the Lakeland development, is physically cut-off from what remains of the community. There is no vehicular access from Lakeland to the lake, and pedestrian access is through a dingy and sometimes flooded tunnel under the rail lines. In addition, the elevated rail line and adjacent concrete wall completely block views of the lake from residents who were accustomed to water views from their bedroom windows. One resident said that she understood the need for the wall for safety purposes, but felt that somewhere in Lakeland there should still be an opportunity to get views of the lake for which the neighborhood was named.

Paint Branch and Indian Creek

Portions of both Paint Branch and Indian Creek, tributaries of the Anacostia River, flow through Lakeland, joining just southeast of Lake Artemesia to form the Northeast Branch of the Anacostia. Paint Branch runs about 17 miles from NE Montgomery County to its meeting with Indian Creek in College Park. It drains an area of about 31 miles (Eyes of Paint Branch). The upper portion of the Paint Branch in northeast Montgomery County, where it flows primarily through protected parkland, has some of the best water quality in the region and is an important trout habitat. The lower portion has seen a greater environmental impact from development but is among the healthier tributaries of the Anacostia (Maryland Department of Natural Resources, 2015).

Within the Lakeland area, parts of Paint Branch are within county parks, while others flow through development. In the northern area, the waterway flows largely through protected parkland. Indian Creek originates near the border of Montgomery and Prince George's County close to Fairland and runs about 8 miles until it merges with Paint Branch. The 25-mile watershed is entirely in Prince George's County. The creek crosses several industrial areas in the Beltsville area in addition to the National Agricultural Research Center. Tributaries of Indian Creek include some with the worst pollution levels in the watershed (Maryland Department of Natural Resources, 2015).

Figure 2.31: Portions of Anacostia tributaries impacted by Army Corps of Engineers channelization projects, showing erosion problems, fish blockages, and unhealthy aquatic habitats. Source: Army Corps of Engineers.

Both waterways suffer from similar challenges. Firstly, a lack of sufficient riparian buffer (i.e. undeveloped land immediately adjacent to the waterways) and the impact of the 1970s channelization projects are key stressors. The channelization has reduced the aquatic habitat quality and changed the natural hydrology of these streams by straightening and containing them in the impacted portions (US Army Corps of Engineers,

2018, p. 24). Additionally, an estimated 134 acres of wetlands along Indian Creek and the Paint Branch were lost due to the Army Corps of Engineers' interventions (US Army Corps of Engineers, 2018, p. 58). The remaining wetlands around the Paint Branch, however, still support some amphibian breeding habitats. The lack of sufficient riparian buffer means that more runoff, and more polluted runoff, washes into the creeks, carrying with it the pollutants of the surrounding land uses. Due to the high proportion of residential land uses in their watersheds, pet waste is currently the most significant source of pollution (Maryland Department of the Environment n.d.).

Figure 2.32: Anacostia Watershed Restoration, Prince George's County, Maryland Source: US Army Corps of Engineers.

Several restoration efforts have been completed in recent years, and others are underway. Local governments and the Washington Suburban Sanitary Commission have conducted stream restoration efforts near Lakeland, as has the Army Corps of Engineers. The Corps is also planning further restoration projects to remove fish blockages and otherwise restore aquatic habitat (Anacostia Watershed Restoration Partnership n.d.). Lakeland community members identified the trail system and its parks as spaces that were valued for walking and picnics.

Paint Branch Landfill

A final consideration for the health of local waterways, especially the Paint Branch ecosystem, is the former Paint Branch landfill. Between the 1940s and 1960s, the University of Maryland operated three unlined landfills just east of the Paint Branch, adjacent to the Lakeland community. The siting of undesirable uses such as heavy industry, landfills, and other waste disposal facilities near communities of color is a common example of environmental injustice, and these landfills are another way in which the university interacted with and impacted the surrounding communities.

These sites accepted a combination of solid garbage, construction and demolition waste, and coal tar and fly ash from a now-defunct UMD power plant (US Environmental Protection Agency n.d.). The landfills are no longer in operation and have since been capped; portions of the system are within what is now protected parkland, while others are now occupied by UMD parking and utility facilities along with the Maryland Fire and Rescue Institute.

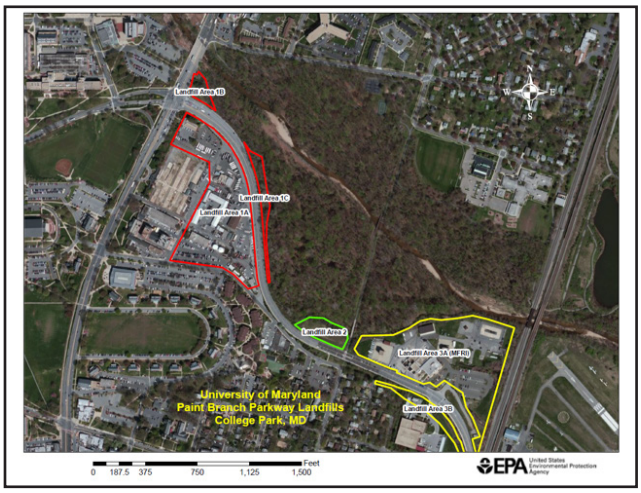


Figure 2.33: Map showing the three Paint Branch landfills and current uses. Source: EPA.

In the 1990s, the Environmental Protection Agency (EPA) required UMD to conduct testing at these sites, which revealed low levels of metals and other contaminants. Because the landfills are capped, they determined that these low levels were not hazardous to human health. In addition, although the landfills are very close to the Paint Branch, the EPA determined that contaminated groundwater was not at risk of 'migrating.' In other words, at this point, these former landfills are not actively seeping pollutants that could contaminate the nearby Paint Branch (though they may have in the past). However, the groundwater at these sites cannot be used for drinking water in the future, and any future redevelopment which might disturb the landfill materials is subject to review by the EPA. Additionally, the site that is now home to the MFRI was found to have been contaminated by petroleum by a leak on the premises. In 2000, the university was required to remove as much contaminated soil as possible. Monitoring of groundwater on this site is ongoing.

Section III:
Community Engagement

Stakeholder Analysis

Many stakeholders with varying interests have been instrumental in the initial development of Lakeland and its transformation over time. These interests have at several points come into conflict, with some non-residents holding a high degree of either political or financial influence and decision making power that undermined Lakeland's continued existence as a successful, self-sustaining African American community.

Lakeland residents were the central focus of our engagement strategy. They have maintained a high level of civic engagement following urban renewal, serving in city government, documenting the neighborhood's history and significance, and highlighting the inequities imposed upon them by local governments. Unfortunately, today only the neighborhood's preserved central section consists of owner-occupied housing because of the effects of urban renewal.
Absentee land ownership is one way that outsiders continue to exert influence over the destiny of Lakeland residents. The largest absentee landowners in the community were therefore identified in our analysis.

Lakeland's incorporation into the City of College Park left decision-making at the hands of several larger political entities. The City of College Park, Maryland National Capital Park & Planning Commission, and Prince George's County all share authority in the planning and development process of Lakeland and were therefore identified as key stakeholders.

The Washington Area Metropolitan Transit Authority (WMATA) owns and operates the Green Line which bisects the community and Lake Artemesia, where its eastern section formerly stood. They played the most significant role in its clearance and redevelopment as a lake and green space.

The University of Maryland is located directly southwest of Lakeland and has always played an important role in the community as a primary employer of the community's residents. Today, the neighborhood is home to a large student population, and development pressure for construction and conversion of homes to house students has intensified.

A thriving small business community exists on the neighborhood's western edge along Baltimore Avenue (U.S. Route 1), which maintains an endearing relationship with the community and is under significant pressure for redevelopment at the present time. A detailed outline of each Stakeholder's role in the community and their importance to Restorative Justice is outlined below.

Residents & Diaspora

Placing residents at the center of our engagement strategy was of utmost importance. The limited engagement of a select few Lakelanders was one of the biggest shortcomings of the urban renewal process, leading to redevelopment that did not serve the needs of the existing community. Lakeland's current elders have been the longest-continuous occupants of the area ever since it was subdivided by Edward P. Newman in 1891 (Lakeland Community Heritage Project 2009). They are the most important stakeholders in the community for several reasons.

First, they are the anchors of social networks in the community. Younger generations of Lakeland families residing in the community and elsewhere are often kept in contact by a common relative who still resides in their original family home. They also often facilitate family gatherings that bring together members of the Lakeland diaspora. The diaspora refers to residents and their descendants who were either displaced during urban renewal or relocated of their own volition during or after the process and sustain some emotional connection with Lakeland. These individuals also must be engaged in any effort toward restorative justice, as they or their ancestors were likely directly impacted by urban renewal. Gatherings in the community such as family reunions maintain cohesion among current and former Lakelanders who may be separated by physical and generational distance.

Furthermore, they have maintained a high level of civic engagement. Dervey Lomax, the mayor of College Park at the time of urban renewal and their only African American mayor thus far, was a Lakeland resident. The Lakeland Community Heritage Project was founded in 2007 by two native Lakelanders who sought to document their rich history as a thriving, self-contained African American community prior to urban renewal ("About - Lakeland Community Heritage Project," 2022). The photographic, written, and digital preservation of the community's history was an integral step toward the City of College Park acknowledging their wrongdoings in the urban renewal process and issuing a formal apology to the community on June 9th, 2020. Following this action, the city council unanimously voted to create a Restorative Justice Commission, with several longtime residents appointed as members. The Lakeland Civic association also maintains an active role in the community.

City of College Park

Lakeland was incorporated into the city of College Park in 1945. Its incorporation proved controversial then, and the relationship between Lakelanders and their elected government remains contentious. However, as previously mentioned, several residents have served on the city council and one was elected mayor in 1973 (“Dervey Augusta Lomax,” 2022). The City of College Park has a council-manager form of governance, with a city manager appointed by the city council and a mayor elected every two years. Lakeland is located within Council District 2 along with the neighboring community of Berwyn and a significant portion of the University of Maryland’s campus.

Similar to other small municipalities in Prince George’s County, the city exercises permitting and licensing authority for building construction and commercial occupancy. Its Department of Planning and Community Development (our studio interlocutor)creates local plans and coordinates with other agencies such as the Maryland National Capital Park & Planning Commission (MNCPPC), Washington Metropolitan Area Transit Authority (WMATA), and the University of Maryland.The department applies for and administers funding from local, state and federal sources to enhance the city as a place to live, work, and visit. The city also has an Advisory Planning Commission that holds public hearings on applications for zoning appeals and departures (City of College Park, 2022b). The city also had a significant hand in urban renewal, being granted eminent domain authority in 1963 and developing the initial plan for urban renewal in 1970 (Norman, 1980). Given the city’s authority over a significant portion of the development review process and representation of the community in the city government makes them a key stakeholder and necessitates their involvement.

Prince George’s County

Lakeland and the entirety of the City of College Park are located within Prince George’s County, which has final permitting and general legislative authority over Lakeland. The county has a charter form of government, with an elected county council and executive. Lakeland is located in Council District 3. The county exercises permitting and licensing authority, in addition to the final site plan and subdivision approval in most cases. It should be a major player in restoring justice for Lakeland.

Maryland National Capital Park & Planning Commission (MNCPPC)

The Maryland National Capital Park & Planning Commission has planning and zoning authority over the entirety of Prince George’s county, including College Park and the Lakeland community. The Prince George’s County Planning Department and Planning Board are functions of M-NCPPC and are responsible for the review of site plans and

subdivisions. Certain site plans and subdivisions must also be approved by the Planning Board in some cases. The commission also owns a considerable portion of land in the community, primarily parkland such as Paint Branch Stream Valley Park, Lake Artemesia Natural Area, the College Park Community Center, and the trail network connecting to the community. Given their landholdings and authority over the development review process, engaging the commission will be imperative for the success of any restorative justice effort.

Washington Metropolitan Area Transit Authority (WMATA)

The Washington Metropolitan Area Transit Authority operates the Green Line of the Metro, forms part of the rail right of way which bisects Lakeland, and separates the community from Lake Artemesia. The rail right of way pre-dates the neighborhood by several years, dating back to the mid-1800s. Excavation for gravel on the east side of the tracks led to the initial creation of Lake Artemesia, which was to be the central feature of Edward P. Newman's development (Gross, 2022).

Prior to the Green Lines' construction, Lakeland Road crossed the railroad tracks at grade to connect to the neighborhood's eastern section. The entirety of this section was cleared during urban renewal, and initial promises to build several units of multifamily housing were not fulfilled with the area being rezoned for industrial use (Wynter, 1982). The Green Lines' construction eliminated the at-grade crossing due to the system's electric third rail, and Lake Artemisia was expanded to its present form once again for the harvest of gravel. Today, pedestrian access to the lake from Lakeland is limited to a small underpass paralleling Paint Branch which suffers from frequent flooding. Given their role in the expansion of Lake Artemesia and the separation of the feature from the neighborhood, WMATA must be engaged in the restorative justice effort and help restore the connection between the neighborhood's severed sections.

The University of Maryland

Lakeland's story has been closely intertwined with that of the University of Maryland ever since its initial development. The university historically acted as the largest employer of Lakelanders historically throughout most of its heyday, and today the largest sector employing residents living in the census blocks that comprise the neighborhood work in Education Services (U.S. Census Bureau, 2020). The western section of the neighborhood now primarily consists of the University of Maryland's affiliated high-rise apartments which house students, such as the University Club, Parkside at College Park, and The Alloy. Because of these apartments and the rental of homes in the neighborhood to student tenants, they are now the largest populace in the neighborhood. Development pressure has also intensified on the remaining central section of single-family homes in Lakeland due to its attractiveness to students. The Innovation District the

university is investing in and the new Purple Line are also transforming the area surrounding Lakeland, exerting gentrifying pressures upon it.

Small Business Community

Entrepreneurship and self-sufficiency were hallmarks of Lakeland during its heyday. The intersection of Rhode Island Avenue and Lakeland Road was home to markets, taverns, and social halls frequented by the community. The advent of the automobile and the end of streetcar service in 1962 gradually moved the center of commercial activity along the neighborhood's western edge bordering Baltimore Avenue (U.S. Route 1)("Lakeland: An Urban Design Study," 1970). Urban renewal led to the clearance of the businesses along Rhode Island Avenue that were endeared by the community, leaving Baltimore Avenue as the only commercial area in the community. Today, College Park Village Shoppes are the neighborhood's shopping and dining anchor. Despite their separation from the residential heart of the community and the difficulty of pedestrian access, the majority of the businesses remain locally owned and operated. Residents generally speak highly of these businesses and call for their preservation.

Developers and Landlords

Despite the strong legacy of African-American homeownership, absentee property ownership has been a reality of Lakeland ever since its original subdivision by Edward P. Newman. While a majority of homes in the neighborhood were owned and occupied by Lakeland residents, most of the remaining land which was either undeveloped or reserved for industrial use was owned by outside entities ("Lakeland: An Urban Design Study," 1970). Today, most homes in the central single-family residential portion of the neighborhood remain owner-occupied, while essentially all remaining land is owned by outsiders for various uses.

The western section of the neighborhood between Rhode Island Avenue and Baltimore Avenue consists of the commercial properties fronting the latter, student housing, the Alden Berkley Townhomes, and Spellman House Apartments. This section was cleared entirely during urban renewal and redeveloped by Leon N. Weiner & Associates, a Delaware-based development and property management firm. (Wynter, 1982). Today, the subsidized Alden Berkley Townhomes and Spellman House Senior Apartments remain owned and managed by Weiner & Associates. Parkside at college park is the neighborhood's largest student housing complex. It is owned and operated by Core Spaces, a company specializing in the construction and management of student housing ("Core Spaces LLC," 2022). Additionally, a small condominium exists due north of Parkside that houses students. This building and its surrounding land are owned by a small investor group of 18 individuals.

The commercial area on the western edge facing Baltimore Avenue is primarily owned by three entities. College Park Village Shoppes are owned by a Ft. Lauderdale-based firm bearing the name of the shopping center. Town Hall Properties LLC based in Boyds, MD, owns and operates Town Hall Liquor & Bar. The parcels containing the College Park Volunteer Fire Co. 12 station are owned by the University of Maryland. To the immediate northeast of the firehouse, an adjacent property houses a pharmacy and urgent care facility. This parcel is owned by NADA Properties LLC, based in Bethesda, MD. Finally, the McDonald's Corporation owns and operates their restaurant on the southeast corner of Berwyn House Road and Baltimore Avenue.

All remaining land excluding transportation right-of-ways and Paint Branch Elementary are owned by the Maryland National Capital Park & Planning Commission. Their largest land holding is the Lake Artemesia Natural Area east of the railroad. The area was initially cleared by the City of College park and intended for multifamily housing, although the area was later redesignated for industrial use. They also own and operate the College Park Community Center and the portion of Paint Branch Stream Valley Park located in the neighborhood.

Absentee land ownership played a monumental role in the development outcomes of urban renewal. Despite the Project Area Committee composed of Lakeland residents recommending other developers, Leon N. Weiner & Associates were selected to carry out redevelopment in 1978 (Wynter, 1982). Instead of the single-family and low- to medium-density multifamily units initially requested by the community, the aforementioned high-rise student and senior housing were constructed, alongside the Alden Berkley Townhomes, which are reserved for low-income families. Rising interest rates and development costs were blamed for this shift in plans, with Weiner & Associates stating that these typologies would be most profitable given the prevailing economic conditions of the time (Wynter, 1982).

An enormous seizure of land owned and occupied by Lakelanders using eminent domain preceded land being sold to the developer who constructed housing typologies unwanted by the community. The involvement of Leon N. Wiener & Associates and current owners of properties redeveloped by the firm will therefore be crucial to the restoration of justice to Lakeland. Their inability to deliver the desired development outcomes to the community assigns them a great deal of responsibility to be part of their reparation. Additionally, the community and diaspora should be given a much larger role in selecting a firm to carry out any redevelopment projects that may be a component of the restoration plan.

Engagement Strategy

Our engagement strategy for gathering community input this semester consisted of three methods including interviews, a midterm community event, and a survey.

During the first half of the semester, we conducted 10 semi-structured interviews with current Lakeland residents, members of the diaspora, and other key stakeholders. Interviews with various stakeholders of the Lakeland community offered more perspectives and knowledge to the history of Lakeland.

With the help of Lakelanders, commissioners, and the city, we invited a wide range of residents and stakeholders to join us on October 13, 2022, at a community event at the College Park Community Center in Lakeland. During the community event, which coincided with the midpoint of the semester, we presented a summary of the findings from our analysis of the existing conditions in Lakeland. We then led a series of community engagement activities, centered around the three guiding themes for the course.

We also created an online survey to supplement this community event by providing an avenue for Lakeland residents who were not able to attend the event in person to still provide feedback. However, we received thoughtful feedback from Lakelanders that the survey failed to give adequate weight to the perspectives of the Lakeland diasporic community. At that point in the semester, we did not have sufficient time to conduct the outreach and planning that we felt a more deliberate survey would require, but we have included recommendations for future survey development that incorporate our lessons learned in this report.

Opportunities and Limitations

Our midterm event allowed us to meet members of the Lakeland community and hear their perspectives on community infrastructure, climate change mitigation and adaptation, and housing and land use in Lakeland. This input was crucial in helping us create planning scenarios that are rooted in community needs and desires. However, because of the nature of the event, the input that we received was only reflective of those stakeholders who were able to attend the event in person, which was a small portion of all relevant stakeholders. Consequently, the input that we received during this event should not be taken as a definitive representation of all community perspectives. It's also important to note that for most of the activities at this midterm event, feedback was gathered anonymously through voting or written comments. The findings presented in this report are therefore representative of everyone who attended the event and were not broken down by stakeholder groups (i.e., residents vs. others).

While the interviews that we conducted allowed us to gain an in-depth understanding of some of the experiences of Lakeland residents, the diaspora, and other stakeholders, they were also constrained in scope and number. Due to time constraints, we were only able to interview a small fraction of all the members of the Lakeland community who have been strong advocates for restorative justice. We recommend that the Lakeland Restorative Justice Commission continue this important interviewing work moving forward.

Finally, there were limitations associated with our limited planning experiences as students. Discussing urban renewal and historic injustices brings back painful memories for many Lakelanders, and this project deserves a deeper trauma-informed approach than we were able to afford, which should be championed in the future.

Midterm Engagement Event

Around 50 people attended our midterm event. Over half of the attendees were legacy Lakeland residents and other participants also included City of College Park representatives, Restorative Justice Commissioners, University of Maryland students, and other residents. We structured our October community engagement activities around 3 overarching themes — community infrastructure, housing, and land use, and climate change adaptation and mitigation.

Community Infrastructure Station

For the Community Infrastructure activity, participants placed post-it notes on a map of Lakeland in response to prompting questions that were designed to help us gain a better understanding of what spaces hold historic or current significance to Lakeladers and other local residents. The prompting questions included “Do you interact with other people in Lakeland? Where? And with whom?,” “What is one of your favorite, or most powerful, memories of Lakeland?,” and “Were there spaces, groups, or networks that were important to the Lakeland community that no longer exist? Where and what were they? Why were they important?”

Figure 3.0: Community Infrastructure Map with Feedback from Midterm Event.

We received about 40 distinct responses, the majority of which were related to either social activities, like the annual tree lightings or church events; memories, like historic home locations; or relationships, with family and with neighbors. The post-it note locations spanned the entire neighborhood, from Baltimore Avenue to Lake Artemesia. Participants also mentioned potential ideas for future development, including promoting unity with mixed-age housing and reconnecting West Lakeland and Lake Artemesia. Figure 3.1 shows the locations of consolidated feedback by category across Lakeland.

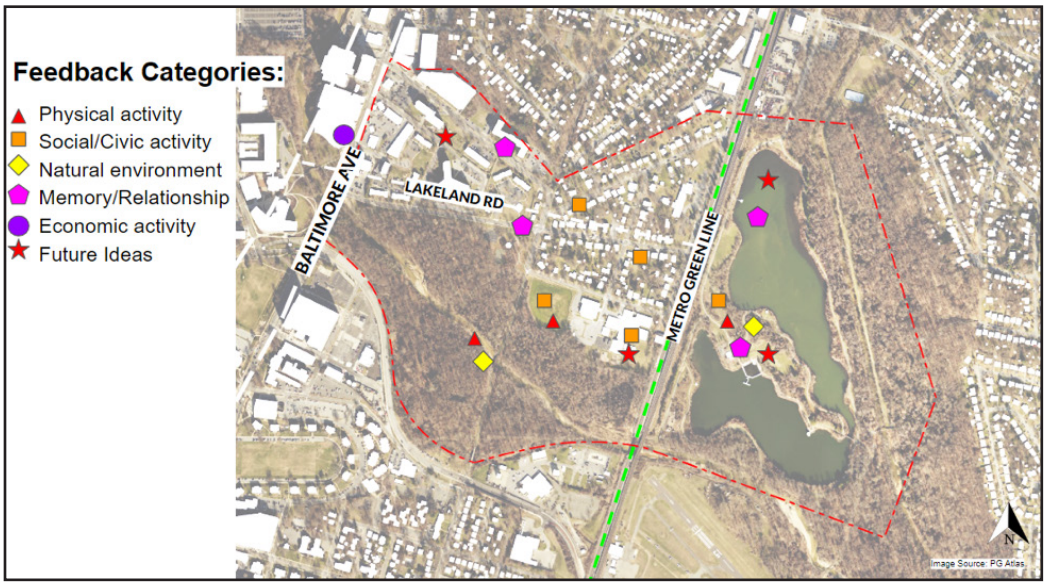


Figure 3.1: Geocoded consolidated feedback by category.

