



Waterfront communities along Bear Creek with impressive park and open space are the focus of improvements and recommendations in the pages ahead.

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# Enhancements to Turner Station and Watersedge

*A select group within the Urban Design Assistance Team studied two of Dundalk's most distinctive residential communities: Turner Station and Watersedge. Both communities are located on peninsulas and offer wonderful opportunities for new amenities and landscapes that enhance existing waterfront assets. While many of the team's recommendations for these communities focus on greenways, open space and water, key transportation nodes have also been addressed.*

## Transportation

The first transportation recommendation is at Dundalk Avenue & Main Street. This fork in the road represents a point of introduction to both neighborhoods. The team suggests a signature building at this site reflecting a maritime theme — a lighthouse motif, perhaps. While the design here is conceptual, there is no question as to the significance of the location as a gateway.

The same goes for the multi-road intersection where Dundalk Avenue nears its southern terminus, meeting with Sollers Point Road and Liberty Parkway. The team recommends a roundabout to repair this difficult intersection that introduces Watersedge. The team has also sketched a plan for a formal entrance to Watersedge, the point at which Dundalk Avenue becomes a quiet neighborhood street.

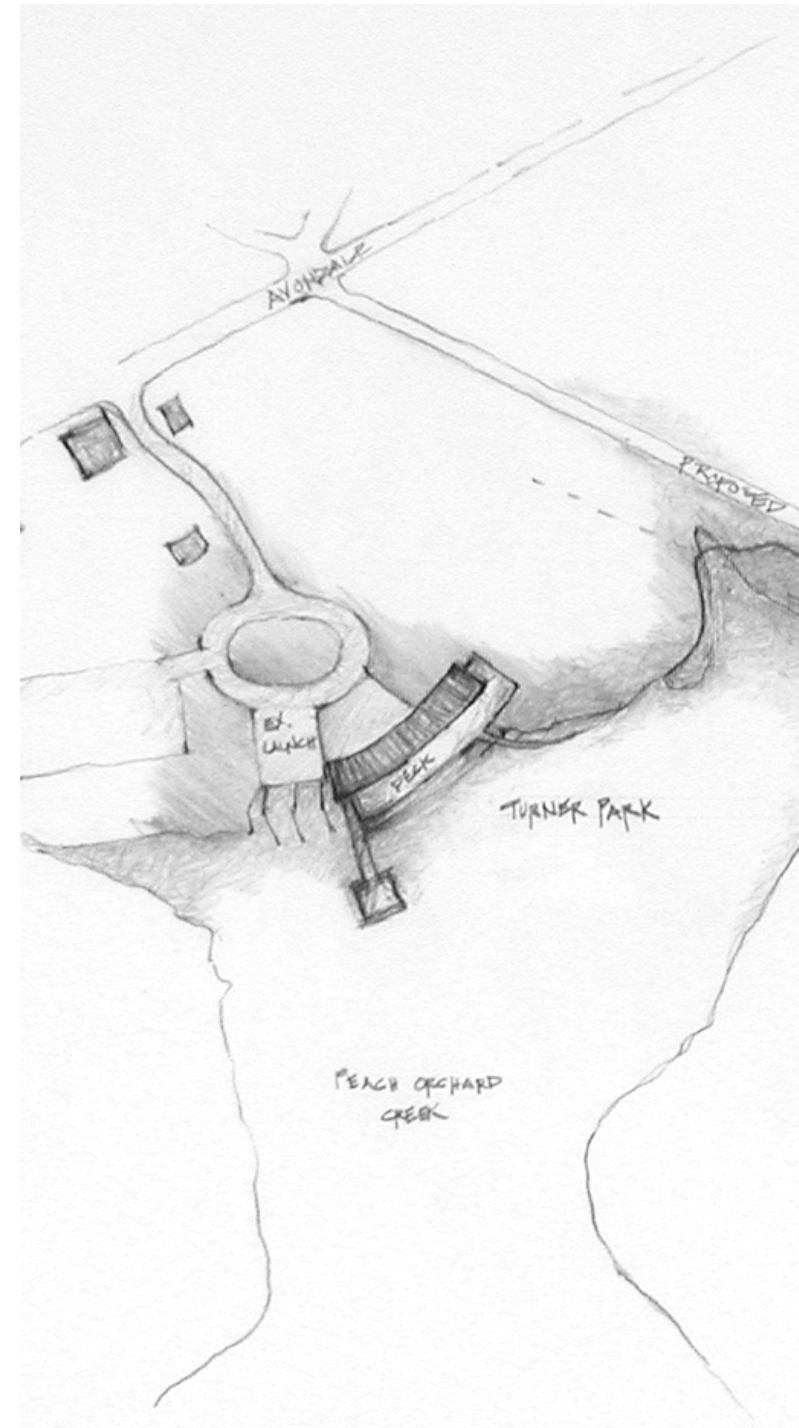


*Suggested lighthouse motif at Dundalk Avenue and Main Street.*

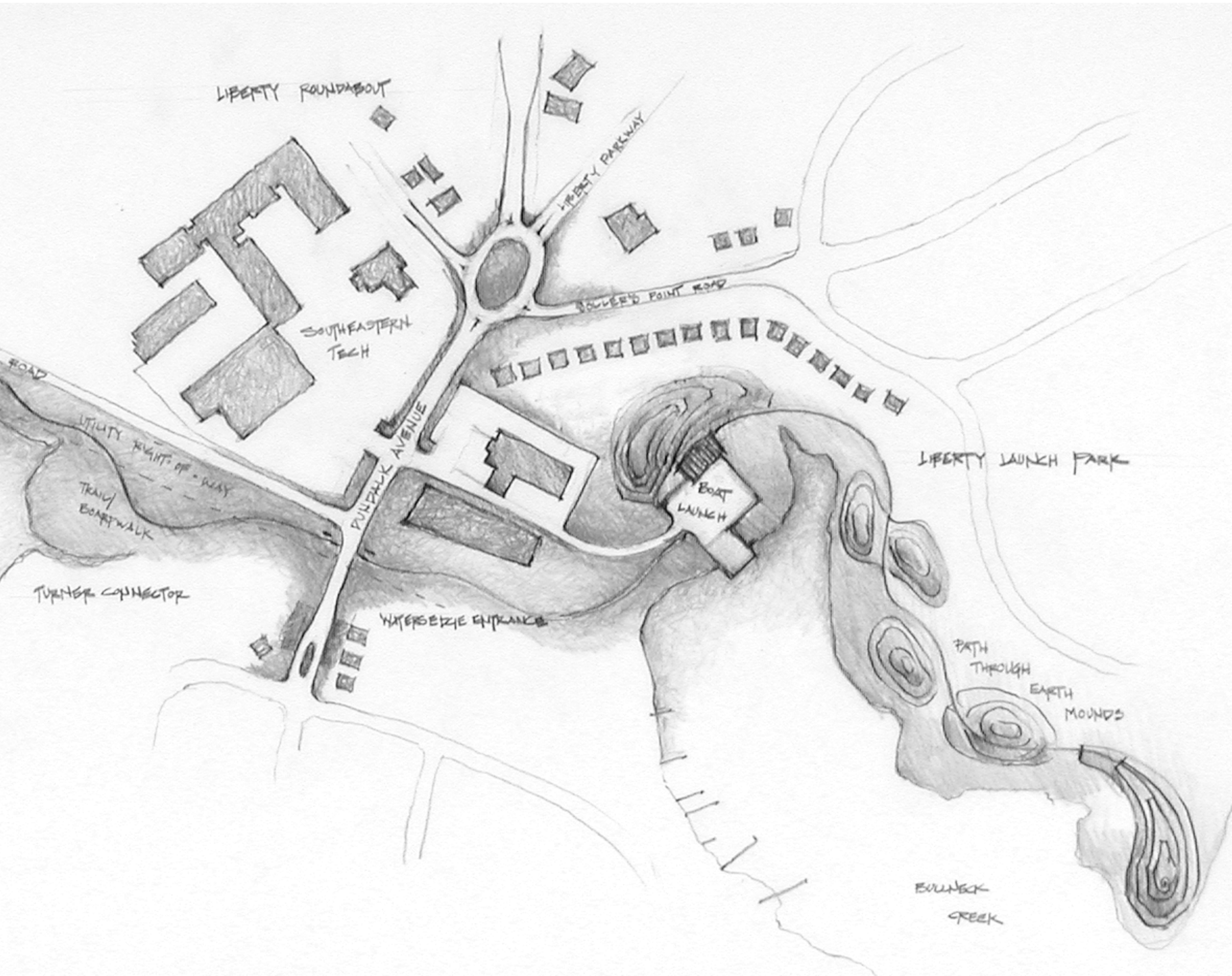
## Turner Station amenities, public spaces