The responses that we received from this activity reiterated the importance of social networks and connections currently and historically in Lakeland. We used these responses to better understand how to restore and support the many meaningful spaces, institutions, and groups throughout the neighborhood.

Housing and Land Use Station

Three activities were arranged for attendees at the Housing and Land Use station. The Housing and Land Use activities focused on understanding meeting attendees' preferences of housing typologies, shopping, and recreational opportunities through image voting, a mapping exercise, and open-ended feedback.

The first activity was an interactive land use map. Here, attendees identified where they would like to see one of the following six land uses: single-family residential, multi-family residential, mixed-use, commercial, recreational/open space, and institutional. Land uses were coded using their commonly represented colors on land use maps, and small dot stickers of that color were placed at the location where they would like to see that

land use on a map of the community (see Figure 3.1). Each resident was then asked to elaborate on what drove their choice of location for each land use, which was recorded on a notepad by the activity leader.

Finally, each attendee was directed to the image voting activity which is shown in Figure 3.2. Here, attendees were presented with a poster featuring three images separated into categories by land use typologies. The typologies represented were housing, commercial, and recreational/open space, but were labeled as “Live”, “Shop”, and “Play”, respectively. The purpose of this labeling was to make these categories easier to understand for the laypeople in attendance. Each image represented a sub-type of each land use category. The first housing option in the “Live” category represented single-family housing identified by an original home in Lakeland, the second represented medium-density multifamily housing identified by an image of modestly sized townhomes, and the third option represented high-density multifamily housing. The first option in the “Shop” category represented strip-commercial development, which was identified by the existing College Park Village Shoppes, the second represented a walkable, village-style shopping center with improved multimodal provisions, and the third represented a mixed-use shopping center with commercial space on the ground floors and housing above. Finally, the first option in the “Play” category presented a variety of recreational uses for open space in the neighborhood. The first option was a shared-use path identified by an image of an existing path located in Paint Branch Stream Valley Park, the second was a public performance space such as an amphitheater, and the final option was a sports field which was identified by an image of a soccer field.

Guests were then directed to place a dot sticker on their preference for each category. After voting, they were asked what influenced their choice in each category. The responses for each guest were then recorded on a notepad by the activity leader.

When asked what they wanted to see more of from the images shown in Figure 3.2, most respondents opted for an increase in stand-alone houses and apartments, as demonstrated in the bar graph in Figure 3.3. Participants also expressed a desire to have businesses better integrated into the neighborhood, reminiscent of when they once lined Rhode Island Avenue in the heart of Lakeland. We received an emotional response to the use of a soccer field as the picture representing “green space” and learned about the old baseball field near the community center that was destroyed but held many significant Lakeland memories as a multi-generational gathering space. Restoring that space, creating a heritage interpretation or stress-relief center, and improving schools were top priorities for land use in Lakeland.

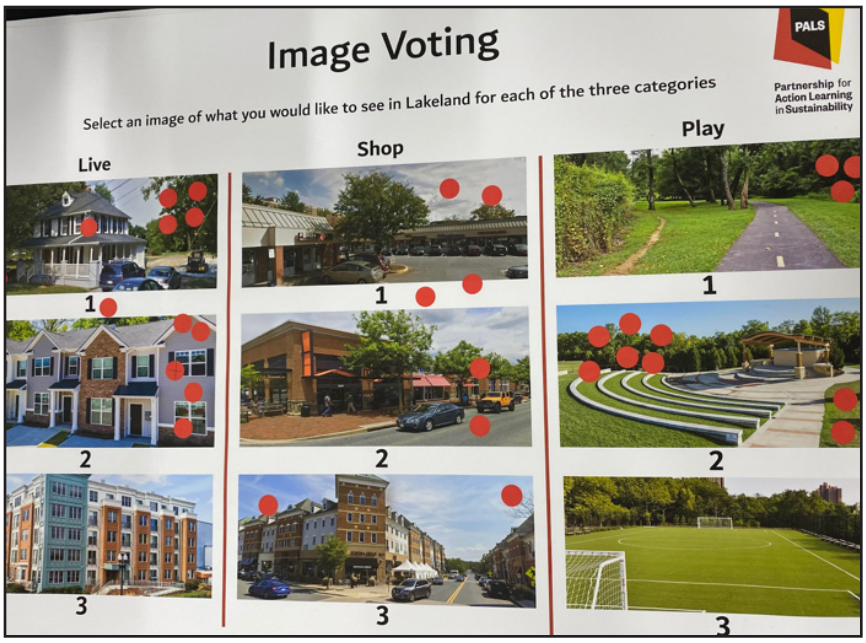


Figure 3.2. Housing and Land Use Image Voting Activity from Midterm Event.

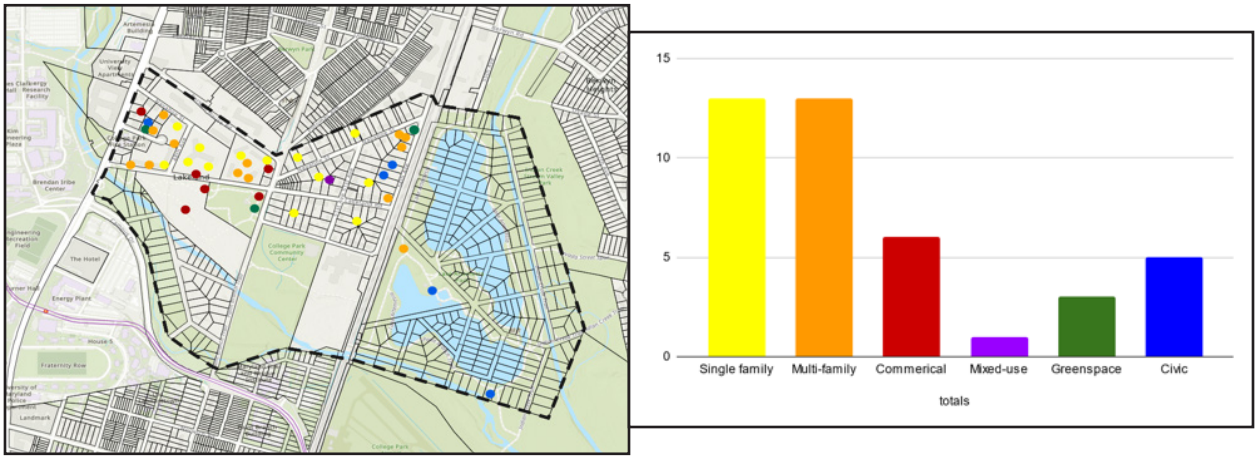


Figure 3.3. Housing and Land Use Activity and Results from Midterm Event.

Climate Change Adaptation and Mitigation Station

The Climate Change Adaptation and Mitigation activity asked participants to answer place-based questions concerning climate change by placing color-coded stickers on a map that centered Lakeland and the surrounding area of College Park. The questions we asked included: Where do you access green or open space? (green sticker); where does your community experience flooding? (blue sticker); where have you seen damage from severe weather in Lakeland? (red sticker); where do you want more trees? (yellow sticker) [(Figure 3.4). We also asked attendees about what resources they thought the community needed to help address climate change.

Green Space

In their feedback, community members suggested that green and open spaces are highly valued assets in Lakeland. With their sticker placements, event attendees indicated that they use the Paint Branch Trail and Paint Branch Stream Valley Park, Indian Creek Trail, and the southern area of Lake Artemesia. Also, we saw a concentration of people accessing green space around community institutions including the College Park Community Center and the Paint Branch Elementary School. One event attendee who grew up in Lakeland but now lives elsewhere in College Park said she still uses the elementary school facilities (for example, she taught her daughter to ride a bike in the parking lot) and her family has picnics in the nearby park. Some community members expressed their desire for more multigenerational recreational amenities, like a fitness station for parents to use while their children are playing on the playground, perhaps similar to the one that exists at Lake Artemesia.

Lake Artemesia was one of the most referenced outdoor spaces, but some longtime and diaspora community members also described a more complex relationship with the lake. Many stakeholders suggested a bridge or some structure for people to access Lake Artemesia from Lakeland. Currently, the lake is separated from Lakeland by the elevated railroad tracks, severing an important part of the historic neighborhood that now is more tied to Berwyn Heights, which has easier pedestrian access. Other comments focused on how the lake was once visible from homes in Lakeland that still exist, but now visual access in addition to physical access has been cut off by the railroad. One longtime resident described how Lake Artemesia's role in the community evolved over the years. She recalled her older cousins talking about swimming and ice skating on the lake, but by the late 1950s, she said it was largely overgrown and less of a social space, though still used for fishing. Another resident pointed out on the map the former site of her parent's home, which is now completely underwater, and described how she still looks at the map of the lake and sees the roads that were formerly there.

Flooding

Participants had mixed perceptions of the pervasiveness of flooding. One longtime resident said much of the historic flooding she could remember was along Route 1, largely due to poor drainage, and that other parts of the neighborhood were not as flood-prone. Aside from Hurricane Agnes, she did not remember flooding being as big of an issue in much of the neighborhood. Community members placed stickers to indicate current flooding around the underpass bridge to Lake Artemesia, north of the College Park Airport and the Maryland Fire and Rescue Institute. Several residents discussed the issue of basement flooding as the biggest water-related issue in Lakeland now, as opposed to flooding from Indian Creek or Paint Branch, or flash flooding. Participants noted the need to reinvest in stormwater management in the neighborhood and some suggested the need for new vegetation to help curb flooding from strong storms.

Severe Weather

Based on the stickers placed by community members, it seems that damage from recent storms has been concentrated in the historic core of the neighborhood along 51st Avenue, Lakeland Road, 54th Avenue, and Pierce Avenue. Participants noted that this area saw a lot of fallen trees from storms as well. This could be due to the fact that stormwater is typically flowing from the north (the higher elevated land) to the south (lower land), and so there is a need to shore up the stormwater infrastructure particularly north of the historic core area. A longtime resident suggested investing in the french drain to redirect runoff water and groundwater away from the area. Further, community members noted the need for more trees along 54th Avenue, around the historic core of Lakeland for shade and to cool the pavement temperature to prevent the radiant heat effect during the summer. Residents raised questions regarding the fallen trees. Could they be replaced? If so, with what? The concentration of damage may also reflect the fact that the older homes and older trees in this area are particularly vulnerable to extreme weather events. Retrofitting, weatherization, and tree trimming are ways that these threats could be mitigated.

Climate Change Mitigation

Climate change mitigation was less frequently a topic in the comments from community members, perhaps because of the number of adaptation and resilience concerns for the neighborhood. Some community members cited the need for education about available programs and incentives. For example, one described getting marketing calls from solar companies but not feeling equipped to review their offers.

Figure 3.4: Climate change adaptation and mitigation map from the midterm community engagement station.

Interview and Survey Analysis

Methodology

We conducted a series of interviews to learn more about how Lakeland's stakeholders and resident families view the neighborhood and the kinds of improvements they believe will enhance their overall quality of life. We interviewed ten people in total. Some of these stakeholders were residents and directly involved in the historical documentation of Lakeland and other public processes. Five community residents' relatives were also interviewed to learn more about their experiences residing in Lakeland. Each interview began with an introduction and icebreaker, where participants were asked about their well-being and their connection to Lakeland. A total of 19 questions were asked at each interview and with each participant's consent, the interviews were recorded. Our interviews provided additional insight into many of the recurring themes and ideas that we heard during our midterm event. An analysis of the results of our interviews and surveys is included below.

A survey to be distributed to the Lakeland community was created with the intention of engaging residents and receiving feedback that could inform the studio's research and final project outcomes. The survey was widely distributed to the community through in-person and online outreach but was filled out only by five people. The survey's low participation rates were attributed to the largely negative community feedback received concerning the content of the survey. Community members expressed disappointment with the survey, as it was largely biased toward current residents and not those in the diaspora. Upon reflection, the studio found that more preparation was needed to determine the purpose, goal, and target audience of the survey. The survey was prepared by a small subset of the class and a more thorough review of the survey by more people prior to distribution would have improved participation rates and feedback.

Data and Analysis

This section presents the data and summary of our findings from the interviews we conducted and the ArcGIS online surveys. The data was tabulated and organized into five themes: community infrastructure, restorative justice, housing and land use, climate change adaptation and mitigation. The themes are listed from the highest to the lowest number of comments received. In our conversations with our stakeholders some new topics such as transportation, community culture and arts emerged as well.

We received a total number of 128 comments from our virtual interviews with 8 participants and 96 comments from our online ArcGIS survey which was completely filled out by only 5 participants. This data collected was tabulated, coded, and analyzed to find the trends and patterns and organize them according to the themes mentioned above. We used NVIVO, a qualitative data analysis software, to group the comments on the basis of how closely related they are to each other. The overarching themes embodied in the data are displayed in Figure 3.5.

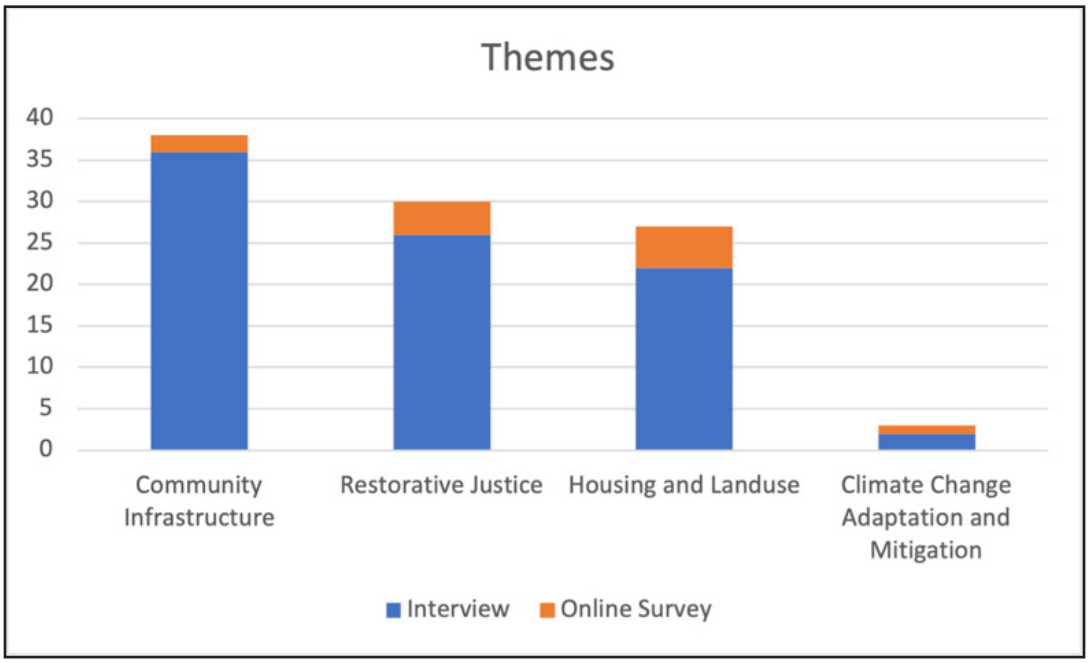


Figure 3.5: Themes ranked according to comments received from interviews and online surveys.

Community Infrastructure

This was ranked as the top theme with the most comments received. Most comments were centered around the community's concerns and desire for an improvement in the quality of education, introduction of multigenerational activities, and a cultural center and basketball courts, as well as the need for a general increase in recreational facilities.

Schools:
There were 17 comments in total, 12 from our virtual interview and 5 from our ArcGIS survey expressing opinions about increasing Lakeland youth's access to academic scholarships, study abroad programs, and increasing their knowledge of matters happening in the community. One respondent stated that "The city started a program with the community a long time ago called Lakeland Stars, which was a partnership between the city and the university, and it provided tutoring services to the Lakeland community and also field trips to campus to get the kids interested in higher education and many of them have never been on campus."

The respondent here stresses the importance of partnership between the community and UMD to extend educational opportunities to its youth. The educational relationship between the city and the university is seen as an opportunity the community can leverage to encourage the young Lakelanders interested in higher education to pursue degrees and certificates from UMD.

Another respondent shared, "Things need to be renewed and given a better upgrade to the face of this community as with the respect of the city's involvement for knowledge and education for our youth and adults to understand new policies given. Life centers need to be placed where families and students can benefit from."

The respondent's comment here suggests the level of participation that is expected in the community and the importance of their voice in decision making. Residents are also seeking a relocation of the Embry Center for family life to a place that is beneficial to everyone in the community. It also presses on the location of the church, which serves not just a religious institution but also an educational institution where community members enroll in study programs to broaden their knowledge.

Parks and Recreation Facilities:
The lack of year-round activities, variety of parks, recreational amenities and programming for different age groups was raised in 11 comments made by community members. Residents expressed interest in the community center hosting more multigenerational summer programs, community events, and a variety of sports/recreational activities and community events as well as introducing additional amenities to the Lakeland Community Park. One respondent stated, "there should be some daily recreational activities for a stronger will to live with depression of the aging process, bringing in motivators to help enhance the lives of the people with greater opportunities. Major parks with swings for the preteens and areas to skate besides the basketball court." (ArcGIS Online Survey)

Another respondent noted, “They used to have basketball games there all the time. It was a really fun place to be. I really didn’t have to leave the community to do any activities. My mom didn’t really have to take us outside of the neighborhood to do anything, because there was so many things to do there.” This respondent expresses interest in having a variety of activities in the community to keep members active in Lakeland.

Restorative Justice

The second ranked theme (in terms of number of comments) was restorative justice, with 26 comments from the virtual interview and 4 comments from the ArcGIS online survey. Participants suggested the need to acknowledge the community, preserve the historical churches and old houses, partner with educational institutions to include the history of Lakeland in the syllabus of history classes, and create more educational opportunities that will support the youth.

One respondent stated: “I think acknowledging the community is a big step forward and keeping the housing development there, because now so many people rely on it, because their family started there. So as far as just acknowledging what has happened and keep them Lakeland history throughout the community, because a lot of people didn’t know, it wasn’t anything taught it was it was just swept under the rug.” In this quote the respondent emphasizes the importance of acknowledging that the community exists and can be found on the map and also recognizing their culture and what makes them unique. It also sheds light on maintaining the historical infrastructure of the neighborhood ike the churches and historic houses left in the community.

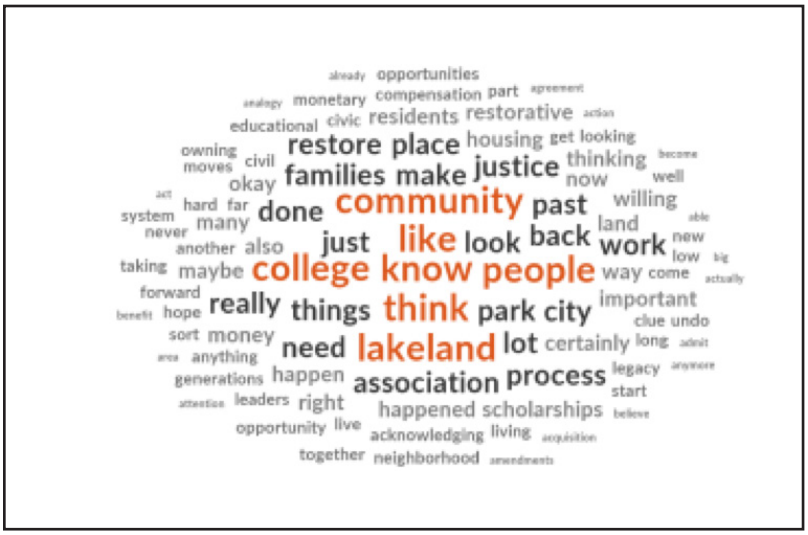


Figure 3.6: A word cloud that shows words expressed in comments about restorative justice.

Housing and Land Use

The third most mentioned issue from the interviews and online surveys concerned housing. Most respondents are seeking improvement in the quality of housing and better management of the existing housing in Lakeland. The top housing comments were centered around the quality of housing, the process involved in securing a house as a renter, and housing programs that make purchasing a home more feasible. A respondent stressed the need to “provide improvements and better quality housing…”. This quote emphasizes the state of the existing housing in Lakeland as it is now — old and in need of renovation. One respondent shared, “...and when I moved in [the effort]...in securing a house to rent and all that kind of thing? Oh, it was quite a tough process…”. This quote states that it was not an easy process to purchase or secure a house for rent, especially when it came to communicating with the property management.

Climate Change Adaptation and Mitigation

There were 2 comments about climate change adaptation and mitigation:1 from a virtual interview and another from the online survey. One respondent recommended “doing water management the way it should be done.” Respondents mainly shared their suggestions about measures to put in place to curb the mild flooding issues in Lakeland. Water management will control the movement of water in flood zones.

Community Engagement Recommendations

Best Practices for Engaging Communities with Trauma

Historical trauma is multigenerational and is experienced by demographics, groups, and families who have been impoverished, displaced, or otherwise oppressed over long periods of time (Aloziem, n.d.). “Community trauma affects social groups or neighborhoods long subjected to interpersonal violence, structural violence, and historical harms. The causes of community trauma lie in historic and ongoing root causes of social inequities’’ (Falkenburger, Arena, and Wolin, 2018, p. 2). The Lakeland community and neighborhood experienced historical trauma.

In order to engage communities that are affected by trauma, outlets to express their collective trauma is critical; efforts to reframe community narratives, peer support networks, and investments in community health and well-being are opportunities for healing from trauma (Falkenburger, Arena, and Wolin, 2018). Community organizing and opportunities to engage in work that helps the community are integral to strengthening the community’s sense of control and self-determination, especially when it comes to helping shape the outcomes of their own neighborhood (Falkenburger, Arena, and Wolin, 2018).

In 2015, BRIDGE Housing, a developer of one of the largest HOPE SF sites and the Health Equity Institutes (HEI) developed the Trauma-Informed Community Building Model. The goal of this model was a community with a strong social fabric, positive health outcomes, meaningful community leadership, and vibrant community institutions (Falkenburger, Arena, and Wolin, 2018). This model includes a number of best practices that could be applied in the ongoing restorative justice process between the Lakeland community and the City of College Park. Some best practices for engaging with communities that have dealt with trauma include (Falkenburger, Arena, and Wolin, 2018, p. 6):

1. Acknowledge harm done and promote consciousness
2. Honor history and celebrate culture
3. Never overpromise
4. Make community growth and accomplishments visible
5. Ensure consistency
6. Support meaningful community engagement structures

7. Promote safety
8. Remove participation barriers
9. Provide compensation
10. Foster social cohesion
11. Engage in a reflective process

Trauma-Informed Approach Recommendations

When it comes to surveys and interviews with communities that have trauma, Samuel Torres, the deputy chief executive officer for the Boarding School Healing Coalition, said it best: “These questions are not just data, these questions are people’s lives” (Durenberger, 2022).

These are some recommendations for performing trauma-informed victim interviewing and surveying:

- Surveys should be used as future tool for the City of College Park in conjunction with various community engagement tools including oral histories and semi-structured interviews
- Surveys should be transparent to the target audience about the goal of the survey and how it will be used as part of the restorative justice process between Lakeland the City of College Park
- Include an explanation of who you are and why you are asking these questions
- Include details on how participants can learn more about your work
- Ensure participants know in advance that participation in the survey is voluntary and they don’t need to answer any questions that make them uncomfortable
- Create a safe space for participants to share their (sometimes painful) story (Johnson, 2016)
- If conducting the survey using an online tool, create it so that participants always need to click “next” to continue to the next question. This is a “small thing but it gives them control over the time and flow of the questioning which can be helpful for trauma survivors” (Johnson, 2016)
- Include blank text boxes with no word limit for participants to write feedback. Although these responses are harder to quantify, they provide valuable feedback. Open-ended questions allow trauma victims more control as they discuss an event where they were violated and had no control (Johnson, 2016)
- Include praise throughout the survey (lots of thank yous) which is necessary for trust building
- Be careful how you frame questions to participants. The wording of a question could be perceived by a trauma victim as blaming them. Consider reframing:
    - Questions that start with “why”;
    - Directives such as “explain to me…”; and
    - Requests for a chronological account with prompts such as “and then what happened?” (Successful Trauma-Informed Victim Interviewing, 2020)

Section IV:
Scenario Planning

Introduction to Scenario Planning

Scenario planning is a process to support decision-making that helps planners navigate the uncertainty of the future in the short, medium, and long term. A scenario planning process begins by scanning the current reality, projected forecasts, and influential internal and external factors to produce a set of plausible potential futures (APA, n.d.). Three scenarios were developed for Lakeland for 2032, 10 years into the future. The first, a status quo scenario projects current conditions out into the future assuming that current regulations, political mindsets, and traditions, will remain the same. The reform scenario pushes for reform within existing political and socioeconomic systems by applying the best planning and design ideas offered today. The revolutionary scenario radically reimagines existing political and socioeconomic systems and attempts to transform the status quo in pursuit of justice and equity.

Status Quo Scenario

Introduction

Status Quo scenarios are designed within the confines of current regulations, political mindsets and traditions. Specifically, this scenario explores what happens in Lakeland by 2032 if we proceed without any new intervention. The following section explains how population and demographic trends, paired with current plans and policies will affect the livelihoods of Lakeland community members in the status quo scenario.

We reviewed these resources to inform our analysis of the Status Quo Scenario:

- Prince George's County Comprehensive Plan
- Prince George's County Housing Plan
- Maryland Housing Needs Assessment & 10-Year Plan
- Prince George's County Climate Plan
- University Community Vision 2030
- "Create a Community Preservation Trust"
- Purple Line Corridor Coalition (PLCC)
- Lakeland 1970 Urban Renewal Study
- US Census data and 1-year ACS data
- "Lakeland Community Engagement Feedback", UMD Community Planning Studio, October 13, 2022

Demographic & Trend Projections

Data Sources and Methodology

To be as precise as possible to the geographically small area of Lakeland, we refined the projection data using US Census data from 2000 to 2020 at the block level, which allows us to hone in on the Lakeland neighborhood. The two maps below in Figure 4.0 show the census blocks which were used for the analysis, which correspond closely, though not exactly, with the Lakeland neighborhood boundaries used for this study.

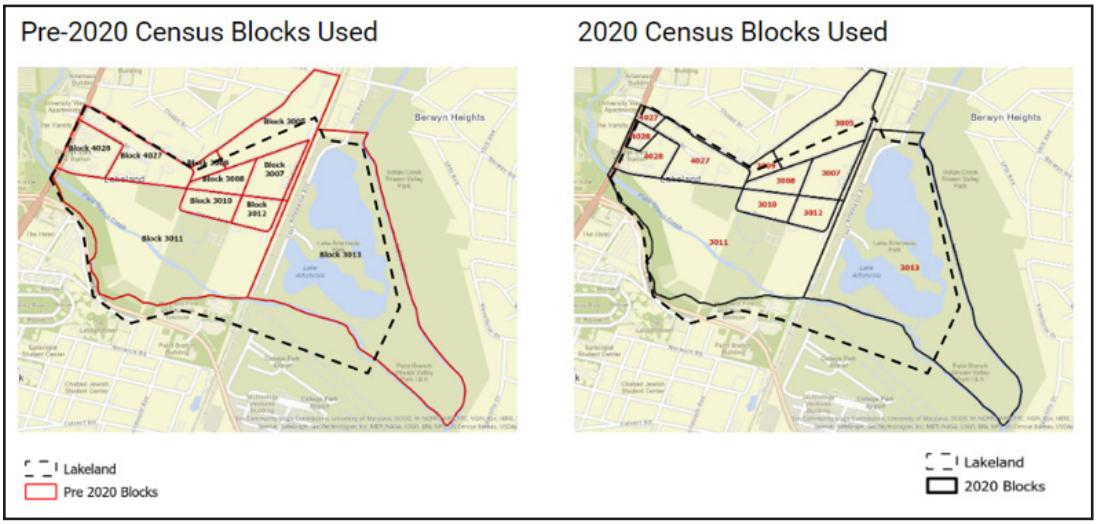


Figure 4.0: Lakeland Census Blocks for Analysis

To better understand the impact of changes, we broke the neighborhood down into two parts — the urban renewal area and the conservation area, as shown in Figure 4.1. The urban renewal area sits west of Rhode Island Avenue and was part of Lakeland redeveloped during urban renewal, now consisting of townhomes and multifamily (including student apartments), and the Route 1 commercial strip. The conservation area, east of Rhode Island Avenue, does not necessarily imply preservation, but refers to the part of Lakeland that was not systematically redeveloped, and thus remains largely single-family housing.

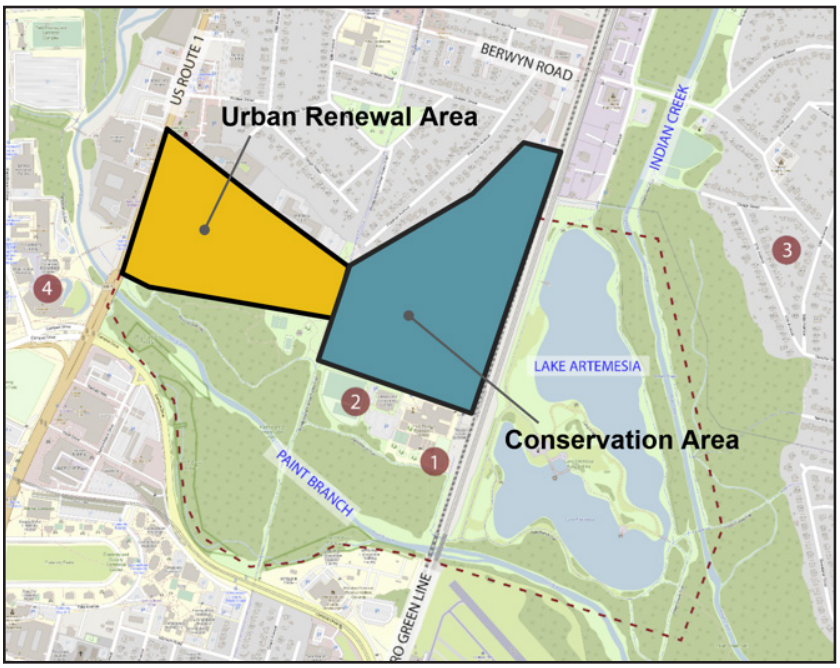


Figure 4.1: Lakeland Neighborhoods

Population & Demographic Trends

Data from 2000 to 2020 reveal a few key trends and some changing demographics in Lakeland. Though there are significant limitations to this data, as discussed further below, some of these trends are consistent with what community members have shared about their own experiences and perceptions.

Firstly, recent population growth is concentrated in the Conservation Area, and typical household size has increased slightly. In the conservation area, the population has increased from 260 to 376, a 44% increase. The average household size increased during this time from about 2 to 2.5. This could be due to a growing number of families (especially those with children), or to an increasing number of homes being used as student housing, in which the number of occupants may be higher.

In this area, Black and African American residents have gone from more than half of the population in 2000 to about a third in 2020. As discussed in the Introduction of this section, Lakeland's rich history is rooted in its culture. As one community member interviewed stated, "It's such a tight-knit community that has so much history. It is probably one of the only places really in College Park that has deep-rooted Black culture history'.

We also heard from community members that homes in Lakeland were historically passed down over generations, or that descendants of Lakeland residents would choose to start their own families in the neighborhood in which they grew up, but that rising costs of housing are making this less possible for many. These demographic shifts reiterate those concerns.

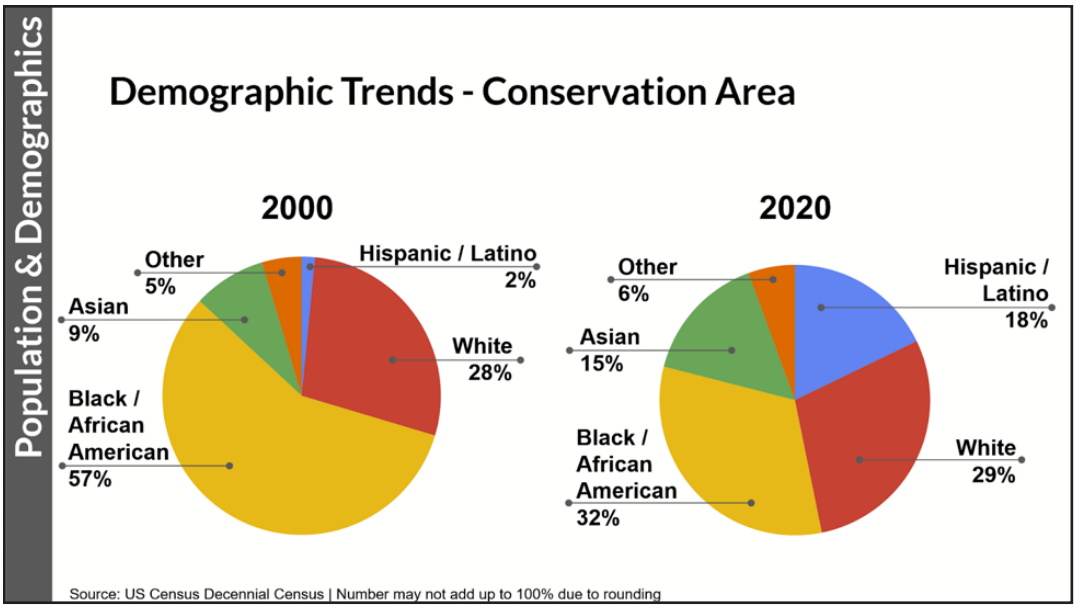


Figure 4.2: Demographc Trends Conservation Area

In contrast, the population in the Urban Renewal Area has remained fairly constant in the past 20 years. In terms of demographics, the share of the population identifying as Hispanic or Latino and Asian American is increasing. This might reflect the increasing diversity of the UMD student body, given the large proportion of student housing in this part of Lakeland. However, student populations also have a high rate of turnover, so it is important to remember that these data snapshots reflect only the years in which data was collected. In other words, while the number of students may remain relatively constant because students move in and out over a year or two, data collected in selected years about their race and ethnicity will reflect who happened to live there in that particular year, not necessarily long-term changes. When population turnover is high, it is difficult to use historical trends to draw conclusions about the future.

	2000 Population	2010 Population	2020 Population	% Change 2000 - 2020
Conservation Area	260	451	376	**+44.6%**
Urban Renewal Area	698	43	665	**-4.7%**
Total	958	494	1041	**8.7%**

Figure 4.3: Lakeland Population Trends. Source: US Census Bureau - Decennial Census Data 2000 - 2020. Analysis Level: Census Block

In order to consider population based on age, it was necessary to zoom out and look at data which is at the Census Block Group level. These larger geographic areas, Census Block Groups 5 and 3 within tract 8070, include parts of adjacent neighborhoods in addition to Lakeland. This data still reveals useful information about trends in the wider area. For example, it shows an overall population increase in Block Group 5, largely in the part of the population aged 18-24. This likely reflects the construction of new multifamily buildings (often targeting students, such as the Alloy Apartments on Berwyn House Road), in this area.

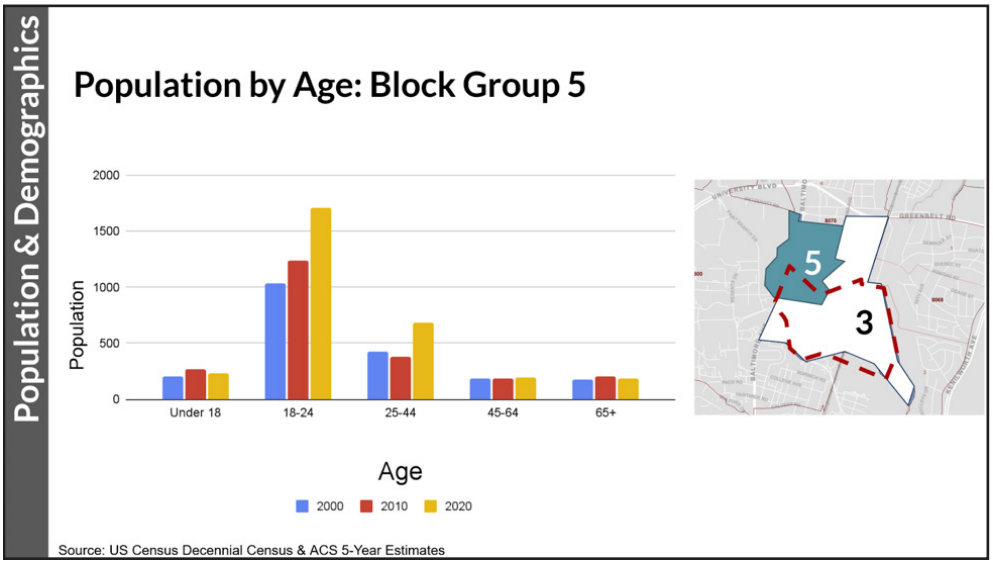


Figure 4.4: Population by Age: Block Group 5

In Census Block Group 3, the data indicates an increase in the senior population, a decline in the under-18 population, and a possible increase in the population aged 18-24 (though this trend was interrupted in 2020, perhaps due to COVID).

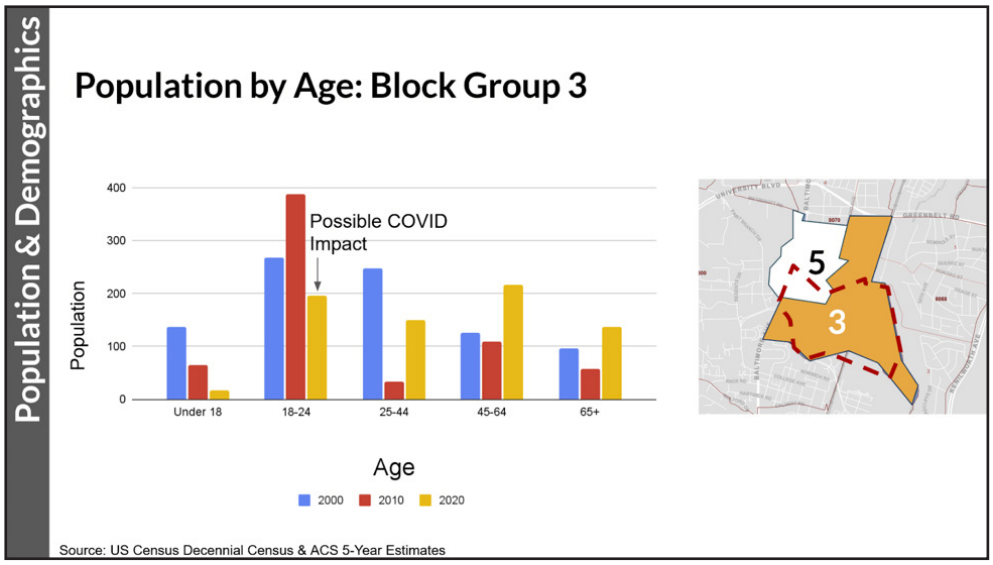


Figure 4.5: Population by Age: Block Group 3

Population Trend Forecasts

Overall, combining both parts of the neighborhood, Lakeland has grown about 8% in 20 years. If we simply project this rate of growth into the future, we can expect Lakeland's 2032 population to be about 1,095. In contrast, Prince George's County expects a higher annual population growth in this decade. If we use their expected growth rate, Lakeland's population will be close to 1,500 in 2032. However, neither of these take into account the possibility of new development within the Lakeland community, such as new student housing along Route 1 or other additions made in response to the new Baltimore Ave-College Park-UMD Purple Line stations, anticipated to open in 2027.

Much of the recent population growth in the Lakeland and Berwyn areas has been driven by policy (such as growth in the UMD student population) and development decisions (such as the new multifamily and student housing in the area). The reality is that future growth will also be greatly influenced by these factors, and past trends do not necessarily translate into the future under such conditions.

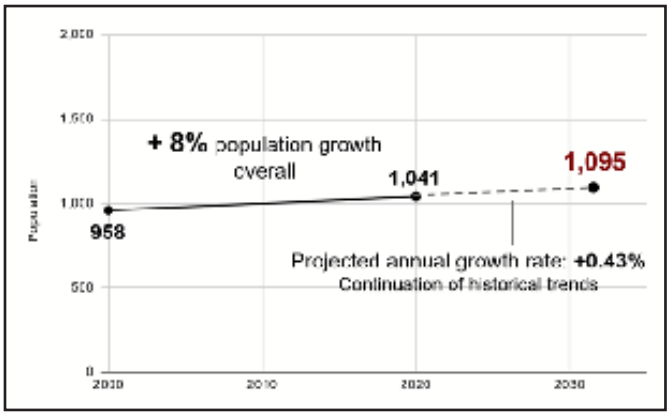


Figure 4.6: Population Projection Method 1 Source: US Census Bureau - Decennial Census Data 2000 - 2020. Analysis Level: Census Block

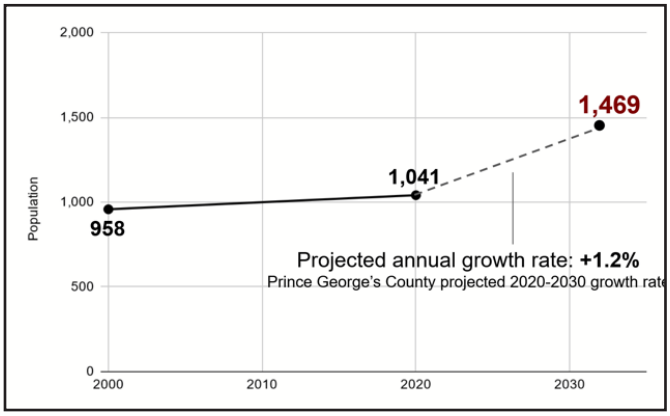


Figure 4.7: Population Projection Method 2 Source: US Census Bureau - Decennial Census Data 2000 - 2020. Analysis Level: Census Block

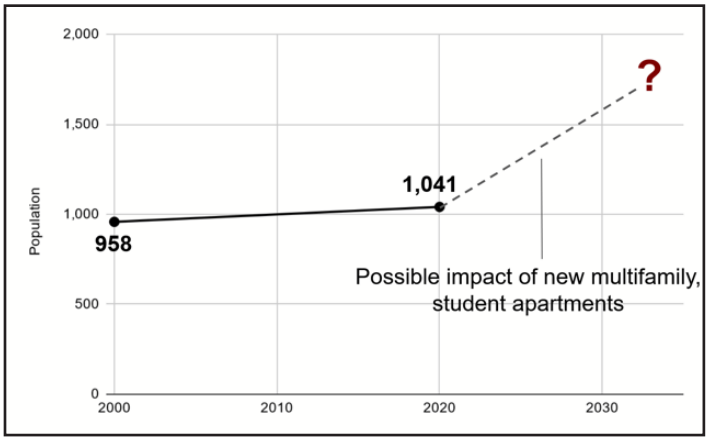


Figure 4.8: Population Projection: Impact of Policy & Development Decisions Source: US Census Bureau - Decennial Census Data 2000 - 2020. Analysis Level: Census Block

Limitations

As acknowledged in the Analysis of Existing Conditions section of the report, there are significant gaps in the data available for Lakeland, which translate into limitations in the analysis and projections. The data available at the block level is limited in terms of indicators covered and years of availability in 2000, 2010 and 2020. The use of census data is also complicated by the restructuring of the census blocks in 2020, introducing additional uncertainty. Additionally, the Lakeland area is small, which means that the margin of error is high. As mentioned above, the area includes a large student population, where turnover is high. This introduces additional uncertainty, as historical data do not necessarily reflect long-term trends when people move in and out within a few years. Lastly, as mentioned above, for some indicators, we have relied on data at the block group from the American Community Survey, which means that these statistics are for an area that includes significant parts of adjacent neighborhoods.

Data can help us understand who calls Lakeland home today, and how it has changed. A better set of data would help community leaders assess community needs, access funding, and allocate resources within the community, and we encourage the city or the Restorative Justice Committee to explore pathways for better data.

Community Infrastructure

In the analysis of community infrastructure following status quo policies through 2032 our research indicated three principal concerns. First, strained relationships with the city of College Park and the University of Maryland; second, the decline of Lakeland heritage sites and increasingly forgotten memories of the town's past; and third, new development and mobility driven by the University and the economy.

Without intervention, our research finds that relationships within Lakeland and with outside stakeholders will continue to strain. Opportunities for positive relationship growth include the city's commitment to restorative justice, this city and University's prioritization of historic preservation, the 1856 Project, and the commitment of Lakeland residents near and far to the unique fabric that makes up the community.

The establishment of the Restorative Justice Commission is a strong opportunity for equitable progress throughout the city and specifically in Lakeland. This committee is comprised of about 20 members and two Lakeland citizens and meets bi-weekly to examine the historic and current policies of the city. The commission makes annual progress updates to the City Council offering suggestions for restorative actions. This commission has specifically identified Lakeland residents and members of the diaspora as a focus for restorative efforts (City of College Park, 2022). This recognition and commitment to action on behalf of the city bring great promise for the future of restorative justice in Lakeland.

We commend the City of College Park for its recognition of wrongdoing to the Lakeland Community following Urban Renewal policy decisions and for the creation of the Lakeland Restorative Justice Commission. It is imperative this Commission is given the resources, attention, and respect it deserves as it carries out its delicate task of reconciliation.

As we have cited earlier, making it a priority to collect accurate demographic data will build trust with the Lakeland community and allow for a better understanding of their needs, especially community and diaspora members impacted by urban renewal. There are several community structures that are in need of investment. If action by the city is not taken these historic treasures will fall into severe disrepair over the upcoming 10 years. In a Status Quo Scenario, there may continue to be no registered historic landmarks in Lakeland.

The Purple Line is projected to open in 2027, therefore development is expected to flourish along Route 1 and the new metro line in 2032 and beyond. The College Park Vision 2030's projection for Purple Line-related growth indicates that people living within a 10-minute walk of the College Park Metro Station will grow from about 1,200 to 3,000, and people working within a 10-minute walk of the College Park Metro Station will grow from 750 to 18,000 (City of College Park et al., 2020).

In Prince George's County Plan 2035, Lakeland lies along the Innovation Corridor on the edge of the College Park Regional Transit District and UMD East Campus Center. This means that this area will see heavy development focused on new housing and jobs (The Maryland-National Capital Park and Planning Commission, 2014). The National Center for Smart Growth (NCSG), hosted at the University of Maryland, has been a leader in breaking status quo trends to help communities like Lakeland keep their community infrastructure intact amidst large development projects, such as the Purple Line and Innovation District, at their doorsteps. This decade-long initiative has helped pivot Lakeland's potential Status Quo 2032 situation into a more favorable position. Even with the ongoing work at NCGS, we expect the completion of Route 1 improvements to favor active transit and higher density development in 2032.