**Turner Park:** Improve pedestrian and vehicular access to the park and the boat launch. Improve and reorient vehicle and pedestrian circulation patterns as part of the greater park system. Increase opportunities for less intense recreational activities.

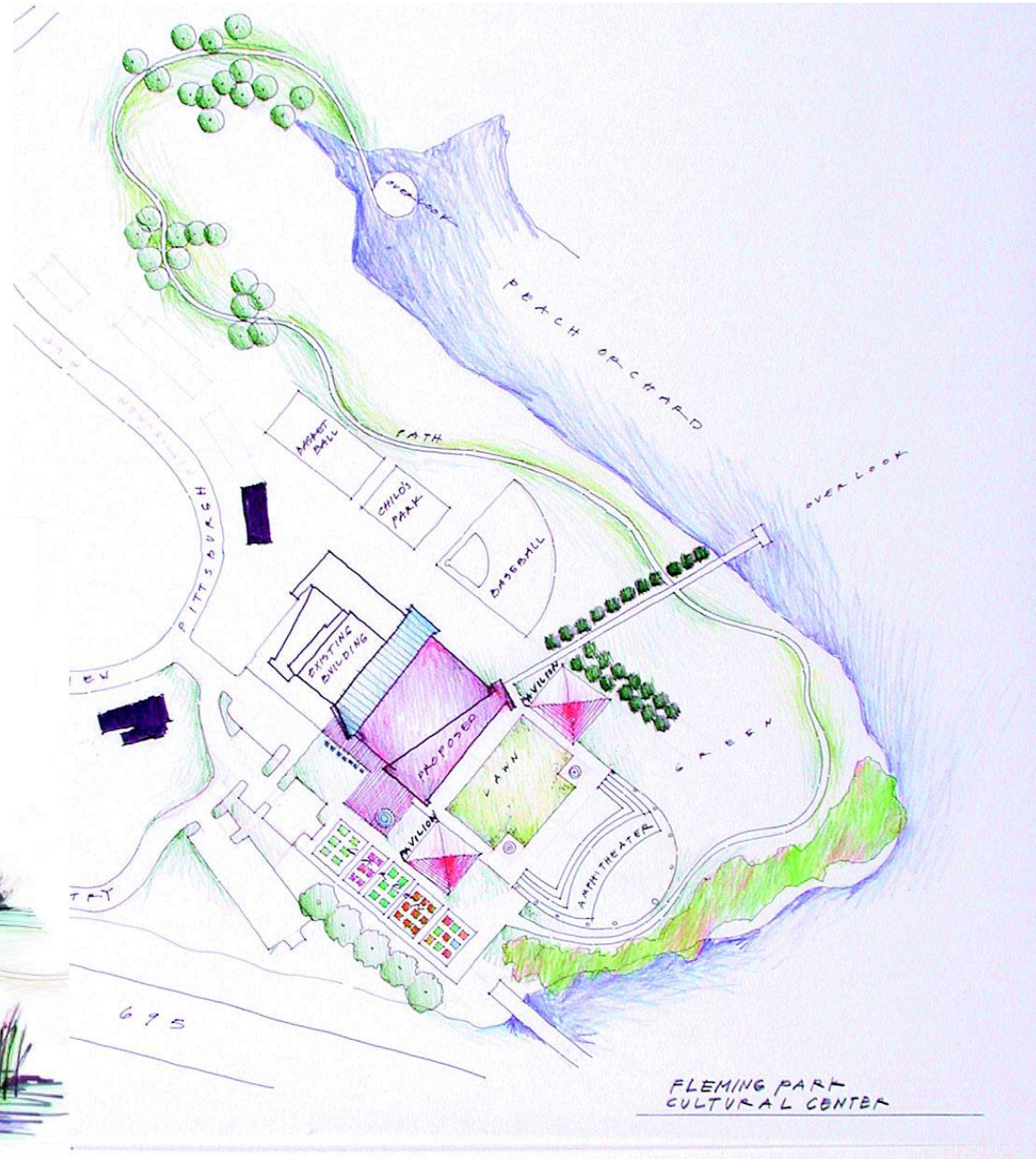
**Liberty Launch Park:** Provide a building and an area for renting/selling of bikes and launching of canoes and kayaks. Consider an ice rink in the building.