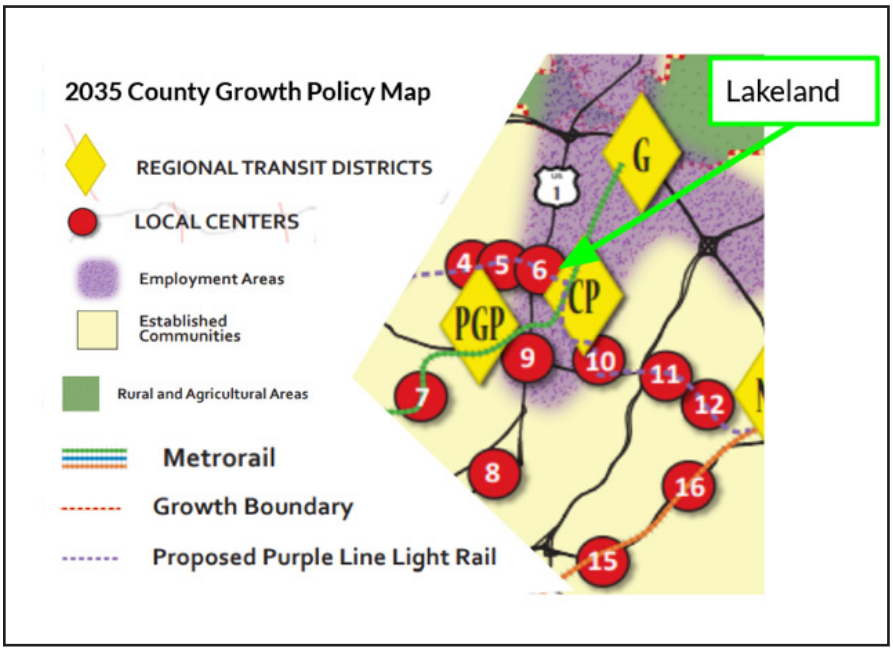


Figure 4.9: Map Adapted from Prince George's County Plan 2035.

Many sections of Lakeland lack accessible transit options for the aging and/or disabled population. We are hopeful that new infrastructure will comply with ADA requirements but without renovating current structures, these community members will face increased stress competing for space in the fast-paced transit corridor. Lakeland residents we have consulted over the course of the semester have requested multigenerational community gathering points throughout the community as well as better access to the lake from west Lakeland.

Housing and Land Use

We identified three key concerns through our analysis of Housing & Land Use following status quo policies through 2032. First, a lack of diversity in housing typologies offered; second, rising unaffordability for residents, particularly renters; and third, continued deterioration and demand for repair of aging properties.

Single-family homes are a strong characteristic of historic Lakeland housing, especially in the Conservation Area, however, the growing economic strip of Route 1 paired with the growth of the University of Maryland will add stress to housing demand and land usage in a 2032 Status Quo Lakeland. Across the county, about 51% of total housing units in the housing stock are single-family homes but in Lakeland, by volume, 81% of the total housing units are in multifamily buildings with fifty or more units. Across Lakeland, by our best estimation, we have a total of 808 dwelling units, with 93% of those being renter-occupied (City of College Park). Often, renters do not have access to the same opportunities that homeowners may have and with the growing rate of renters in the Lakeland area, we predict tensions and equity issues between these two groups if left unchecked by 2032.

We also see in Figure 4.10 a complete lack of the typologies in the middle between single-family attached and high-density multi-family, which support different densities and family types. The gap between single-family homes and large 50+ unit types is a common occurrence in our communities today, referred to as “the missing middle” housing typologies. Some examples of typologies that fit in here include multi-generational housing, duplexes, triplexes, and garden-style apartment structures. The breakdown of total Lakeland units below (City of College Park):

Single Family + Townhomes: 133 units (51% owner occupied, 49% renter occupied);
- UR displaced 104 of 150 HH’s:
- Lakeland Park Townhouse Condominiums: 18 units
- Alden-Berkley Townhomes: 56 units

Multi-family Housing: 675 units (100% rental)
- Spellman House: 140 units (senior housing, UR)
- Parkside (formerly Berkeley Apartments and rented condos): 128 units (student housing, UR plan called for 160 units of family housing)
- University House (formerly Berwyn House Apartments): 132 units (mostly student housing, pre-UR)
- Alloy: 275 units (new, mostly student housing)

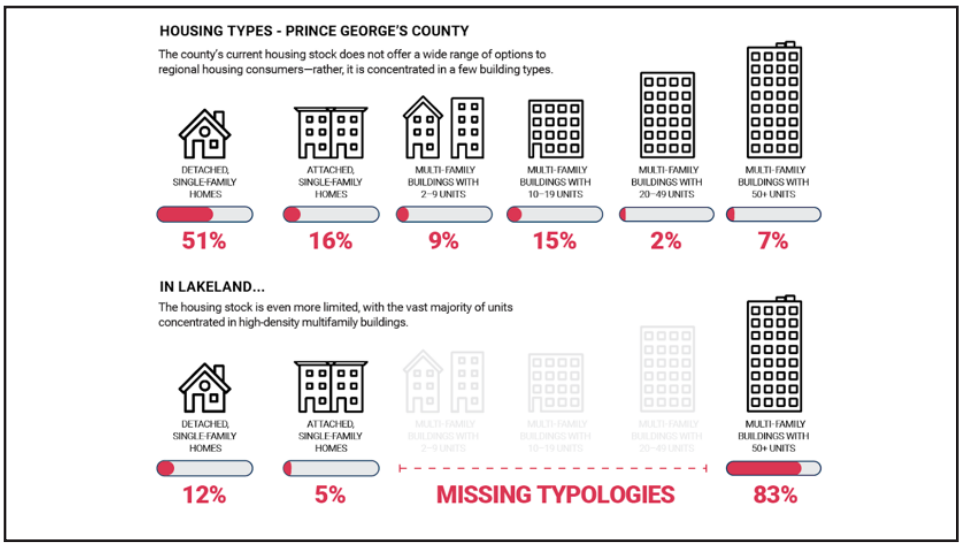


Figure 4.10: Housing Typologies in Prince George's County and Lakeland.

The chart and housing data listed in Figure 4.11 is based on data provided by the City of College Park and the Prince George's County Housing Plan to provide a close estimation of the total housing count in Lakeland. Additional research may be required to get exact counts, in particular in the Conservation Area, where some single-family homes are being renovated to become rental properties, changing the true housing density.

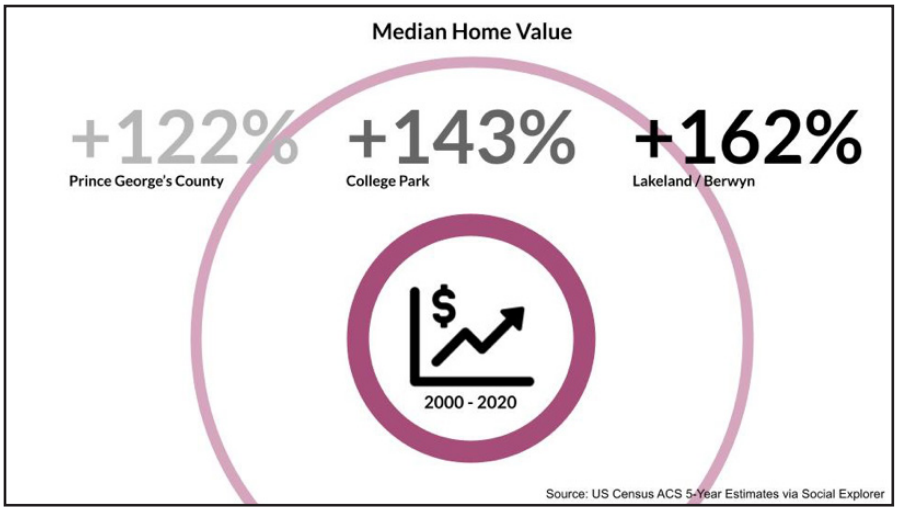


Figure 4.11: Median Home Value in Lakeland. Source: City of College Park and the Prince George's County Housing Plan

Home prices in the Lakeland / Berwyn neighborhood (Census Tract 8070) are comparable to the City of College Park and slightly higher than county averages but have increased at a faster rate than land and housing prices in the county overall between 2000 and 2020.

While land values rise, the buildings continue to age. Many of the single-family homes in Lakeland, specifically the conservation area, have been there well before urban renewal. The median age of homes in the Urban Renewal Area is 27 years (average build year: 1995) and 47 years (average build year: 1975) in the Conservation Area (ACS 2020 data via Social Explorer).

Figure 4.12: Lakeland Zoning 2022.

The zoning in 2022, which in the Status Quo Scenario is assumed to remain through 2032, lacks flexibility in allowing alternative housing options in the neighborhood. Some changes along Route 1 are likely paving the way for new development. We predict developers have their eyes on redeveloping the College Park Shops.

Finally, we'd like to note that we do have programs already in place to address some of these issues brought up in this report, such as the recently funded College Park Community Preservation Trust and the City-University Partnership's Homeownership program. The homeownership program offers $15,000 loans to full-time, benefits-eligible city and university employees to incentivize and assist them in buying homes in College Park and the preservation trust operates by purchasing single-family properties to make them available to eligible people at lower than market cost. However, due to their scale and available funding to date, we see these programs as too limited to fully address the issues we've outlined so far (Sources: dbknews.com https://dbknews.com/0999/12/31/arc-cmq2xcdajfawpgaiclefnts5he/, Streetcar Suburbs News info on Elms).

Climate Change Mitigation and Adaptation

In the status quo scenario, greenhouse gas emissions remain almost constant, Lakeland gets hotter and wetter, and a lack of investment in climate adaptation and resilience measures means that residents are exposed to the stresses of extreme heat events and destruction to their homes from storms.

Between 2005 and 2018, greenhouse gas emissions declined by about 15%. However, almost all of that change occurred before the year 2012. In the past decade, emissions have remained relatively constant, with a reduction in some types of greenhouse gas emissions offset by increases in others along with population increases. As shown in Figure 4.13, the county predicts that in the status quo scenario, emissions will hold steady until 2050. The Prince George's County Climate Action Plan proposes a goal of a 50% reduction compared to the 2005 baseline by 2030, along with a series of actions to achieve this goal. However, the county acknowledges that even these proposed actions will be insufficient to meet the ambitious 50% reduction and a complete transition to renewable energy will likely be required (Prince George's County, 2022).

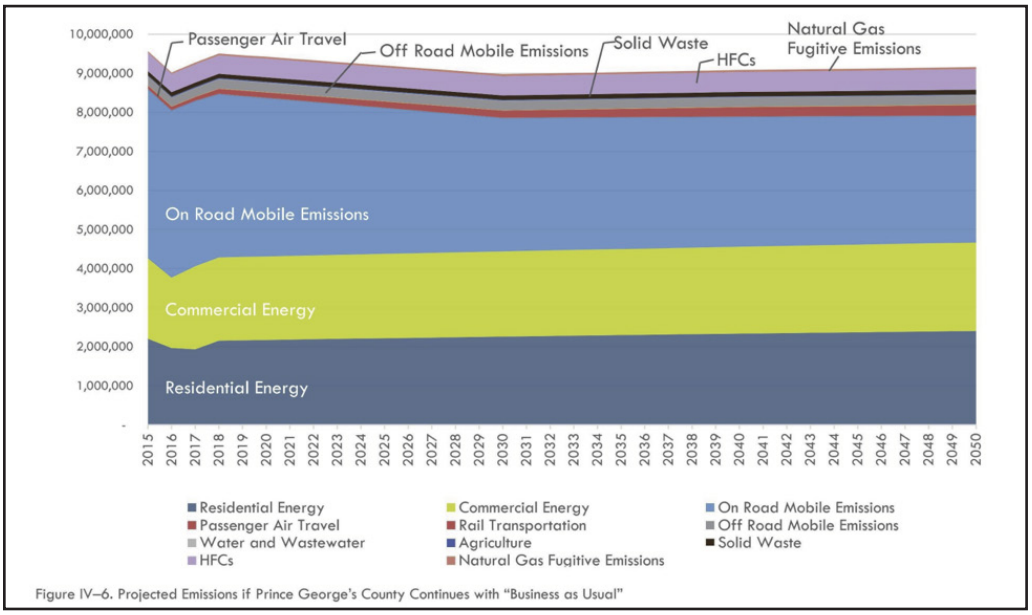


Figure 4.13: Prince George's County Emissions under a Business as Usual scenario, courtesy Climate Action Commission

For both the county and the city of College Park, emissions from vehicular transportation are the largest contributor. Transportation, specifically on-road vehicular emissions, represents almost half of the county emissions, and a sector that has seen little change, declining just 1% between 2005 and 2018 (Prince George's County, 2022). Emissions from vehicle gas consumption are also the largest contributor to College Park's most recent GHG inventory. Emissions from vehicle fuel use in College Park increased by almost 8% between 2007 and 2013. Thus, reducing vehicular emissions is key to reducing the community's carbon footprint (University of Maryland School of Public Policy, 2015).

The effects of climate change are already being felt in Lakeland, and without new intervention, these impacts will worsen by 2032. In 2032, the projected average high temperature will be 71 degrees, five degrees higher than the historical average of 66 degrees. In addition to rising average temperatures, climate change means more frequent extreme heat events. By 2032, the temperatures will hit 90 degrees 55 days out of the year (US Federal Government). Extreme heat is particularly dangerous for seniors and children as well as those with health conditions. Additionally, increased temperatures affect places unevenly due to the urban heat island effect places like Lakeland with green spaces and a substantial tree canopy can be several degrees cooler than surrounding neighborhoods on hot days. As temperatures rise, preserving this tree canopy will be critical.

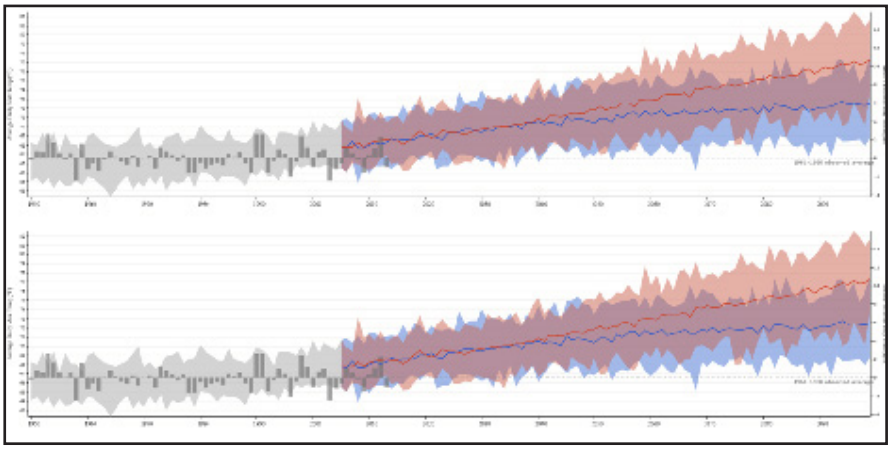


Figure 4.14: Rising temperatures under the status quo scenario, courtesy U.S. Climate Resilience Toolkit Climate Explorer

Climate change will also increase the severity and frequency of a range of weather events, from winter nor'easters to derechos, droughts to heavy precipitation. These can cause damage to homes and trees, especially older ones that are less equipped to deal with destructive winds or heavy precipitation (US Federal Government). They also can cause power outages and service disruptions, which again have a disproportionate impact on seniors and those with mobility challenges.

Climate change will also bring increased precipitation to Lakeland, and with the historical impacts of flooding on the community, this is an important trend to consider. Histor-

ically, flooding from Indian Creek and Paint Branch caused damage in some parts of Lakeland, particularly around Route 1 and on the western edges of the neighborhood. Flood control projects have mitigated the threat of this type of flooding, and most of this area was either redeveloped as part of urban renewal or is now preserved open space. However, parts of Lakeland are still in the floodplain as defined by FEMA or the Prince George's County Department of the Environment. Further, as the county notes, many of these projects were designed decades ago with historical rainfall levels and storm frequency in mind, and they may not be as successful in managing heavier storms of the future. It is possible that with increasingly severe storms and the deterioration of existing flood control infrastructure (which will be about 60 years old by the year 2032), Paint Branch and Indian Creek could flood again one day.

In contrast, the flooding that mostly concerns residents today is groundwater flooding. This issue is not necessarily caused by extreme rains or by the nearby waterways overflowing their banks. Instead, it occurs at low elevations, due to consistent precipitation pooling in low-lying areas or raising the water table beneath them. It can be exacerbated by poor drainage, and in Lakeland, often manifests in the form of wet basements (Prince George's County, 2022). Community-scale infrastructure can help improve drainage, but in the absence of such measures, homeowners are often left to deal with the issue on their own through costly home improvements or the installation of sump pumps. The outcomes of the city of College Park's recent flooding study analysis or how any findings will translate into policy or projects is not yet known.

As with housing, there are some existing tools and incentives to address the impacts of climate change. In the status quo scenario, we might see continued uptake of solar PV for single-family homes and government facilities. More than 20,000 homes in the county have installed rooftop solar PV by 2020 (a total of 213 MW), and the county has installed 1 MW of solar PV on its buildings, with 4 MW in development. Prince George's County offers tax credits to support solar for homeowners, on top of federal incentives. However, this progress will be insufficient to meet clean energy targets. Current residential installations, for example, still represent less than 20% of available roof space. Additionally, this progress is largely concentrated in the single-family home sector, while there remain few community-led solar projects available to serve renters or those unable to install solar on their own homes. Currently, less than 6% of county electric accounts use solar (Office of Central Services, 2020).

Prince George's County also offers grant programs to support tree planting, as well as certain incentives to support energy efficiency upgrades. Once again, the scope and funding for these programs are limited, and community feedback suggested that a lack of awareness and complex application processes make it difficult for Lakeland residents to access some of these. Through its Energy Resilient Communities program, the county provides focused assistance, such as solar and energy efficiency grants, for specified communities. These communities were selected based on current conditions and demographics, not to recognize past injustices, and Lakeland is not currently eligible.

Conclusion

In the Status Quo scenario, with no new interventions and under the confines of existing systems, we expect legacies of injustice from urban renewal to linger, and trends like rising housing costs and damage from climate change to continue.

We predict:

- High-rise buildings along Route 1
- Majority of homes owned by investors catering to UMD students
- Long-term residents are increasingly unable to age in place and struggle to make necessary repairs to their homes.
- Forgotten history of the destruction and trauma of Urban Renewal
- Lack of low-density housing opportunities
- Tension between new and old residents
- Rising threats of climate and storm damage

Reform Scenario

Introduction

Reform scenario planning mainly pushes for reform in the regulations, programs, policies, and projects operating in the existing political and socioeconomic systems. This scenario imagines what Lakeland could look like in 2032 if reforms are pursued, specifically as they relate to the sectors of housing and land use, community infrastructure, and climate change adaptation and mitigation. A vision for Lakeland as well as subsequent objectives and strategies were developed after consulting various plans in operation that affect the Lakeland neighborhood. These plans included:

1. The Prince George's County Climate Action Plan
2. The University Community Vision 2030
3. The Prince George's County Comprehensive Plan (Plan 2035)
4. The Prince George's County Comprehensive Housing Strategy
5. The Purple Line Corridor Coalition Housing Action Plan 2019-2022

The Prince George's County Climate Action Plan, published in November 2021, summarizes the climate threats in the county and the progress to date in advancing climate action, particularly in reducing greenhouse gas emissions. It also presents strategies to achieve a carbon-free resilient county, focusing on both adaptation and mitigation (Prince George's County Climate Action Commission, 2021).

The University Community Vision 2030 was created by community leaders, university administrators, faculty, staff, and students in College Park to enhance the City of College Park as a sustainable, equitable, and vibrant community. The vision focuses on four interlocking strategic areas — housing and development, transportation and mobility, public health and safety, and education (College Park City-University Partnership, 2021).

The Prince George's County 2035 Comprehensive Plan, developed in 2014, is a plan to guide the growth and development of the county "to become a competitive force in the regional economy, a leader in sustainable growth, a community of strong neighborhoods and municipalities, and a place where residents are healthy and engaged" (The Maryland-National Capital Park and Planning Commission, 2014, p.5).

The Prince George's County Comprehensive Housing Strategy is a ten-year strategy developed to serve the housing needs of current and future county residents while expanding access to opportunity through housing investment (Prince George's County Department of Housing and Community Development and Enterprise Community Partners Inc., 2019).

Lastly, The Purple Line Corridor Coalition Housing Action Plan was developed to advance housing opportunities along the Purple Line Corridor with 12 main recommendations designed around three main actions, which include but are not limited to:

> increasing production of new housing to accelerate the preservation and rehabilitation of existing housing and to protect tenants, establishing more regular coordination between jurisdictions and coalition partners on specific locations within the corridor, and actions the Coalition can take to improve how it works together with new and existing partners on advocacy, research, and monitoring housing trends along the Corridor. (Purple Line Corridor Coalition, 2019, p.7)

All these plans were reviewed to ensure the strategies proposed in the reform scenario would work in concert with the existing plans. In addition to these plans, our vision was also informed by an analysis of Lakeland's Vision 2025, outlined earlier in the Analysis of Existing Conditions section of this report and included again here for reference.

> *Lakeland is a **historically designated community** where meaningful processes of restorative justice have been and are being realized. Lakeland has a **renewed historic character with low-density housing**, and **compatible community commercial and home-based enterprises**. Ninety percent of the homes are owner-occupied and tenants have the tools and opportunity to become homeowners. It is the home of legacy institutions in their historic structures and **a robust center for culture, history, and heritage**. The community is **strong, healthy, safe, and inclusive both economically and socially**. The history and culture of the community and its members are honored, nurtured, and celebrated. Lifelong vitality and learning are supported. Lakeland is **physically and institutionally interconnected** with the larger community. (Lakeland Civic Association, n.d., our emphasis)*

The priorities in the reform scenario's objectives and strategies are largely drawn from some of the main themes found in Vision 2025 like historic designation, low density, compatible enterprises, and physical interconnectedness. Vision 2025 was supported by several strategies in areas of transportation, education, public safety, sustainability, revitalization, and redevelopment (Vision 2025, n.d.). Some of the issues addressed in these strategies, including the need to build economic wealth and multimodal transport connections between Lakeland and other communities, are addressed in the reform scenario objectives and strategies.
Our vision for Lakeland states:

> *In 2032 Lakeland is a safe, sustainable, and economically vibrant community that is historically designated, where its rich history, culture, and heritage is preserved and celebrated. Lakeland is walkable and better connected with the city of College Park and Lake Artemesia. It has a strong infrastructure with a variety of housing options and homeownership opportunities for residents of diverse income levels and life stages.*

Community Infrastructure

Our priorities for community infrastructure concern addressing the disruption and fracturing of the neighborhood and community as a result of urban renewal and its calamitous consequences. Urban renewal devastated Black communities across the country and so the preservation and designation of Lakeland and its significant historic assets are integral to addressing and confronting the harm of this country's racist and discriminatory policies. In the pursuit of the preservation and designation of Lakeland, our priorities also lie in elevating the stories and heritage of Lakeland, which has historically been undervalued and neglected.

1. Elevate and promote the rich heritage and assets of Lakeland

1.1 Request the Maryland Historical Trust to reconsider exploring Lakeland's eligibility for local historic district.

Our first objective is to elevate and promote the rich heritage and assets of Lakeland. In order to realize this goal, the first strategy is to request the Maryland Historical Trust (MHT), the State Historic Preservation Office, to reconsider Lakeland's eligibility for local historic district designation. Historic designation is an important strategy to promote and elevate the historic assets of Lakeland and a priority for the community itself. The Lakeland Civic Association's Vision 2025 explicitly states their desire to become a "historically designated community." Historic designation is not just an honorary designation. Designation is valuable to historic communities like Lakeland because they offer greater visibility, access to Prince George's County's Historic Preservation Tax Credit and Grant Program, Maryland state income tax credit, and more ("The Prince George's County Historic Preservation Program," n.d.)

In 2007-2008, EHT Traceries Inc., a historic preservation consulting firm, conducted a windshield survey of the Lakeland neighborhood and recommended that Lakeland not be eligible for listing as either a local Prince George's County Historic District or as a National Register Historic District. The community was determined to not be eligible under the National Register of Historic Places Multiple Property Documentation Form for African American Historic Resources in Prince George's County, Maryland. Although

the community became an African American neighborhood, Lakeland was not established as an African American settlement. EHT Traceries Inc. determined that the few extant buildings from the 20th century are not adequate to convey Lakeland's historic significance as either a resort or an African American community. In addition, they determined that many of its historic buildings have been altered by additions and modern materials. Further, the neighborhood is cited as not being cohesive as a large amount of non-historic infill dating from the second half of the 20th century detracts from the historic character of the community. Additionally, they note how urban renewal resulted in the demolition of many of its buildings and the construction of a large number of non-historic buildings as justification for Lakeland's lack of integrity of design, setting, materials, workmanship, feeling or association (EHT Traceries Inc., 2008).

The historic preservation consulting firm's determination of Lakeland's ineligibility as a historic district is largely based on the neighborhood's lack of "integrity". Integrity is the ability of a property to convey its significance. There are seven elements of integrity: location, setting, design, materials, workmanship, feeling, and association. Integrity though is a difficult requirement for underrepresented communities to conform to, as they historically did not have the privilege and wealth of white people to claim and control space and due to a history of disinvestment and racist policies were unable to maintain and preserve the places that matter to them. Thereby, an insistence on original physical fabric and integrity rises a racial equity issue, as "the physical vestiges of marginalized groups have been systematically devalued, destroyed or made invisible due to long-standing histories of bias" (Avrami, 2020, p?). Black landscapes like Lakeland are dynamic and ever-changing and cannot conform to orthodox preservation standards that necessitate cultural landscapes stay intact, in their original location, and with their original features to be eligible for protection and designation.

1.2 Revise Prince George's County Historic Preservation Ordinance to state that integrity is not required for designation eligibility as a Prince George's County historic district or historic site.

In order to confront this issue, our second strategy calls for reform of the Prince George's County historic preservation ordinance (Sec 29-104) to explicitly state that integrity is not required in addition to historic and cultural significance and/or architectural and design significance. The historic preservation ordinance is located in Subtitle 29 of the Prince George's County Code, whose purpose is to provide for the "*identification, designation, and regulation, for purposes of protection, preservation of properties and districts of historical, archaeological, architectural, and cultural value…*" (Prince George's County Code Sec 29.101).

The criteria in Section 29-104 state that unclassified historic resources must have historical and cultural significance and/or architectural and design significance. To qualify for historic significance, the resource must have "*significant character interest, or value*

as part of the development, heritage, or cultural characteristics of the county, state, or nation; it is the site of a significant historic event; exemplifies the cultural, economic, social, political, or historic heritage of the county and its communities…" (Prince George's County Code Sec. 29-104a). To qualify for architectural and design significance, *"it must embody the distinctive characteristics of a type, period, or method of construction; it represents the work of a master craftsman, architect or builder…"* (Prince George's County Code Sec. 29-104a). The ordinance does not necessitate integrity for designation but it is clear, from the evaluation of EHT Traceries Inc., that the MHT does emphasize the de facto need for integrity to quality properties and neighborhoods for designation. If integrity is eliminated from the designation eligibility requirements, then Lakeland could pursue the designation process and reap the benefits that result from it.

1.3 Collaborate with the Lakeland Civic Association to research and evaluate the potential extant historic properties in Lakeland to be designated as a Prince George's County historic site.

Our third strategy to promote and elevate the rich heritage and assets of Lakeland is to collaborate with the Lakeland Civic Association and interested community members to research and evaluate the potential of any extant historic properties in Lakeland to be designated as a Prince George's County historic site. As of now, Prince George's County has not designated any historic sites/resources in Lakeland.

The process for historic site designation is as follows:

1. Preparation of a research report documenting the history and architectural characteristics of the historic resource
2. A public hearing is hosted by the Historic Preservation Commission (HPC) to receive comments from the residents and other interested parties
3. The HPC makes a decision; an appeal of the decision is handled by the County Council ("The Prince George's County Historic Preservation Program," n.d.)

Some potential sites that should be considered for designation include the Dorey Home (5120 Navahoe Street); First Baptist Church (5018 Lakeland Road); Emery AME Church (5101 Lakeland Road); the former site of the Lakeland High School (8108 54th Avenue) (Figure 4.15). These sites are mentioned in the already-developed Lakeland Walking Tour and are a good starting point. Additional places in the neighborhood could be considered for designation based on community input and further research.

Figure 4.15. Locations of Lakeland's potential historic properties for designation.

To aid in the historic designation process, the Lakeland Civic Association should work with the MHT to apply for the National Park Service's (NPS) Underrepresented Communities Grant. This grant aims to diversify the nominations submitted to the National Register of Historic Places. Projects for this grant can include surveys and inventories of historic properties associated with underrepresented communities as well as the development of nominations to the National Register for specific sites ("Underrepresented Community Grants," n.d.). If the designation is achieved, it opens the door to more resources and funding available to help preserve the historic properties associated with the Lakeland community.

1.4 Introduce historic markers and plaques in the Lakeland neighborhood.

The fourth strategy calls for working with the Lakeland Community Heritage Project and the Lakeland Civic Association to explore Maryland's historic markers and plaques program. Introducing historic markers throughout the historic area of the neighborhood could work to enhance the visibility of the rich culture of Lakeland and also serve to provide a passive education opportunity for visitors and newer residents. The few markers that currently exist, including around Lake Artemesia, are in need of repair.

The marker program in Maryland is administered by the MHT in cooperation with the Maryland State Highway Administration (SHA). MHT reviews marker proposals, finalizes the wording and recommends general locations for placement. SHA funds the purchase of new markers (Maryland Historical Trust, n.d.).

1.5 Explore community mapping opportunities with current residents of Lakeland and those of the diaspora.

The fifth strategy concerns exploring community mapping opportunities with current residents and those of the diaspora.

> Community mapping involves identifying assets in one's neighborhood, looking at opportunities, and creating a picture of what it was like to live there. It is a valuable and effective method as maps are visual and can be considered easier to relate to, as they cut through communication difficulties to reveal feelings and ideas which otherwise might be hard to express. ("The Community Mapping Toolkit," n.d.)

Community mapping would be a useful exercise for Lakeland residents and those of the diaspora in identifying and documenting the spaces and places that matter to them. The community mapping project could be hosted on a web platform that is user-friendly and would allow people connected to the neighborhood to add in stories, memories, and information to help establish a sense of place and make visible the places that have been rendered invisible due to structural racism and discriminatory policies. The mapping project could take inspiration and tools that have been used by the Texas Freedom Colonies atlas and database.

> The Texas Freedom Colonies atlas and database is an interactive and publicly accessible site that contains freedom colony locations including GIS layers indicating development and ecological threats. Overall the project records and safeguards stories and materials associated with freedom colonies' origins and decline; it also identifies resources for and co-developing community resilience strategies and policies with freedom colony descendants using the atlas and database. ("What is the Texas Freedom Colonies Project," n.d.)

Developing an online, interactive and collaborative atlas and database for Lakeland, not unlike the Texas Freedom Colonies atlas, could help promote and preserve the places that matter to Lakeland.

1.6 Introduce a community-led heritage tour coupled with the use of temporary signage.

Our sixth strategy calls for introducing a community-led heritage tour that could be based on the already published Lakeland Walking Tour. The tour would be coupled with the use of temporary signage that incorporates text and photos to help establish a sense of place. This tour could be integrated into one of the annual community events already in existence.

1.7 Explore opportunities with the Maryland Historical Trust, the Historic Preservation Commission, or other preservation-minded groups to develop an interpretive plan for Lakeland.

The seventh strategy calls for exploring opportunities with the Maryland Historical Trust, the Historic Preservation Commission, or other preservation-minded groups to develop an interpretive plan for the rich tangible and intangible cultural heritage of Lakeland. Developing an interpretive plan is critical, especially if the reevaluation of historic designation does not go favorably.

> Interpretation is a communication designed to reveal underlying meaning through first-hand involvement with an object, a landscape, a natural feature, or a site. Interpretation helps people to connect intellectually, emotionally, or spiritually with the ideas, beliefs, and values embodied in our world. (National Park Service Chesapeake Bay Office, 2010)

An interpretive plan for Lakeland can thus provide strategies to establish programs and opportunities to engage the larger College Park community and visitors with the rich heritage of Lakeland.

1.8 Use sustainable community designation to apply for competitive grant funding that would address strategic areas in the Lakeland Civic Association's Vision 2025.

A further strategy calls for the city of College Park to take advantage of its sustainable community designation to further its investment in the Lakeland community by applying for competitive state grant funding and other potentially available sources. The Lakeland community is part of the College Park's sustainable community area. The sustainable communities program is a place-based designation offered by Maryland's Department of Housing and Community Development (DHCD).

> Designation offers an array of resources that support holistic strategies for community development, revitalization, and sustainability. Through private and public investments and partnerships, sustainable community areas achieve the development of a healthy local economy, a mix of land uses, protection and appreciation of historical and cultural resources; affordable and sustainable housing, employment options, and more. Designations are approved for a period of five years before they go through a renewal process. (Maryland Department of Housing and Community Development, n.d.)

For designation, sustainable communities develop an action plan for their geographic area in need of revitalization investment that is led by a sustainable communities work-group. The College Park sustainable community workgroup from 2017-2022 includes members of the Lakeland Civic Association and the Lakeland Heritage Community Project. The members of Lakeland who are represented in the working group could advocate that some of the grants and programs available to sustainable communities be used to address some of the strategic areas in Vision 2025, thereby strengthening the community infrastructure of the Lakeland neighborhood.

2. Ensure equitable access to the community

2.1 Improve the physical connectivity of Lakeland neighborhood by designing a vehicular bridge to connect Navahoe Street to 55th Avenue to Osage Street.

Our second objective is to ensure equitable access to the community. In order to achieve this, our first strategy calls for improving the physical connectivity (sidewalks, bike lanes, roads, etc.) of the neighborhood. Improving the physical connectivity of Lakeland is an important objective, as various discriminatory policies like urban renewal served to fracture the landscape of the neighborhood. For instance, WMATA cut through the neighborhood with the introduction of the Green Line. The introduction of the Green Line also cut off access to Lake Artemesia for those in Lakeland east. In order to improve the physical connectivity in the neighborhood, our first strategy calls for designing a bridge from Navahoe Street to 55th Avenue and then Osage Street to better connect the Lakeland neighborhood that was fractured by the Green Line in the 1970s.

2.2. Introduce a pedestrian bridge to connect Lakeland directly to Lake Artemesia.

Our second strategy concerns introducing a pedestrian bridge to connect Lakeland directly to Lake Artemesia (Figure 4.16). Currently, the lake is separated from Lakeland by the elevated railroad tracks, so what was once a critical part of the neighborhood has been severed and is now more closely associated with Berwyn Heights, which has easier pedestrian access. Thereby the introduction of a pedestrian bridge would help facilitate easier pedestrian access for those members located on the east side of the railroad tracks.

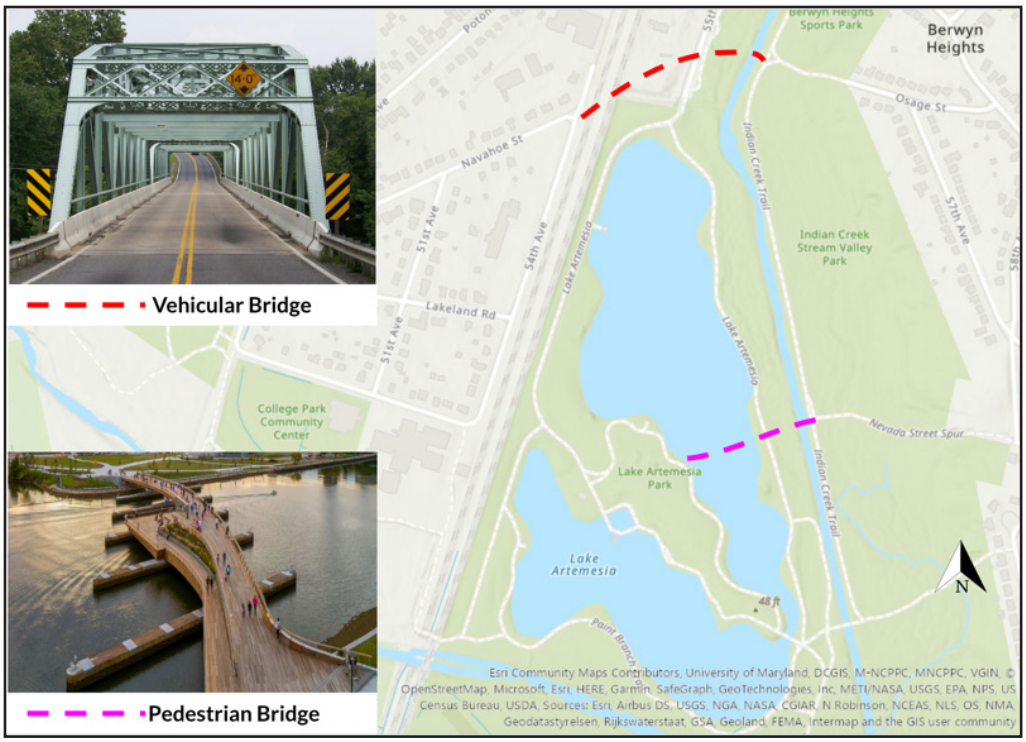


Figure 4.16. Location of proposed vehicular bridge and pedestrian bridge.

2.3 Improve social connectivity between long-term residents and newer residents.

Our third strategy calls for improving the social connectivity between long-term residents and newer residents and the considerable number of University of Maryland students living in the neighborhood as well. In order to foster social connectivity, we recommend introducing events that serve multi-generations and allow different populations of the community to connect. Event organization can be spearheaded by an event committee composed of a diverse group of community members that organize events that could include but are not limited to:

- Planting/gardening days
- Arts and crafts festivals
- Block parties
- Community charity drives
- Community cleanup days
- Cultural food festivals
- Film screenings, theater plays, or story-tellings in the park

3. Improve community health and quality of life

3.1 Increasing access to recreational opportunities

Our third objective for community infrastructure is to improve community health and quality of life for Lakeland residents. Our strategy calls for increasing access to recreational opportunities by possibly incorporating outdoor spaces for multigenerational activities like workout stations, a concert space, an inclusive playground, and/or a public pool at Lakeland Park (Figure 4.17).

Figure 4.17: Location of proposed additional recreational amenities for the Lakeland neighborhood.

The reforms and strategies discussed in this section are critical to improving and strengthening the community infrastructure of Lakeland in the next ten years. Strong community infrastructure is critical to the stability and prosperity of neighborhoods as it not only improves the physical aesthetic of a neighborhood but impacts the health behavior, social connections, and exposure to health risks of its members, tying directly to measurements of quality of life (The Praxis Project, n.d.).

Housing and Land Use

As noted in the status quo scenario and feedback from community members, Lakeland lacks diversity in housing typologies, support for owners of aging homes, and protections for long-term housing affordability. Conversations and feedback from residents also cited the lack of a physically integrated business community and the lack of opportunities for entrepreneurship. Our priorities for this scenario are therefore the construction of middle housing types that are absent from the neighborhood, support, and promotion of homeownership, and the reintegration of commercial activities in the historic heart of Lakeland.

1. Support homeownership opportunities for residents

Our first objective for housing and land use is to support homeownership opportunities for Lakeland residents. A high rate of homeownership among African Americans is one of the most treasured memories of Lakeland's past. Many residents, diaspora members, and key stakeholders expressed a desire for new programs to support homeownership, with one resident stating "Why you don't have programs here to help the Lakelanders, even if these are HUD houses, why don't you have a program set in College Park to really help the people here to establish themselves in College Park?"

The University Community Vision noted a net loss of owner-occupied housing in College Park in the last decade and listed retaining and attracting homeowners as a top priority (2020). Additionally, the growing issue of aging homes owned by elderly residents requiring expensive repairs was noted in the Purple Line Housing Action Plan (2019). These rising expenses coupled with rising property tax assessments can place a significant cost burden on residents with fixed incomes. Thus our strategies were informed by these concerns and the substantial presence of senior homeowners in the neighborhood.

1.1 Pilot a housing rehabilitation assistance Program (HRAP) in Prince George's County to ensure long-term affordability.

Our first strategy is to pilot a Purple Line Corridor Long-Term Housing Rehabilitation Assistance Program (HRAP) in Prince George's County to support long-term affordability. The Purple Line Corridor Coalition's Housing Action Plan noted this as a policy recommendation for the county in their goal to support current homeowners to rehabilitate and remain in their homes. The county's existing Homeowner Rehabilitation Assistance Program has committed all of its funding, which has historically been provided through Federal Community Development Block Grant and local funds, and therefore can no longer accept new applications (Prince George's County, n.d.-b). A new funding source is needed to ensure its long-term ability to accept new applicants.

The Housing Initiative Program (HIP), a local nonprofit, and the Prince George's County Department of Housing and Community Development (DHCD) have recently partnered for the creation of a Blue Line HRAP. Like this program, the Purple Line HRAP would be realized through a partnership with HIP. It would offer the same terms, up to $60,000 in zero-interest, deferred home repair loans for eligible repairs to homeowners making up to 80% of Area Median Income (AMI) (Prince George's County, n.d.-b). This is intended to target low-income and senior homeowners in Lakeland, enhancing their ability to build wealth through rising home equity facilitated by rehabilitation. Local revenues would increase as a share of funding for the program, using a Tax Increment Financing (TIF) district in College Park that will capture the increase in property tax revenues as a result of the University of Maryland student housing construction.

1.2 Pilot a mortgage assistance and housing counseling program for homebuyers.

In our conversations with stakeholders, many expressed their desire for a program to support first-time homebuyers. Our second strategy is therefore to pilot a First Time Homebuyer Mortgage Assistance Program for homeowners at 80% AMI or below, tied with a housing counseling program. This was another strategy recommended in the Purple Line Housing Action Plan to advance their goal of providing additional down payment support to low-income first-time homebuyers in the Purple Line Corridor (2019). The program will offer eligible homebuyers a second "soft" mortgage in the amount of 10% of the sale price to be used toward a down payment and closing costs. If the buyer remains a resident of the home for at least 10 years, the loan will be forgiven.

This program would build upon the existing mortgage assistance offered through the College Park City-University Partnership Homeownership program. This program offers a $15,000 zero-interest, deferred payment loan with a term of 10 years that is forgivable at the end of the 10-year term, so long as the provisions of the program are met. Under the provisions of the program, the homebuyer must remain the primary resident at the purchase property and an employee with the University of Maryland or City of College

Park for the 10-year period, or face repayment of the loan. They also cannot already own a home in College Park. The new program would expand eligibility to those not employed directly by the University of Maryland or the City of College Park and potentially offer a larger loan amount depending on housing costs.

2. Provide various housing options for residents of diverse incomes and life stages

The greatest deficiency of Lakeland's current housing stock is its lack of type diversity. As demonstrated in the Status Quo scenario, there is a substantial gap in housing typologies between single-family homes and 50+ unit multifamily buildings. Our second objective will therefore be to provide various housing options for residents of diverse incomes and life stages. However, constructing middle housing typologies is challenging in Lakeland due to current zoning.

Furthermore, many residents in the Lakeland Conservation Area are opposed to high-density housing of the variety constructed along Baltimore Avenue, which generally caters to students. As one resident stated, "I would like there to be more housing in the middle, just because I feel like that might give [residents] a better opportunity to transition up." This quote identifies a demand for medium-density housing typologies that accommodate the diverse housing needs of the community. Therefore, we sought methods of facilitating the construction of middle housing typologies that are compatible with Lakeland's historic character.

2.1 Rezone conservation area to allow the construction of other housing typologies and larger Accessory Dwelling Units (ADUs).

Our strategy to address Lakeland's middle housing gap is to rezone the conservation area from Residential Single-Family-65 (RSF-65) to Residential Single-Family-Attached (RSF-A). The RSF-A Zone lowers the minimum lot size from 6,500 to 5,000 square feet and allows for the construction of single-family, duplex, triplex, and townhouse dwellings (Prince George's County Zoning Ordinance, Sec. 27-4202(d) and Sec. 27-4202(f)). It also raises the allowed Accessory Dwelling Unit (ADU) height from fifteen to twenty-five square feet. The principal structure height allowed ranges from forty to fifty feet, which is compatible with the current design and character found in the conservation area.

Figure 4.18 shows an example of a house that could be constructed with this rezoning. ADUs could be occupied by elderly residents who no longer need large single-family homes designed to accommodate families. They could then rent out their existing home while remaining in their lots and neighborhood, benefiting from the rental financial support.

Figure 4.18: Example of Duplex Style Home allowed in RSF-A Zone (“Duplex: Stacked”).

In short, rezoning the Conservation Area to RSF-A will allow the construction of diverse housing typologies that are compatible with neighborhood character. It will also provide an opportunity for long-term financial security to senior homeowners, which will support their right to age in place. Figure 4.19 shows the proposed zoning changes and what they could look like in Lakeland.

Figure 4.19: Proposed Zoning Changes as part of Strategy 2.1.

3. Strengthen the local economy to become regionally competitive

Our third objective is to strengthen the local economy to become regionally competitive. Our feedback from the community identified a physical disconnect between the businesses embraced by the community and residential areas. They also lamented the loss of entrepreneurship that had defined the community before businesses were seized and demolished during urban renewal. Therefore, we propose further zoning changes that will allow businesses to be better integrated into the neighborhood and make Lakeland's core regionally competitive with other business districts in northern Prince George's County.

3.1 Rezone Alden Berkley Townhomes to allow for horizontal mixing of uses.

Our strategy for strengthening the local economy is to rezone Alden-Berkley Townhomes and the area lining the western edge of Rhode Island Avenue to the Neighborhood Activity Center (NAC) zone. In feedback from our mid-term housing activity, two attendees identified the area surrounding the convergence of Rhode Island Avenue, Berwyn House Road, Lakeland Road, and Navahoe Street as a location for potential commercial development. This area is significant for being the location of Lakeland's historic businesses that were seized and demolished during urban renewal.

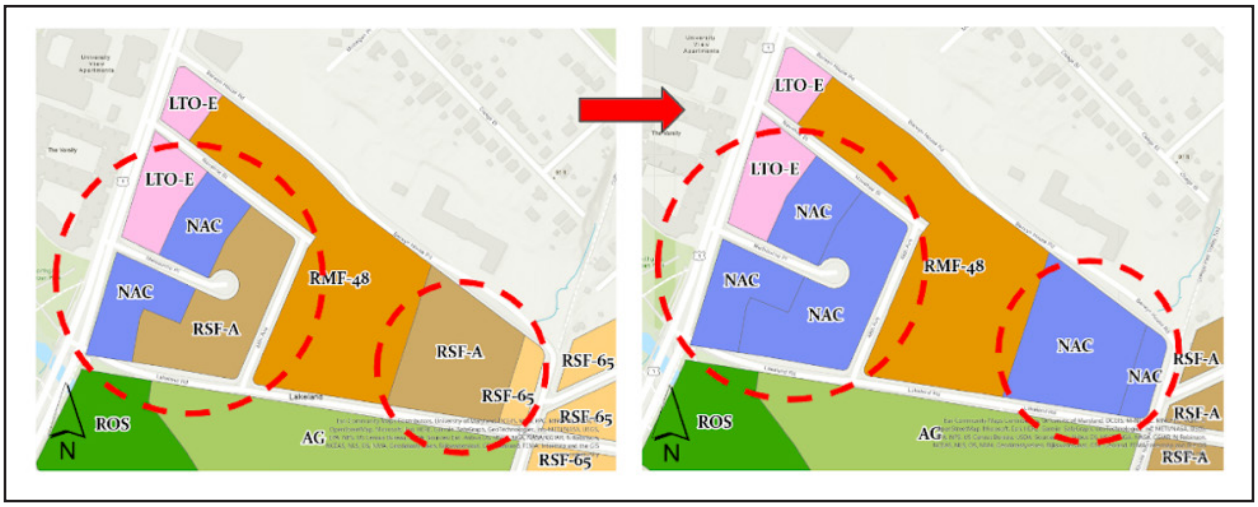


Figure 4.20: Proposed Zoning Changes as part of Strategy 3.1.