**Fleming Park:** Formalize public space for cultural activities and the needed facilities for greater Dundalk. Achieve a strong cultural identity with new buildings, outdoor pavilions, gardens and a formal road entry.



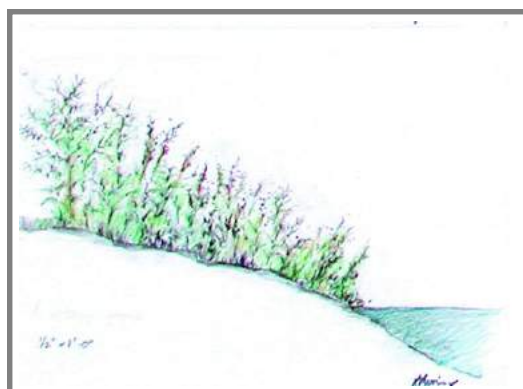




### Watersedge amenities, public spaces

Redefine and organize current uses for optimal sport utilization. Create additional shelters, walkways and areas for improved water access. Create and improve shoreline buffer areas for enhanced protection of the water's edge.

Develop a pier--Steelworker's Point--at the end of Dundalk Avenue where Dundalk Bridge used to stand.



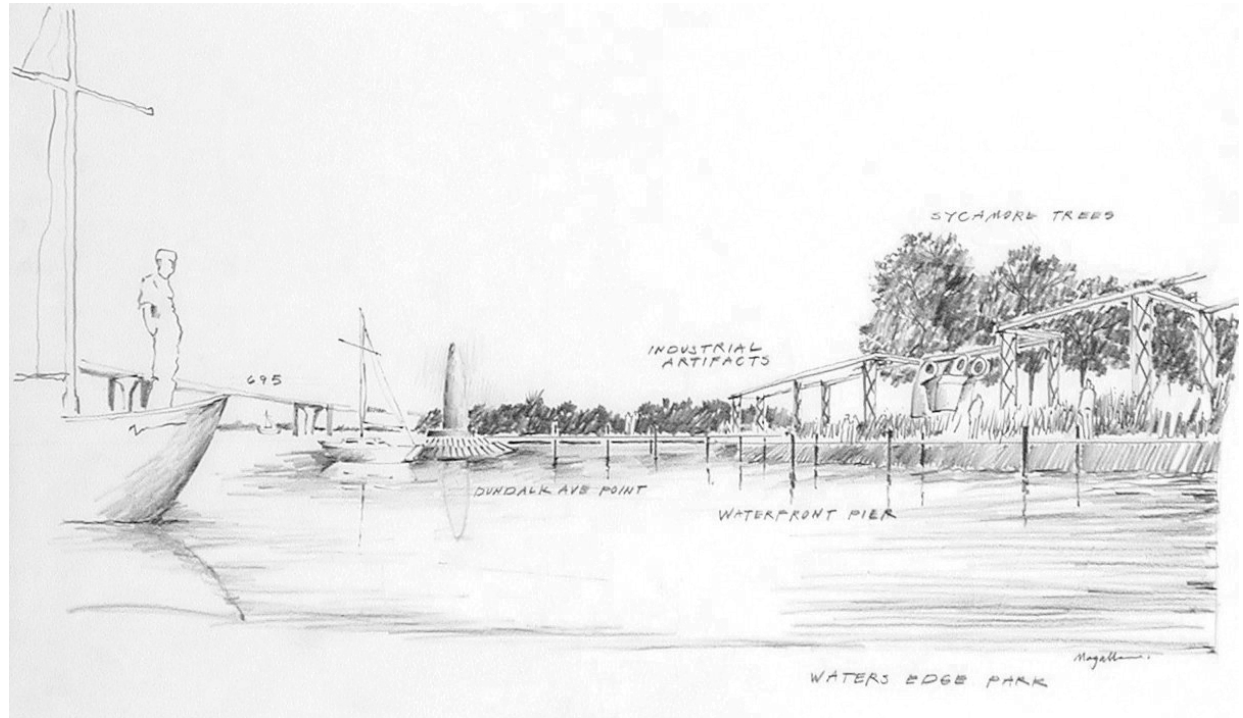
# Community Leadership

In addition to conceiving a wide array of design improvements to Dundalk's physical structures and land forms, the UDAT offered recommendations for strengthening community-based leadership and activism.

Existing neighborhood organizations *and* governmental tools *and* resources need to be united and work together. The opportunity exists to address critical “quality of life” issues. The Dundalk Renaissance Corporation (DRC) needs to be the lead organization—the conduit between these valuable resources.

Dundalk's community organizations have a demonstrated history of splitting during periods of dissention or perceived alienation. The community needs to work within the existing structure of organizations, identify common goals, objectives and assign responsibility for implementation and monitoring.

The Community needs to adopt the concept of “*Economic development within a context of historic preservation*”—the “Main Street” approach. The DRC must retain an executive director to manage the proven four-step approach to revitalization by incorporating Organization (management), Marketing (promotion), Design and Economic Restructuring (economic development). Dundalk should apply for inclusion in the Main Street Maryland Program through the state's Department of Housing and Community Development.



The DRC will be responsible for implementing the recommendations of the Dundalk UDAT, especially as they pertain to the Village Center. To that end, the team suggests that the DRC negotiate an agreement with the owner of Village Center to manage the facility and develop a “Request for Proposals” for private developers to implement team recommendations using “Main Street” guidelines.