According to the Prince George's County Zoning Ordinance, "The NAC zone provides lands for lower-density, small-scale, mixed-use centers that are attractive to employers and employees, are well connected to transit, and serve the surrounding neighborhood" (Prince George's County Zoning Ordinance, Sec. 27-4204(c)). Rezoning this section will allow for neighborhood businesses to be directly integrated into the neighborhood as they were before urban renewal, and provide opportunities to strengthen the neighborhood's economy by generating a range of well-paying jobs. Additionally, the area would incorporate activated public spaces brought together by a system of interconnected green corridors and spaces, expanding recreational infrastructure for residents of all ages and abilities to gather and be active. Figure 4.21 shows an example of what development could look like in this new zone.

Figure 4.21: Potential Development after Rezoning in Strategy 3.1 ("Current Projects").

Climate Change Mitigation and Adaptation

As the status quo scenario described, Lakeland is in danger of experiencing continuous harmful carbon emissions, rising summer temperatures with more frequent intense heat events, and climate change-related damage to its older housing stock without further intervention that establishes new strategies expanding on the current planning techniques and best practices of today. In response to these concerns, the following reformist objectives and corresponding strategies provide one possible path towards Lakeland's future.

1. Build a more sustainable natural environment

Our first objective is to build a more sustainable natural environment. As Lakeland still works to grapple with the continuously ignored effects in response to past ecological issues inherent to the area, like with urban renewal, we propose to look forward in a way that does not compound the mistakes of the past. By focusing on sustainability, partners can assist Lakeland by putting in the work today and meet the impending challenges of climate change that future generations will endure, while the current and future residents can still thrive.

1.1: Explore a hyper-local "Green Bank" concept through the city of College Park and the University of Maryland, College Park.

Our first proposed strategy is to explore a hyper-local "Green Bank" concept. We envision starting a so-called "Green Bank" not unlike what Montgomery County has already done (Montgomery County Green Bank, 2022). Green Banks are nonprofits that help accelerate energy efficiency and renewable energy projects through targeted financing. Projects funded through the bank are implemented at the county level in some instances, such as Montgomery County's effort, but can be locally focused as well (Montgomery County Green Bank, 2022; Kurtz, 2022). This would be focused on the immediate area around Lakeland, particularly in the area of study we have used in this report. Figure 4.22 shows a ground-mounted solar panel project that can be financed through this effort. This Green Bank could be in partnership with the city of College Park as the administrator of the program and the University of Maryland as a funding partner. The University of Maryland could assist with the implementation, research on emerging

climate change technology, and overall project management. Current efforts like solar panel incentives and energy efficiency programs referenced in the status quo scenario show there is existing demand for an institution to fund such initiatives.

Figure 4.22: Ground-mounted solar panel project from above.

1.2 Plant roadside trees along right-of-ways and canopy trees within targeted open space, including bolstering Paint Branch Stream Valley Park.

Our second proposed strategy is to plant roadside trees along right-of-ways and canopy trees within targeted open spaces, including Paint Branch Stream Valley Park. This strategy is suggested in direct response to the community engagement feedback from the midterm community engagement opportunity. Participants indicated the need for increasing the number of trees in certain places as they are an asset to the neighborhood.

Trees provide excellent ways to naturally cool an environment and reduce the effects of heat islands that can occur with too little shade and tree cover. Heat island effects occur when an overabundance of man-made structures causes a comparably hotter environment than those that have a greater proportion of natural elements like trees (US Environmental Protection Agency, 2022a). By adding street trees and filling open space in places that are identified as needing such interventions, like the intersection of Lakeland Road and Navahoe Street, a direct effect on the community's sustainability and avoidance of compounding effects on a historically burdened community can occur. This would also have a positive effect on walkability, recreation, and aesthetic appeal in the neighborhood.

1.3 Improve wildlife habitat with native plantings and pollinator gardens.

Our third proposed strategy is to improve wildlife habitat with native plantings and pollinator gardens. This strategy works to address the sustainability approach Lakeland could take by 2032. Through native planting and pollinator gardens, the benefits to the community are twofold. Lakeland's natural environment becomes healthier for wildlife in the area, especially in close proximity to natural elements like Lake Artemesia and Paint Branch Stream Valley Park. Wildlife could have an environment close to what was there prior to human intervention and thus are better off to face the intense effects of climate change. Additionally, the community's natural beauty is enhanced for current residents and visitors alike.

2. Ensure flood resiliency to minimize impact on land development

Our second objective is to ensure flood resiliency to minimize the impact on land development. The impacts of flooding on Lakeland are immense, historically and emotionally. Without previous interventions that drastically altered the landscape and community, we would not be talking about a reexamination of efforts today. The following strategies intend to address the ongoing and historical impact of flooding to create a more resilient future for what flooding impacts still remain and may be exacerbated by climate change. It is our intent to propose strategies that avoid a repeat of the intense measures taken in decades past.

2.1 Reinvestment in stormwater management systems in the neighborhood to help prevent flooding but also minimize the impact of land development on water resources.

Our first proposed strategy to reach our second objective is to reinvest in a stormwater management system in the neighborhood to help prevent flooding but also minimize the impact of land development on water resources. Using College Park's recent study to identify specific flooding in the community, an expansion of this effort and direct response in the form of further investments in the community-wide stormwater management system in Lakeland could occur. The historic challenges of flooding in Lakeland, and what form that may take on today, can get an enhanced start by responding to the technical concerns laid out in the College Park Flooding Study in 2022. By capitalizing on efforts that are currently being explored, this strategy could be implemented quickly and efficiently. Enhancements to Lakeland's immediate stormwater management system were expressed as necessary to address through our community engagement efforts. Furthermore, better stormwater management could have prolonged effects on recreational water resources like Lake Artemesia and Paint Branch Stream.

2.2 Establish an improvement program for stormwater management infrastructure like rain gardens, blue roofs, and existing impervious surfaces to reduce runoff and help filter out pollutants, while providing adequate habitat for wildlife.

A reduction in impervious surfaces through residential adaptation programs and government-led efforts focusing on public buildings would both contribute to our overall objective to ensure flood resiliency to minimize the impact on land development. These efforts help reduce runoff and help filter out pollutants while providing adequate habitats for wildlife. Residential infrastructure improvements could include rain gardens and blue roofs. A rain garden is a depressed area of the ground designed to allow water to slowly soak into it, avoiding too much water all at once and reducing pollutants contaminating more of the environment (US Environmental Protection Agency, 2022b). A blue roof works in a similar way but it is integrated into the roof design of the building, allowing water to evaporate over time (Philadelphia Water Department, 2022). Figure 4.23 shows what a rain garden in a residential property would look like. An improvement program by the City of College Park or Prince George's County would help fund these high-cost projects. Public infrastructures such as the College Park Community Center's parking lots were identified in our observational analysis of the community as in need of similar investment.

Figure 4.23: Rain garden being built in a residential front yard.

3. Adapt to and mitigate impacts of climate change.

The third and final objective is to adapt to and mitigate the impacts of climate change. The community of Lakeland is not spared from such immediate, wide-ranging, impactful effects, all to be in full force by 2032. In fact, the history of Lakeland shows it to be more threatened than similar communities. It is important to note that not one single strategy can help achieve this monumental goal. By working in tandem, the following strategies are intended to not only adapt to climate change effects that are becoming apparent and looming over our collective future but provide actionable, local efforts to work toward ameliorating the causes of climate change.

3.1 Introduce water and energy conservation practices to renters and homeowners to help adapt to the impact of climate change.

Our first proposed strategy is to introduce water and energy conservation practices to renters and homeowners to help them adapt to the impact of climate change. Educating the Lakeland residents on ways to lessen the burden of natural changes out of their control could put power into their hands. Water and energy impacts are going to be increasingly common occurrences over the next 10 years (UNEP, 2022). In response, local officials could start an education program for the community on water and energy conservation practices as using less energy and water go hand-in-hand with affordability and a sustainable way of living. Not only would these conservation practices help residents adapt to new problems, but this knowledge would address gaps in affordability in a historically overburdened and disadvantaged population. For those on tight budgets or in an older demographic, this could mean whether individuals can afford to pay their utility bill or not.

3.2: Create a climate change retrofitting program for older, single-family homes and rental properties located in Lakeland's Conservation Area.

Our second proposed strategy is to create a climate change retrofitting program for older, single-family homes and rental properties located in Lakeland's Conservation Area. Our initial analysis showed a significantly older housing stock in the Conservation Area that was mostly spared the effects of urban renewal policies. A climate retrofitting program would include tax credits or other subsidies to assist in the cost of retrofitting homes for more energy-efficient standards or infrastructure upgrades in response to the growing need for climate adaptation and mitigation. Altogether, this strategy could help preserve the affordability of current homes so older residents can age where they are, fight climate change, and keep the same housing stock that is in limited supply as it is. This retrofitting program could work alongside the proposed education of residents about water and energy conservation practices.

3.3: Explore non-motorized street design options that establish complete streets along the Route 1 corridor.

Our third proposed strategy is to explore non-motorized street design options that establish complete streets along the Route 1 corridor. Transportation using fossil fuels is the top cause of climate change and a shift in this sector is essential to reversing the trend toward climate disaster. Figure 4.24 depicts a diagram of a "complete street" that emphasizes many modes of transportation. Complete streets illustrate the balance of many transportation modes and the direct choice Lakeland residents could be given to mitigate the impacts of climate change at a worldwide scale. College Park, Prince George's County, and State of Maryland officials could work in tandem to not only create connections among many modes of transportation to Route 1 along Lakeland Rd and Berwyn House Road but along the corridor as well. Given the identified limited lack of connectivity to Lakeland, this strategy could work toward averting climate disaster while expanding opportunity.

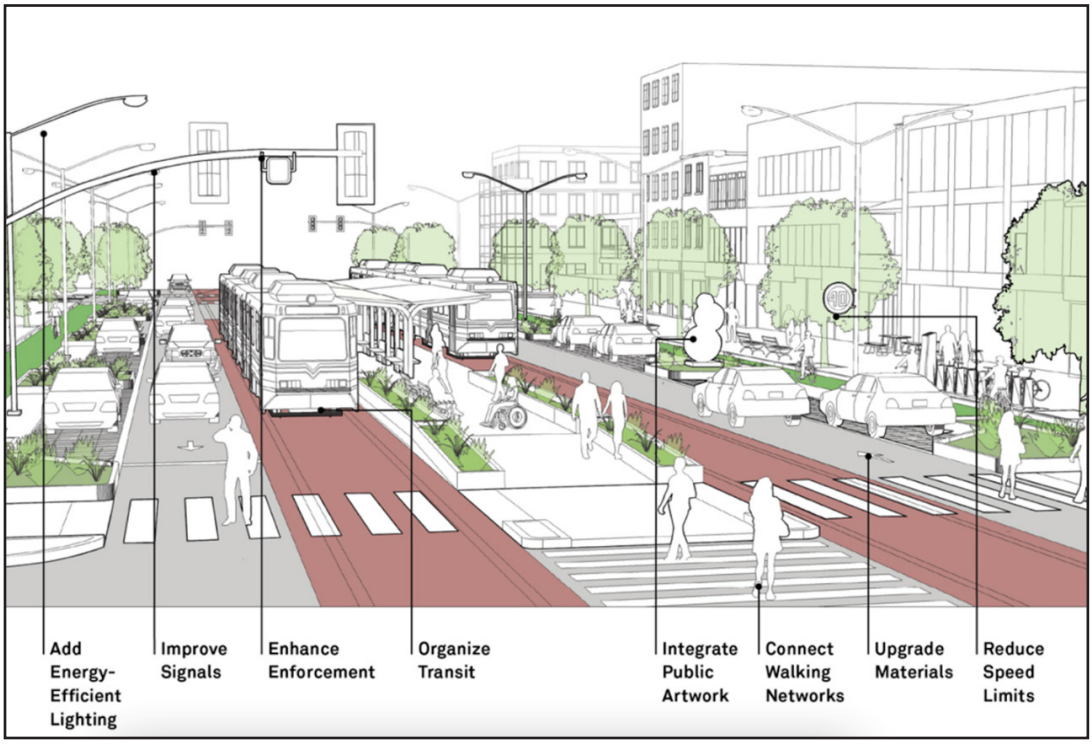


Figure 4.24: Diagram depicting a potential "complete street" with multiple modes of transportation and their relationship to each other.

3.4. Preserve targeted open space/vacant land through easements that help with the storage of CO2 through vegetation and soil management.

Finally, our fourth and final proposed strategy is to preserve targeted open space and vacant land through easements that help with the storage of CO2 through vegetation and soil management. Areas like the vacant open space created by urban renewal housing projects in the western area of Lakeland are ripe for use to fight climate change. Vegetation and soil management strategies can become carbon storage through the inherent properties of the natural environment. Together with other strategies, they can work to mitigate the negative effects of high greenhouse gas levels seen throughout the community. Through government programs aimed at dedicating these open spaces and vacant land for this use, these sites become permanent fixtures of climate change-fighting resources.

Figure 4.25 depicts a map of places around Lakeland where some of these targeted strategies could be implemented. By reforms in regulations and applying the best planning practices of today, Lakeland residents can avoid continuous harmful carbon emissions, rising summer temperatures with more frequent intense heat events, and climate change-related damage to its older housing stock, while having the peace of mind that past missteps are not repeated and start to be redressed.

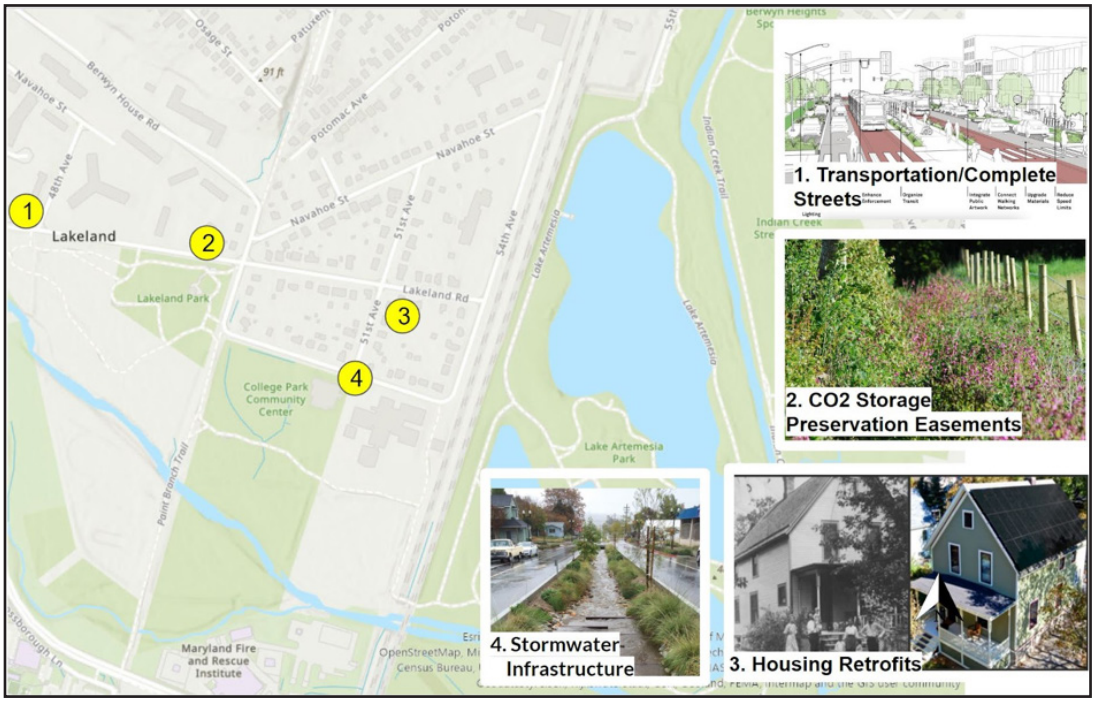


Figure 4.25: Location of proposed physical implementation strategies in Lakeland.

Conclusion

Though the objectives and strategies discussed in the reform scenario attempt to address many of the ongoing issues that Lakelanders are concerned about, including homeownership opportunities and the greater physical connectivity of the neighborhood, it does not fully address the restoration justice needs of Lakeland residents and members of the diaspora. The Lakeland community has endured over a century of systemic racism, environmental injustice, and the loss of generational wealth and a sense of community. These issues cannot be resolved without a great concerted effort among the various stakeholders responsible. This means it's not just up to the city of College Park and the Restorative Justice Commission, but for the federal government, Prince George's County, WMATA, MNCPPC, and other stakeholders to work together to ensure more equitable and just outcomes for a community that has been devalued and neglected for years. The reform strategies discussed above would be an important start to strengthening the community infrastructure of the Lakeland community as well as building a more sustainable future.

Revolutionary Scenario

Introduction

The revolutionary scenario radically reimagines existing political and socioeconomic systems and attempts to transform the status quo in pursuit of justice and equity. The purpose of building a revolutionary scenario is to inspire visionary ideas that are beyond the current societal orders but strive for many of the aspirational values that we hold today. The revolutionary scenario tries to understand underlying injustices that are built into systems like property ownership, employment, and use of space and provides creative policies to reimagine how these systems could operate in more just ways. This revolutionary scenario is centered on understanding what Lakelanders need and want for long-term stability, security, and fulfillment. We envision what those conditions would look like in 2023 and backcast from there what the steps would need to be in order for us to get there from the present.

To build this scenario, we looked back at what we've heard from the community, through interviews, our mid-term meeting, and the survey. We also looked back at the history of the community — the past harms and current trauma and the vibrant relationships and institutions and our analysis of current conditions. We built on the status quo and revolutionary scenarios to establish benchmarks, understand future risks, and brainstorm system-change possibilities. We synthesized the feelings, concerns, and hopes underlying what we heard and learned about Lakeland to create the following Revolutionary Vision statement:

Revolutionary Vision
In 2032, Lakeland is a strong and deeply connected community that provides opportunities for its members, past and present, to reach their full potential. Community members have access to the resources they need to perform well and enjoy economic stability. Power and ownership have been returned to the community through an undermining of the current political and economic paradigm. Relationships that were damaged by past harms and current traumas are in ongoing restoration and healing process. Lakeland is resilient and protected against future environmental and socio-economic risks.

We developed objectives, and associated strategies, to provide guidance for how to achieve the overall vision statement in 3 theme areas: Community Infrastructure, Housing and Land Use, and Climate Change Mitigation and Adaptation. The objectives and strategies for each theme area can be found below.

Community Infrastructure

1. Create and develop empowering economic programs to support Lakeland residents and the diaspora.

This first objective for community infrastructure in a revolutionary scenario is to create and develop empowering economic programs to support current and future Lakeland residents, the diaspora, and the descendants of both groups. When those in power during urban renewal in Lakeland made the decision to move residents out of Lakeland, those residents were uprooted from their communities of care and from their financial properties. The latter represents generational wealth in the current role that the concept of property ownership holds in society. Calculating the magnitude of the generational losses accrued financially and socially is a difficult, but necessary step in seeking justice for Lakeland, as is beginning to undermine the current system that allowed this injustice to occur. Perennial financial security and stability are crucial to reaching a future where everyone is able to reach their full potential.

1.1 Create a Universal Basic Income program that provides Lakeland residents and the diaspora with financial security and stability.

The first strategy towards promoting financial stability for Lakelanders is Universal Basic Income (UBI), which is a government-guaranteed payment to individuals. This could provide Lakeland residents and the diaspora with financial security and stability because it would contribute to an ongoing process toward recovering years of generational wealth losses amongst the Lakeland community. This program could grant a recurring cash payment to all individuals in the program, including children, with no associated work or other requirements. This plan could automatically enroll all current Lakeland residents, the diaspora, and their descendents.

1.2 Establish guaranteed tuition at UMD for Lakelanders and diaspora

The second strategy toward financial stability for Lakelander is guaranteed tuition at the University of Maryland for former and current residents. Many Lakelanders that we spoke with during the semester expressed the need for higher quality educational access for Lakelanders. Providing free college education to any current or former residents of Lakeland can improve and maintain a more positive relationship with the University of Maryland and, more importantly, can remove the immense financial barrier to education that currently exists and repair for racist barriers in the past in both education and employment at the university for Lakelanders.

2. Build collaborative community capacity through collective power over Lakeland's spaces of encounter.

With the purpose of further strengthening Lakeland's collective power, we propose encouraging collaborative partnerships and creating spaces for different groups of people to interact. Social interaction, as we noted in the Guiding Themes' Community Infrastructure section of the report, is one of the most important aspects of community infrastructure. With more places for encounter and with community ownership of space, Lakelanders are given more opportunities to harness their collective power as a community to control and preserve space.

2.1 Create a Community Development Corporation to facilitate community decision-making and ownership of space.

We propose a further building and strengthening of collective capacity in Lakeland with the founding of a Community Development Corporation (CDC). The Guiding Themes' Community Infrastructure section of the report provides an example of Thunder Valley CDC, a CDC that is focused on liberating and supporting the Lakota people through a number of social and financial programs (Thunder Valley CDC, n.d.). A CDC could facilitate community decision-making and collective ownership of space. The community members involved in the CDC would be able to spearhead community programs and manage collective ownership of space.

2.2 Adapt existing community institutions to be more flexible and serve as places of encounter (e.g., the Lakeland Civic Association, churches, schools)

We also propose adapting existing institutions, such as churches and schools, to be more flexible and serve as spaces of encounter between diverse groups. Embry AME Church already facilitates community activism and could be a useful starting point for branching out, establishing roots for any new programs, and developing these encounter spaces. Figure 4.26 imagines an addition of community spaces above and around Paint Branch Elementary School, based on ideas put forward in the Green New Deal for Public Schools. This retrofit adds a Caregiver Center, a Community Kitchen, multi-generational gathering spaces, a library, and an outdoor play area.

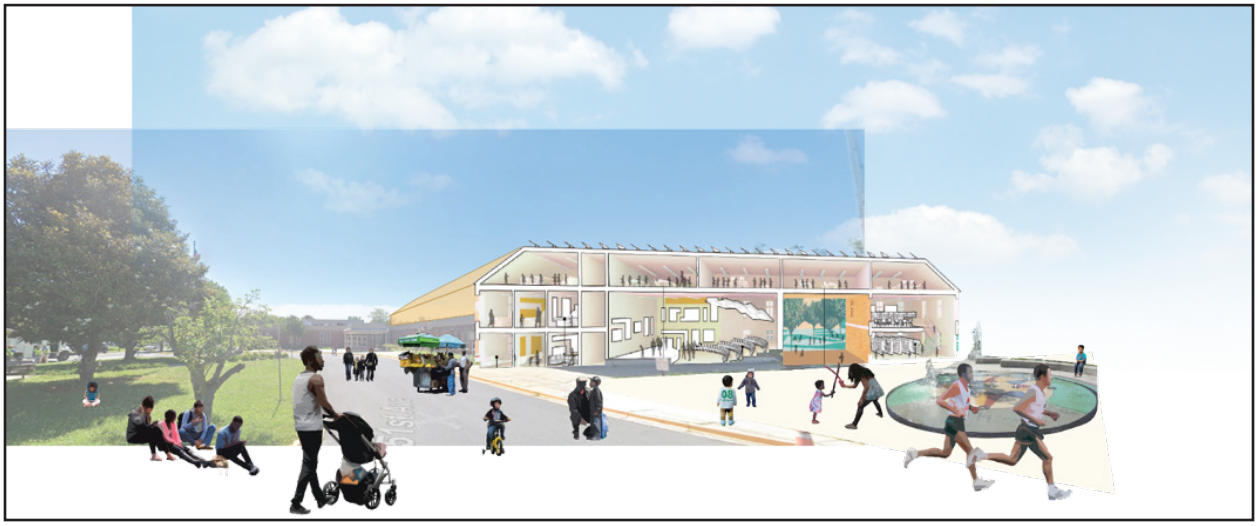


Figure 4.26: Rendering of community spaces being added to Paint Branch Elementary. Source: URSP708 Students.

3. Create a sense of community memory through art and technology.

As we have affirmed thus far, memory and commemoration are important elements of healing when it comes to restorative justice work for Lakeland. The celebration and commemoration of the history of Lakeland was one of the most mentioned desires by the Lakelanders that we spoke with this semester. We propose incorporating different art and interpretive history projects to serve as celebrations of memory.

3.1 Augmented Reality historic Lakeland walking tour

One proposition is the development of an Augmented Reality (AR) component to accompany the historic Lakeland walking tour to celebrate historic buildings that are no longer existing in the community. This digital component could allow people physically walking around Lakeland to get a better sense of what valuable physical spaces used to exist. Additionally, this could be made available online as well through a fully virtual tour. Quotes from residents and historic documents could be incorporated into the experience, and it could be created and narrated by collaborative teams of current and former residents. University of Maryland students could be recruited to help execute the vision technologically as needed or requested by Lakelanders. This is already being explored by UMD Prof. Henry (Quint) Duval Gregory.

3.2 East Lakeland permanent installation

We also propose to build a permanent art installation in Lake Artemesia to commemorate former East Lakeland homes. Since we have access to historic maps with the former East Lakeland residences, those could be used in artistic interpretation to create a permanent celebration of what once was. A project such as this could involve partnering with art courses at the University of Maryland or with artists from within Lakeland or in neighboring communities. Figure 4.27 represents one example of a potential installation idea, with frames being built and painted as representations of homes in former East Lakeland.

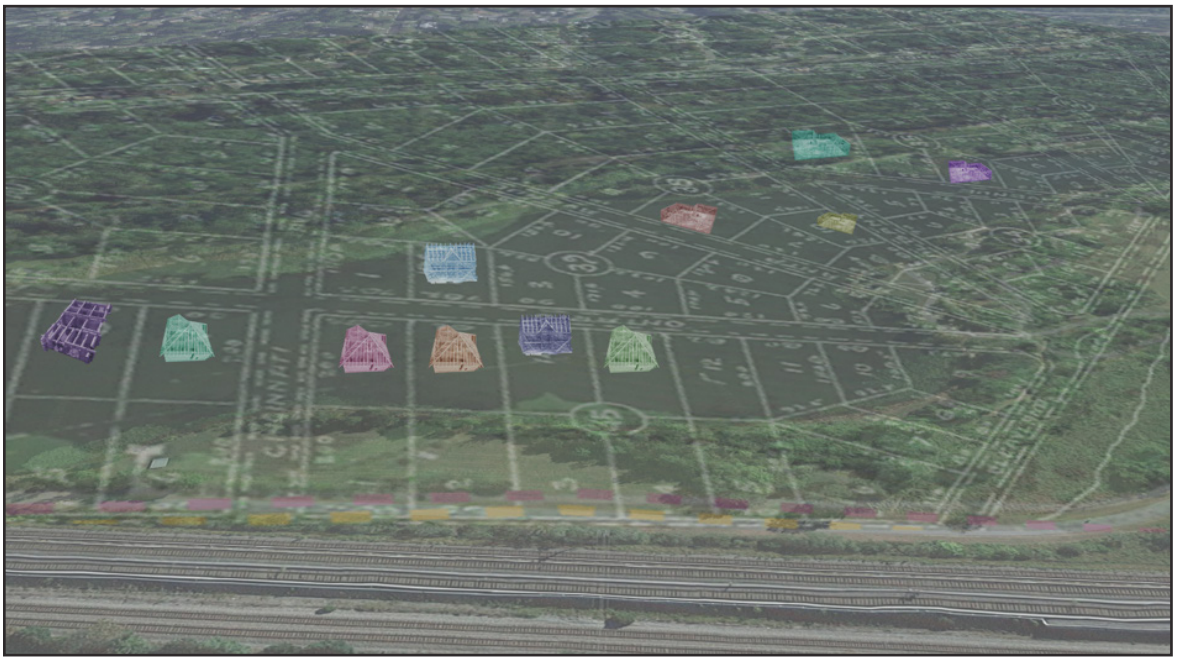


Figure 4.27: Rendering of an installation idea for Lake Artemesia. Source: URSP708 Students.

4. Create physical spaces centered around shared community assets and celebration of memory.

4.1 Build abundant, diverse and accessible public locations that allow Lakeland residents, the diaspora, and other local stakeholders to interact

In this spirit of preserving memory and history and creating diverse spaces of encounter, we propose constructing a Lakeland Heritage Center, with collectively-owned and managed community gardens, across from Embry AME Church (See Figure 4.28). The proposed location currently has the house that was broken apart in a storm, so site changes will already be necessary in order to minimize potential hazards. A Lakeland Heritage Center was something that was proposed by community members at our October engagement event, so we feel that not only providing for that request but also providing it at a location close in proximity to both the College Park Community Center and Embry AME Church would be most appropriate for a new major public location in Lakeland. Figure 4.29 imagines what a heritage center could look like across 51st ave from Embry AME Church. The proposed collectively owned and managed community gardens would be in a public-facing space outside the Lakeland Heritage Center, opening up onto 51st Ave and Embry AME Church.

Figure 4.28: Location of proposed Lakeland Heritage Center and community garden. Source: URSP708 Students.

Figure 4.29: Rendering of a Lakeland Heritage Center. Source: URSP708 Students.

4.2 Restore historic amenities, while catering the restoration to meet current residents' and the diaspora's needs and desires

We also propose restoring meaningful historic spaces and institutions in ways that meet current residents' and diaspora's needs. This first includes rebuilding Lakeland Hall near where it was originally located in the community. Figure 4.30 displays a reimagining of what historic Lakeland Hall could look like if the community were to restore it near the intersection of Navahoe St. and 48th Ave. We recommend using this restored building as a senior meeting space and as headquarters for the Community Development Corporation. In response to some community members' desires, we also propose reestablishing the baseball field. This would not only contribute to a collective sense of community memory in Lakeland, but it would also provide ballpark space for the young families of Lakeland.

Figure 4.30: Rendering of a restored Lakeland Hall with the Parkside apartments in the background. Source: URSP708 Students.

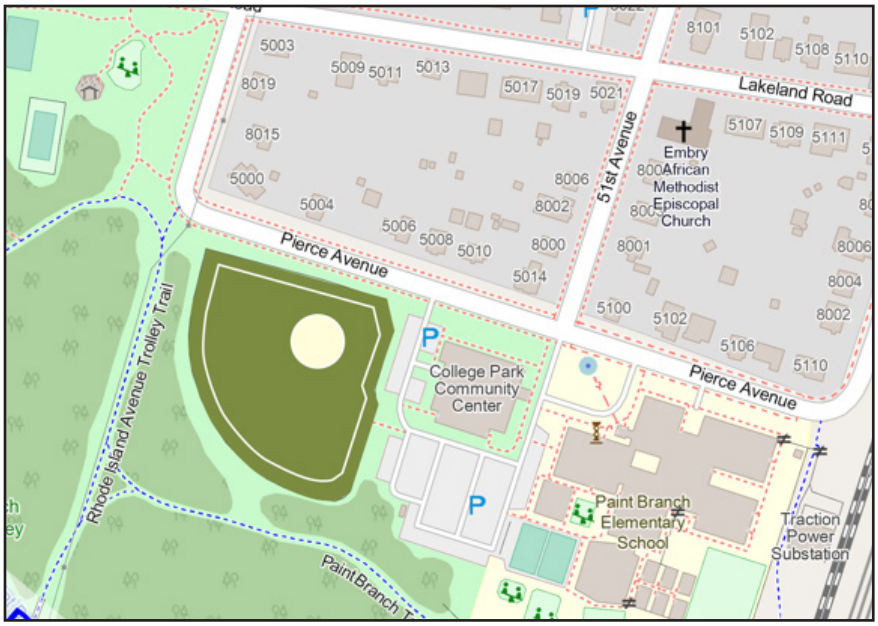


Figure 4.31: Location of restored baseball field. Source: URSP708 Students.

5. Reconnect Lakeland with surrounding areas by completely removing historic barriers and restoring historic connectors.

Community members that we spoke with also expressed a strong desire for physical reconnection with surrounding neighborhoods and assets. This would add continuity to our proposal for a strengthening of collective memory, as it would decrease the physical, spatial differences between the past and present so that current Lakelanders would not have to imagine the connections that used to be, but they could instead walk to and through the connections and experience them for themselves, recovering and improving accessibility.

5.1: Remove or minimize physical barriers

The first strategy for these physical reconnections is to remove or minimize physical barriers. One such barrier is the CSX Railroad tracks. As part of a proposed undermining of current power structures, getting community control over the CSX tracks and either lowering or burying the tracks would allow for large-scale pedestrian and vehicular reconnection between West Lakeland and Lake Artemesia. This would directly address the harms done in the past to Lakeland with the splitting and fracturing of the community. Removing this massive barrier could allow for reconnections between Lakeland and the Artemesia Tributary Trail System that surrounds the Lake. Figure 4.32 shows what the buried railroad and reconnection between Lakeland and Lake Artemesia could look like.

Figure 4.32: Rendering of the potential Navahoe & 51st crossing after burying the railroad tracks.

5.2: Restore physical connectors

The second strategy for physical reconnection is restoration of historic connectors. We propose restoring the historic 82 Streetcar Line along Rhode Island Avenue to improve inter-community connections. Inter-community connection was another desire that was indicated to us at our October engagement event, so our proposal of reinterpreting a historic streetcar into either a more modern trolley or a small light rail system would restore those connections in a way that can be paired with history and community memory. This would also expand job opportunities for Lakelanders. Figure 4.33 shows an example of what Rhode Island Avenue could look like with this restored inter-community connector.

Figure 4.33: Rendering of restored streetcar path along Rhode Island Avenue. Source: URSP708 Students.

Housing and Land Use

For housing and land use, the revolutionary scenario will achieve just and equitable housing pursuing the following objectives:

1. Guarantee context-sensitive housing options for a diversity of incomes and needs among Lakelanders and the diaspora.
2. Use collective ownership models to redistribute all privately and publicly owned land back to the community.

When developer Edward A. Newman planned a resort community where Lakeland is located today, many of the original houses were built as large Victorian-style homes on expansive lots, as seen at locations such as 5004, 5014, and 5126 Navahoe (History of Lakeland, 2009). While the resort community plan eventually stalled and only a portion of the planned homes were constructed, development in Lakeland still adopted a suburban feel, characterized by single-family detached homes. As prior sections of the report describe, Lakeland developed over time into a self-sustaining Black community with churches, schools, parks, streetcar access, and a small lake, known as Lake Artemesia, on the east side of the railroad.

As prior sections of this report also describe, due to chronic flooding issues in Lakeland, College Park implemented an urban renewal plan to curb the flooding. This urban renewal plan destroyed two-thirds of the existing households and turned the east side of the community into a much larger Lake Artemesia to handle the runoff. Many Lakelanders were displaced as a result of this plan, resulting in a loss of housing, community, social organizations, and subsequent generational wealth for many former and current Lakeland residents.

Today, Lakeland housing is threatened by land speculation and exploitative landlord practices that previous sections of this report describe. Future developments considered by the Status Quo scenario, like the Purple Line construction or UMD student body growth, could continue to endanger Lakelanders' access to housing.

For our revolutionary scenario plan, we will address some of these historic injustices, and protect Lakelanders against future potential harm, by **guaranteeing context-sensitive housing options for a diversity of incomes and needs among Lakelanders and the diaspora**. In this instance, context-sensitive refers to continuing the existing architectural character of Lakeland.

1. Establish multi-generational, collaborative housing options

1.1 Build housing based on the needs and fabric of the Lakeland community

A history of disinvestment and predatory and exploitative practices has left homeownership out of reach for many Lakeland residents and members of the diaspora and have current renters and mortgage owners cost burdened. This objective addresses these injustices by solidifying housing as a human right and redefining 'home' as collectively shared and managed housing spaces. Housing will be guaranteed for all Lakelanders, regardless of income-level or any other currently existing homeownership barriers.

This would involve building additional housing, amenities, and services on existing lots, while remaining respectful of the existing architectural character of Lakeland. At our midterm presentation, we heard from residents that they wanted to construct accessory dwelling units (ADUs) on their property. ADUs are "a secondary house or apartment that shares the building lot of a larger, primary home" (Investopedia, n.d.). ADU's could be built on existing lots to add housing units, without disrupting the suburban feel of Lakeland.

Several community members have expressed interest in developing multi-generational housing in Lakeland as a way to forge stronger connections between legacy Lakelanders and students. As mentioned previously, Lakeland also has an aging population that will increasingly need specialized attention to help them age in place. Multi-generational housing creates spaces of encounter between different age groups, which helps build deeper social connections. An example of this is Cully Grove, a multigenerational family housing project in Portland, ME (Cully House, n.d.). Cully Grove is a 16-unit cohousing community with sustainably-built townhome condos constructed around a number of shared central spaces, including a community garden and a common house. The spaces and relationships in the Cully House community are collectively managed by its residents and each resident can bring their own skills and strengths to the co-management process.

Another potentially useful precedent is Canada Homeshare, a program that pairs older adults in need of company and help and students in need of affordable rent to symbiotically support each other by living together.

Our second housing and land use objective involves using collective ownership models to redistribute all privately and publicly owned land back to the community. Lakeland Community Land Trusts will purchase residential, commercial, and park land across Lakeland to hold and manage in perpetuity.

2. Create a Community Land Trust to manage shared community land and assets

2.1 Reallocate ownership of all land to the CLT

Private property is how most Americans gain and perceive wealth, which causes great institutionalized disparities in who is able to obtain wealth through planning processes, such as redlining and urban renewal, that heavily impacted Black communities, as the Lakeland residents experienced. We propose shifting private land ownership to communal ownership as a means of undermining these existing, exploitative land ownership practices. As previous sections of this report have discussed, the majority of land in Lakeland is owned by non-Lakelanders. In order for Lakelanders to have power over their futures, this land must be returned back to Lakelander's hands.

This objective of redistributing land could be achieved by using a Community Land Trust (CLT) model. CLTs are nonprofit corporations that own land on behalf of a place-based community, while serving as the long-term steward for community assets located on that land. Unlike current land ownership models, through which land is sold to the highest bidder, Community Land Trusts keep land affordable and under community control. Community Land Trusts have been used as tools to protect and preserve green space, housing, and commercial retail and could be applied universally in Lakeland. Figure 4.34 demonstrates how Community Land Trusts function to maintain permanent affordability of housing.

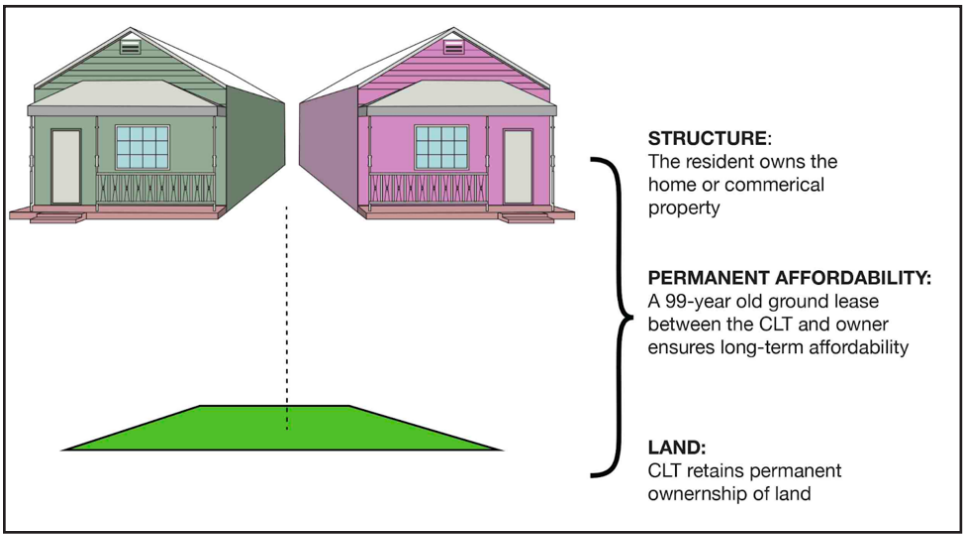


Figure 4.34: Functionality of a Community Land Trust. Source: University of Miami, n.d.

Climate Change Mitigation and Adaptation

For climate change mitigation and adaptation, the revolutionary scenario will reach our goals pursuing the following objectives:

1. Re-envision Lakeland's resource-use systems to be abundant producers of resources.
2. Restore Lakeland's ecosystems to ensure future community and ecological resilience.

The first climate change objective is to **re-envision Lakeland's resource-use systems as abundant producers, instead of just consumers, of resources, focusing specifically on food and energy systems**. Energy and food production today often relies on exploitative and extractive practices that harm people and the planet. Shalanda Baker (2021) in her book "Revolutionary Power," emphasizes that the green energy transition provides an opportunity to remake energy systems to forward justice and equity by reshaping who benefits from clean energy and who suffers the consequences of dirty energy. Baker emphasizes the need for communities to be meaningfully involved in the green energy transition to avoid perpetuating the injustices of the past.

1.1 Create a Green Jobs Program to provide training and employment connections for Lakelanders and other local residents

Local, community-managed resource systems, like the ones this objective proposes, would be more accountable to Lakelanders and, by promoting local assets, would provide stability and resiliency in the face of future risks. The first strategy under this objective is to create a Green Jobs Program to provide training and employment connections for Lakelanders and other local residents. Green Jobs Programs have been popularized across the country. Washington DC has a number of green job training programs, including a program focused on solar installation, one focused on green infrastructure construction, and another geared explicitly towards youth training and education (Sustainable DC, n.d.). A Lakeland Green Jobs Program could train and provide an essential labor force for the proposed system transitions, build human capital, and ensure that Lakelanders have a stake in, and benefit from, the future green changes to their community.

Figure 4.35: Sources from left: Solar Jobs and Baltimore Tree Planting. Sources: Martin, 2022; Baltimore Tree Trust, n.d.

The first resource system that this objective aims to re-envision is the Lakeland food system. There is a long history of food production in Lakeland that this intervention would rescue and build on, including neighborhood fruit trees and Mr. Pleasant's farm, which was located near the intersection of Berwyn House Rd. and Rhode Island Avenue.

1.2 Create edible food forests across the neighborhood

The first strategy to build abundantly-producing food systems is to create edible food forests across the neighborhood, with apple trees, pecan trees, and other native fruit trees. Food forests have been incorporated on smaller scales on vacant lots and other underutilized urban spaces across the world. The Beacon Food Forest in Seattle could serve as a model for Lakeland, as it aims to heal through food production and allows community members unfettered access to harvest crops (Shi, 2022).

1.3 Incorporate different scales of urban agriculture throughout the neighborhood and
1.4 Construct and operate a vertical farming operation

The second strategy is to incorporate different scales of urban agriculture throughout the neighborhood, including as central congregating locations in co-housing units (seen in Figure 4.36), as front and backyard gardens, and in the public right-of-way. "Agrihoods," or neighborhoods based around agriculture, have been used as a unifying theme for new developments, and farmers in Baltimore have been applying the idea of an "agrihood" to embedded urban farms geared towards building community and health (Yale, n.d.; García, 2021). Urban farms, by emphasizing the use value of collectively cared-for and shared spaces and providing non-commodified food access, can resist existing unjust and inequitable food system tenets (Barron, 2017).

The third related strategy is to construct and operate a vertical farming operation above the buried railroad tracks. Vertical farming operations, seen in Figure 4.36 below, are large greenhouses full of planters that can either use soil-based or hydroponic systems to grow plants (Basic Knowledge 101, 2022). A vertical farming system recently installed in a former meatpacking plant in Chicago also incorporates an anaerobic digester to break down organic waste into biogas, which is then used as fertilizer (Said-Moorhouse, 2012).

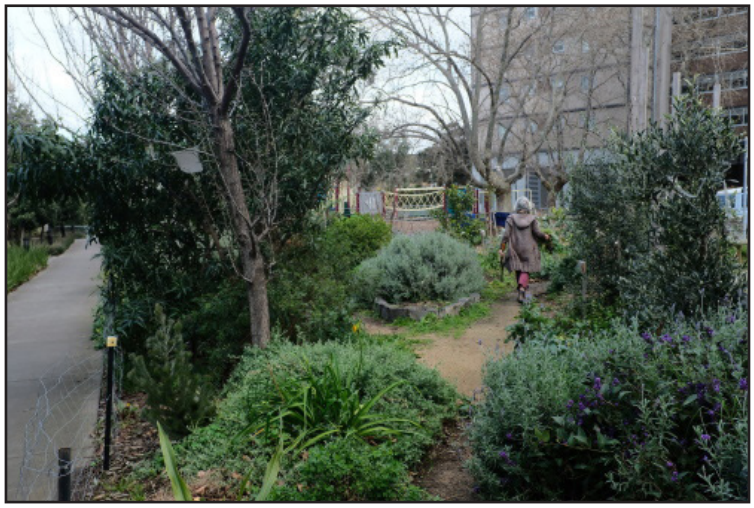


Figure 4.36: Sources from left: Cully Grove co-housing, Vertical Farming, and Kensington Food Forest . Sources: Cully Grove, n.d.; Basic Knowledge 101, 2022; Unison, 2020.

The second resource system that this objective aims to re-envision is Lakeland's energy system. Energy production and control have historically been rooted in injustice, including where energy is produced, who suffers the consequences of dirty energy production, like coal plants or incinerators, and who has reliable access to energy (Baker, 2021). Future climate impacts for Lakeland that were identified in the Status Quo scenario,

such as increasingly intense hurricanes and derechos, will likely destabilize energy grids. “Green” community energy control could help Lakeland be more resilient to these future risks, while also lowering greenhouse gas emissions.

1.5 Create a microgrid serving Lakeland and 1.6 Install widespread renewable energy systems

The first strategy to promote abundantly-producing energy systems is to create a microgrid serving Lakeland to ensure energy security and stability. Microgrids are self-sufficient, local energy grid systems that serve a discrete area. Microgrids have historically been used for institutions or military bases, but a hypothetical neighborhood-scale microgrid could achieve net zero operating status annually for homes and electric vehicles in just 7 years (Mooyman & Wheeler, 2022). The Lakeland microgrid could be fueled by renewable energy systems installed by Green Jobs trainees on or around Lakelander homes and community institutions. These renewable energy systems, including solar Photovoltaic (PV, seen in Figure 4.37), geothermal, wind, and other suitable renewable energy options, will result in a net-positive energy neighborhood (Brozovsky et. al., 2021). This means that Lakeland produces more energy than it consumes.

1.7 Transition privately-owned gas-powered vehicles to communally-owned Electric Vehicles (EVs)

The third strategy is to transition privately-owned gas-powered vehicles to communally-owned Electric Vehicles (EVs). This strategy could decrease Lakeland’s reliance on fossil fuels and reduce the need for driveways and parking lots around the neighborhood. While there are limited examples of communal car fleets being implemented around the world, Utrecht, Netherlands is limiting parking spots in a new city center development and providing, in their place, a fleet of 300 shared cars, accessible public transportation, and pedestrian and cyclist infrastructure improvements (Wood, 2020).

Figure 4.37: Rooftop Solar. Source: EcoVillage at Ithaca, n.d.

Our second climate change objective is to restore Lakeland's ecosystems to ensure future community and ecological resilience. This objective aims to protect what the community commonly mentioned as some of the best assets of Lakeland — the woods and other open spaces — and keep them resilient to climate change-related risks that the Status Quo scenario predicts.

2.1 Reduce flooding by creating or restoring wetlands along Paint Branch and Indian Creek and restoring streams to their naturalized states

The strategies under this objective address climate and resiliency issues at a neighborhood scale to ensure widespread ecosystem health. The first strategy is to reduce flooding by creating or restoring wetlands along Paint Branch and Indian Creek and restoring streams to their naturalized states. River floodplains, when restored and healthy, can promote the resilience of the river basin to future change, improve water quality, and increase ecosystem services (Kiedrzyńska et al., 2015).

2.2 Replace existing impervious and turfgrass with wildflower gardens and native plants

The second strategy is to replace existing impervious and turfgrass with wildflower gardens and native plants, as seen in Figure 4.38. This will include reappropriating parking lot space and driveways made available by the transition to communally-owned EVs and installing green roofs on suitable buildings. This "reclaiming" of urban space by nature is in line with a widespread movement known as "urban rewilding" that proposes to restore natural environments in our cities (Lawson, 2021). As part of this "urban rewilding movement," three German cities have created wildflower meadows in former empty urban green spaces, which have resulted in lower-maintenance spaces and a return of wildlife (Lawson, 2021).

2.3 Increase shade provision throughout the neighborhood

The third strategy is to increase shade provision throughout the neighborhood, through the planting of food forests and "supertrees". "Supertrees," seen in Figure 4.38 below, are vertical gardens that originated in Singapore that can boost biodiversity, provide shade, and when retrofitted with solar PV, can even contribute to the energy microgrid (Gardens at the Bay, n.d.). Supertrees could be applied in varying locations and at varying scales to meet a local block or site needs. The tree-shaped hanging gardens in the historic center of San Salvador help shade and beautify the pedestrianized streets at a fraction of the time that growing trees would take.

Figure 4.38: Riverine Wetland, Nature Boardwalk in Chicago, and Supertrees in Singapore. Sources: NC DWR, n.d.; Lawson, 2021; Gardens at the Bay, n.d.

Figure 4.39 below demonstrates the possible emplacement of many of these climate change adaptation and mitigation elements, including widespread urban agriculture, solar arrays, supertrees, and permeable pavers, along Pierce Avenue near the College Park Community Center.

Figure 4.39: Rendering with “green” changes along Pierce Avenue. Source: URSP708 Students.

Conclusion

The revolutionary scenario pushes to radically transform the status quo and reformist systems, and transition us to a more just and equitable Lakeland community by the year 2032. It works to restore justice for past, current, and future Lakeland residents and for a sustainable future. In this scenario, Lakeland is characterized by strong, cooperative ties and restored power through intergenerational collaborations and networks that promote a sense of community and belonging. The community's public areas promote social interaction, thoughtful reflection on the past, and innovative climate resiliency techniques. It guarantees all people the fundamental right to housing.

The revolutionary scenario is also characterized by the systemic change that empowers social and economic programs that allow Lakelanders to thrive. In addition, Lakeland's resource systems are producing more than they consume, setting Lakeland as a model of sustainable development that is not only self-sustaining but also a power source for the city of College Park as a whole. Furthermore, the regional ecosystems have been restored and are resilient against the ever-changing conditions of the world.

Section V:
Vignettes Scenarios in 2032

The following vignettes provide a series of imagined community newsletters, with a sampling of headlines that could potentially be seen by the year 2032. They are intended to provide a sense of what the lives of Lakelanders might be like in the status quo, reform, and revolutionary scenario alternatives outlined in this report.

March 28th
Status Quo

The Lakeland News

YEAR 2032

Housing and Land Use | Community Infrastructure | **Climate Change**

50mph Winds New Normal?

Two people were injured Saturday when another strong storm tore through College Park, downing trees and damaging homes in Lakeland. The storm brought winds of more than 50 mph and dropped more than two inches of rain in some parts of Prince George's County, including Lakeland. More than 1,000 homes in the county remain without power, including much of the area around Route 1 in College Park.

Several Lakeland residents reported flooding in their basements. "It's critical that all homeowners install sump pumps in their basements, ideally with a battery back-up," a spokesperson for the Prince George's County Department of the Environment said. "This problem is not going to go away."

More High-Density Student Housing Coming to the Area

Big Developer Wins Another Bid on Route 1

The City has just approved Snyder Developer's project to tear down the McDonalds on 8301 Baltimore Ave and build a 1200 unit apartment complex geared towards student renters.

Snyder has previously purchased three lots on Route 1, including two of the lots surrounding the Baltimore Ave-College Park-UMD station on the Purple Line. All of them are currently being redeveloped as housing for students or young professionals working at the new College Park Discovery District.

Some residents are not happy with the news. "More students will be partying in Lakeland while I still can't build a small ADU on my property to supplement my rising taxes," said one longtime Lakeland resident.

Others are worried about increased congestion on local roads and parking shortages. Despite the opening of the Purple Line, more and more students are bringing cars with them to UMD.

These first headlines represent what you might see in a 2032 Status Quo scenario, with continued pressure on housing due to a growing student population and new development in College Park, a failure to preserve Lakeland's historical character that remains, memories of what once was, and increasing damage from climate change.

March 28th
Status Quo

The Lakeland News

YEAR
2032

Housing and Land Use | **Community Infrastructure** | Climate Change

Rent Hikes Push Out Another Business

Locally-Owned Shop Closes to Make Way for Ulta Beauty

Community members who have been coming to a beloved local salon for years may need to start looking elsewhere for their styling needs. The small business, known for its service, welcoming atmosphere, and experience with a diversity of hair needs, will be replaced by national chain Ulta next month. This charming local salon has seen an increase in customers over the last decade, but cannot compete with the low prices customers seek at Ulta Beauty Salons in the area. Ulta initiated ProjectSOAR in 2022. The company's partnership with big-box store Target, gave Ulta the hard capital to focus on trimming supply chain costs. While the shop offered clients a warm, comfortable environment with highly qualified cosmetologists and stylists, the owner said she couldn't keep up with rising rents.

Inside: College Park still seeking funding for Lakeland historical markers. Read more on Page 5.

ROOMS FOR RENT

AFFORDABLE OPTIONS STARTING AT $3,000
STUDIO AND ONE BEDROOM UNITS

These could be the headlines in a reform scenario in 2032. By using currently available tools and frameworks to advance changes, Lakeland could see an increase in housing type diversity and homeownership opportunities, better physical connections with Lake Artemesia and the rest of College Park, and a more sustainable economy. Historic designation could help preserve its historic character and provide funding for needed community improvements.

March 27th
Reform

The Lakeland News

YEAR
2032

Housing and Land Use | Community Infrastructure | Climate Change

Lakeland is Finally Historically Designated!

The Maryland Historical Trust (MHT) after reconsideration has designated Lakeland as a local historic district. This is to offer greater visibility and elevate the outstanding aspects of Lakelands history and culture. The Lakeland community was devastated by urban renewal when the City's use of eminent domain in 1970 led to 70% of houses being destroyed as well as the displacement of Lakeland residents. Existing historic sites like the First Baptist Church and Emery AME Church on Lakeland Road, Lakeland High School on 54th Avenue and the Dorey Home at 5120 Navahoe Street are sites in the community that will be individually designated. They will continue to remind us of the past while preparing us for the future. Come join us as we celebrate this historic event on February 24th, 2032 as we reminisce on the roles these sites have played in our lives.

Inauguration Weekend: Celebration of Lakeland Neighborhood Square

Inspired by joy and love, the Lakeland community invites all to join in the inauguration of the Lakeland Neighborhood Square on March 24, 2032 from 10am-3pm at Rhode Island Ave. The neighborhood square will enhance the quality of life for the community. This square incorporates low-rise retail, minority owned businesses, ADA accessible and multimodal transportation. As a way of fostering meaningful social interactions, this multifunctional space will also be a gathering space for the community.

Can you rise to the Occasion?

We are currently looking for a Manager to run an up and coming Bakery. At the Neighborhood Square. Contact us today.

Job Opening
Apply Now!

March 27th
Reform

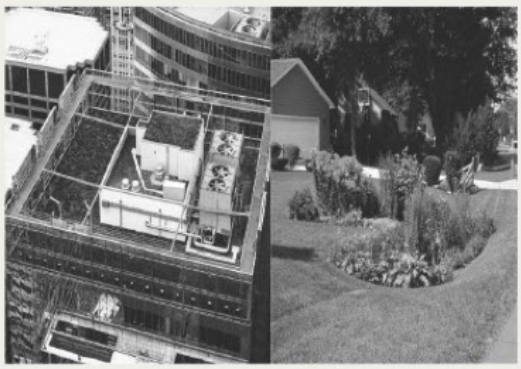
The Lakeland News

YEAR
2032

Housing and Land Use | Community Infrastructure | Climate Change

Lakeland Flood Resilience Strategic Initiative

Finally solved after years of complaints!



Lakeland's rain gardens and blue roofs strategic initiatives have ensured flood resilience. The bioretention facilities in the community is said to be one of the best practices designed to reduce the flood impact on land by increasing runoff reabsorption by the soil and to treat polluted stormwater runoff. The second strategy being the blue roofs or rooftop detention has provided storages and slow releases of stormwater runoff. This has assisted in the continuous improvement in the air, reduced heat island effect, promoted biodiversity and reduced energy consumptions. The Lakeland community was awarded the 2032 Environmental Resilient Neighborhood Award!

Limited Offer!

FOR RENT | *Contact us for offer!*

A Fabulous Living Space

Nobody wants to stare at a blank wall all day long, which is why wall art is such a crucial step in the decorating process. And once you start brainstorming, the rest is easy.

Features
* Extra-Height Ceilings
* Aquariums
* See-Through Niches

Lakeland road, Lakeland
College Park, Maryland 20740

HURRY UP!

Contact us if you would like to rent this shop at the Lakeland Neighborhood Square.

And finally, here are a few examples of headlines for a 2032 revolutionary scenario. In this scenario, which is characterized by systemic change, empowering social and economic programs are allowing Lakelanders to thrive. Lakeland's ecological assets and resource systems are a source of abundance and resilience.

March 28th Revolutionary

The Lakeland News

YEAR 2032

Housing and Land Use | **Community Infrastructure** | Climate Change

Fifth Annual Lakeland Heritage Festival this Weekend

The Lakeland Civic Association invites you to enjoy live music, food, contests, and activities for all during the Annual Lakeland Heritage Festival as we celebrate the legacy of those that lost their homes during the 1970s urban renewal process. A walk is planned through key historical landmarks that have recently been restored to Lake Artemisia on one of the new paths that reconnects East and West Lakeland. The parade will begin on the corner of Navahoe St and 48th ave, at Lakeland Hall, and will end in the Lake Artemisia pavilion. We're looking forward to celebrating the heritage of our neighborhood and the progress that we've made towards restorative justice and community healing!

Lakeland Supports the Creation and Development of Empowering Social Programs

Moving Forward: supporting our residents and diaspora community

The Universal Basic Income program that offers financial stability and security to both Lakeland residents and the diaspora is one of Lakeland's empowering social programs in the community. Families or former residents who might not be able to physically return would nevertheless be able to benefit from the Universal Basic Income program. According to the results from a demographic analysis, it revealed that Lakeland has a significant number of young families and the Universal Basic Income program is giving children security for the future. This is certainly a great way to ensure positive job growth and lower school dropout rates in the Lakeland community. In addition to this, former and current residents are guaranteed free tuition!

Lakeland Spotlight: *Mrs.Yvonne Johnson's story on Multi Generational housing and the adoption of UBI programs in Lakeland*

Meet Mrs. Yvonne Johnson: She has been living in a Multi Generational housing unit for the past 15 years. She describes her experience living in a multigenerational household as the best thing that ever happened to her. With the enhanced bonds and relationships, improved finances and the provision of care needs for family members, multigenerational housing has been highly beneficial. Mrs. Johnson is currently benefiting greatly from the Universal Basic Income (UBI) program. It will also allow her granddaughter Ava Johnson to attend the University of Maryland, College Park with guaranteed free tuition from the UBI program!

These scenarios are not intended to serve as the recipe for restorative justice, but rather as illustrations of the costs and benefits of different pathways. In that spirit, we hope that these ideas are useful in fueling the imagination of the community, providing inspiration for bold action, and advancing the goals of Lakelanders and the Restorative Justice Commission.

March 28th Revolutionary

The Lakeland News

YEAR 2032

Housing and Land Use | Community Infrastructure | **Climate Change**

While the World Gets Hotter, Lakeland Cools Down:

The Giant Supertrees Above the Neighborhood are Keeping Residents Cool

Extreme heat may not trigger the same visceral fear as a tornado, but according to NOAA's natural hazard statistics, it causes nearly twice as many fatalities in the United States each year – more than any other weather hazard. As the climate continues to warm, that number is rising dramatically in the U.S. and around the world. Lakeland, however, continues to experience cool temperatures thanks to the adoption of our Giant Supertrees. The Supertrees vary in height between 25 and 50 meters, and each supertree features native flowers, ferns, and even some edible plants climbing up and across its steel framework. The large canopies also operate as temperature moderators, absorbing and dispersing heat, and provide shade to cyclists and pedestrians beneath. If that wasn't enough, the solar panels on top provide enough energy to power the Elementary School AND Community Center. These Supertrees have proven to be a huge asset for Lakeland as they promote biodiversity and provide a cool and relaxing atmosphere for our residents !

Energy Microgrid Slated to Payback Installation

Only 7 Years After Construction

Lakeland's renewable energy strategies have exceeded the forecasted production of energy to serve the entire microgrid and beyond. The solar PV, wind, and geothermal wells have saved the community millions of dollars and each house now makes an average of $500 per month, creating a source of revenue that has paid back for the installation and is now a source of community income for Lakelanders. The goal to transition from net-zero to net positive energy production has been achieved! Lakeland is now contributing power to the City of College Park!

Section VI:
Conclusion

During our semester-long course, we began by attempting to understand the history and current conditions in Lakeland. We gathered data on demographics, developed a planning analysis of the area, and conducted research on the history of Lakeland, and the various plans and policies that have influenced its story. Through our community engagement tactics we learned more about the experiences of Lakelanders past and present from longtime residents, diaspora members, and other stakeholders. Through this combination of academic research and the wealth of community knowledge, we began to understand the rich history of Lakeland and its many strengths, along with the challenges that the community faces and the hopes and aspirations of Lakelanders.

We relied on these findings to form three planning scenarios, which outlined potential futures for Lakeland in 10 years, by 2032. The Status Quo Scenario attempts to project what Lakeland would look like in ten years without any new intervention, if existing conditions persist and current trends continue unabated. The Reformist Scenario outlines what could happen in ten years using the best planning and design ideas offered today within existing political and socioeconomic systems. The Revolutionary Scenario radically reimagines existing systems, attempting to transform them in pursuit of deeper justice and equity.

To reiterate, these scenarios are not intended to provide the roadmap for restorative justice, a task that requires far more time than we had in a semester-long project. Additionally, while we have attempted to center the experiences and desires of Lakelanders, this was ultimately a student project with an academic framing. Restorative justice, however, should be driven by and for the community. With the time and capacity constraints of our studio course, we were unable to fully explore this key aspect of restorative justice planning. The existing conditions analysis, community input, and planning scenarios presented in this report represent a fraction of the work that should be done to fully imagine restorative justice for Lakeland.

We recommend that the Restorative Justice Commission and the City of College Park continue both research and community engagement to flesh out this understanding of Lakeland's history, its strengths, and its needs for a just future.

This report summarizes our recommendations for the next steps with regard to community outreach, including developing a stronger trauma-informed outreach approach and performing additional in-depth interviews, particularly with members of the Lakeland diaspora.

The work the city of College Park is doing to make amends for the devastation that urban renewal caused to the Lakeland neighborhood and community is a good start in the restorative justice process, but there are other players that were responsible and should not only acknowledge and apologize for their role but make an effort to repair and bring more equitable outcomes. It is not enough for College Park to take on this work, but also all the players that had a hand in the devastation of Lakeland should participate. Urban renewal was made possible by federal legislation that empowered the work done on the municipal level. The federal government has a responsibility to uplift communities of color. Just like the federal government assisted white families with federal housing and transportation policy after WWII, it must be involved with the restoration for Black families and neighborhoods that were destroyed by urban renewal (Perry, 2020). In addition, WMATA was responsible for the construction of the Green Line metro and the 1980 excavations of Lake Artemesia (Gross, 2022). Further, HUD, which was responsible for the formation of the PAC, all but ignored the protests and concerns of the community leaders allowing the Weiner Plan to proceed, despite its failing to address the needs of the community.

In short, the pursuit of restorative justice means more than reparations and amends, but the complete and definite disruption of the marginalization of communities of color, which is and should be considered a *collective responsibility.*

We are grateful for the opportunity of this semester to contribute to Lakeland's ongoing journey toward restorative justice. We hope that our work can support the city of College Park and the Lakeland community in their collaborative path to promoting actions that honor the past, respond to current needs, and build a more just future.

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Section VIII:
Appendixes

Appendix A.

Reform Scenario: Implementation Matrix

An implementation matrix is required to put the strategies into action. This matrix is a tool to ensure that the ideas and concepts presented during the planning stage are realized. The function of the matrix is to break down the implementation of the strategies according to the level of priority while defining the timeline. The reform scenario intends to implement its strategies within diverse timeframes. With this target in mind, these strategies are conceptualized into three time frames: short-term, midterm, and long-term. The short-term implementation process is within two years, the mid-term; more than two years to five years, and long term deals with anything beyond five years. Priorities have been categorized within each timeframe and the standard of ascertaining what is prioritized is based on its level of importance. These levels of importance are further grouped into three categories (1-3) as shown in the matrix below.

Planning Themes	Objectives	Strategy	Timeframe	Priority (1-3, with 1 being the highest priority)
Housing and Land use	1. Support homeownership opportunities for residents	1.1	Midterm	1
Housing and Land use	1. Support homeownership opportunities for residents	1.2	Short-term	1
Housing and Land use	2. Provide various housing options for residents of diverse income levels and life stages	2.1	Long-term	1
Housing and Land use	3. Strengthen the local economy to become regionally competitive	3.1	Long-term	2

Community Infrastructure	1. Elevate and promote the rich heritage and assets of Lakeland	1.1	Short-term	1
Community Infrastructure	1. Elevate and promote the rich heritage and assets of Lakeland	1.2	Mid-term	1
Community Infrastructure	1. Elevate and promote the rich heritage and assets of Lakeland	1.3	Short-term	1
Community Infrastructure	1. Elevate and promote the rich heritage and assets of Lakeland	1.4	Long-term	2
Community Infrastructure	1. Elevate and promote the rich heritage and assets of Lakeland	1.5	Long-term	3
Community Infrastructure	1. Elevate and promote the rich heritage and assets of Lakeland	1.6	Mid-term	3
Community Infrastructure	1. Elevate and promote the rich heritage and assets of Lakeland	1.7	Long-term	2
Community Infrastructure	1. Elevate and promote the rich heritage and assets of Lakeland	1.8	Short-term	2
Community Infrastructure	2. Ensure equitable access to the community	2.1	Long-term	2
Community Infrastructure	2. Ensure equitable access to the community	2.2	Mid-term	1
Community Infrastructure	2. Ensure equitable access to the community	2.3	Mid-term	3
Community Infrastructure	3. Improve community health and quality of life	3.1	Mid-term	1
Climate Change Adaptation & Mitigation	1. Build a more sustainable natural environment	1.1	Short-term	3
Climate Change Adaptation & Mitigation	1. Build a more sustainable natural environment	1.2	Long-term	3

Climate Change Adaptation & Mitigation	1. Build a more sustainable natural environment	1.3	Mid-term	3
Climate Change Adaptation & Mitigation	2. Ensure flood resiliency to minimize impact on land development	2.1	Short-term	1
Climate Change Adaptation & Mitigation	2. Ensure flood resiliency to minimize impact on land development	2.2	Short-term	2
Climate Change Adaptation & Mitigation	3. Adapt to and mitigate impacts of climate change.	3.1	Short-term	2
Climate Change Adaptation & Mitigation	3. Adapt to and mitigate impacts of climate change.	3.2	Long-term	1
Climate Change Adaptation & Mitigation	3. Adapt to and mitigate impacts of climate change.	3.3	Long-term	1
Climate Change Adaptation & Mitigation	3. Adapt to and mitigate impacts of climate change.	3.4	Mid-term	1

Appendix B.

Revolutionary Scenario: Implementation Matrix

The implementation matrix below provides general guidance on when to implement the Objectives listed above by listing their overall priority and the timeframe (short, mid, or long term) for which Lakeland could plan to implement each Objective.

Planning Theme	Objective	Strategy	Timeframe	Priority (1-3, with 1 being the highest priority)
Community Infrastructure	Create and develop empowering economic programs to support Lakeland residents and the diaspora	Universal Basic Income program. Guaranteed tuition	Short-term Mid-term	1
Community Infrastructure	Build collaborative community capacity through collective power over Lakeland's spaces of encounter	Community Development Corporation (CDC) Flexible institutions for social mixing	Short-term Mid-term	1
Community Infrastructure	Create a sense of community memory through art and technology	Augmented Reality historic Lakeland walking tour East Lakeland permanent installation	Short-term Short-term	2

Community Infrastructure	Create physical spaces centered around shared community assets and celebration of memory.	Create places for stakeholders to interact, like the Lakeland Heritage Center and community gardens Restore historic amenities to meet current needs and desires, like Lakeland Hall and the baseball field	Short-term & mid-term Short-term & mid-term	2
Community Infrastructure	Reconnect Lakeland with surrounding areas by completely removing historic barriers and restoring historic connectors	Remove or minimize physical barriers, by burying the railroad Restore physical connectors, by reinstating the 82 Streetcar Line and creating vehicular and pedestrian connections	Long-term Long-term	2
Housing and Land Use	Guarantee context-sensitive housing options for a diversity of incomes and needs among Lakelanders and the diaspora	Multi-generational, collaborative housing Housing built based on needs and fabric of community	Mid-term Mid-term	1
Housing and Land Use	Use collective ownership models to redistribute all privately and publicly owned land back to the community.	Create Community Land Trusts to manage shared community land and assets • Route 1 Corridor Commercial CLT • Residential CLT Reallocate ownership of all land to the CLTs	Long-term Long-term	1

Climate Change Adaptation & Mitigation	Reenvision Lakeland's resource-use systems as abundant producers, instead of consumers, of resources	Green Jobs Program	Short-term	1
Climate Change Adaptation & Mitigation	Reenvision Lakeland's resource-use systems as abundant producers, instead of consumers, of resources	Food systems, including edible food forests, urban agriculture, and vertical farming	Mid-term	2
Climate Change Adaptation & Mitigation	Reenvision Lakeland's resource-use systems as abundant producers, instead of consumers, of resources	Energy systems, including a microgrid, widespread renewables, and communally-owned EVs	Long-term	1
Climate Change Adaptation & Mitigation	Restore Lakeland's ecosystems to ensure future community and ecological resilience	Restore floodplains & streams to reduce flooding Convert impervious to wildflowers, native plants, and other pervious surfaces Supertrees	Mid-term Mid-term Long-term	3