Within the DRC structure, create a Community Development Corporation (CDC) to help address key housing issues in Dundalk. CDCs have been effectively used in the City of

Baltimore and in different variations throughout the country. A “neighborhood liaison” needs to be retained to work with and educate the public on housing opportunities while networking with the variety of community organizations. The liaison will collaborate with the Office of Community Conservation and attempt to replicate and implement successful programs such as “Live Near Your Work” and the “Down Payment Assistance Program” for families earning 120% of median income (\$75,720 for a family of up to four). These programs are now under consideration in Baltimore County. The CDC should accept

responsibility of administering the Settlement Expense Loan Program.

The creation of a Dundalk Community Foundation should be explored.

Neighborhood organizations should utilize the resources provided by the Office of Community Conservation and the Office of Planning in anticipation of the 2004 Baltimore County rezoning process. A Citizens Guide to Zoning in Baltimore County (1999) is mandatory reading. Citizens should understand the planning process, examine existing rules, regulations and zoning and explore the creation of overlay districts for economic development, historic preservation, environmental protection, housing and redevelopment areas.

Neighborhoods should also become very familiar with State “Smart Growth” initiatives and the “Maryland Tool Box.” Funding opportunities are available for open space projects, community revitalization, “quality of life” and environmental projects. Each neighborhood organization should identify its top priorities and be flexible enough and ready to pursue funding that is available.

A campaign should be developed to make public opinion of the Dundalk educational system more favorable. “Accentuate the Positive,” “Exposure to Diversity,” and “Access to Technol-

ogy” should all be emphasized. The unique opportunity to “walk your way” to a K through 14 education along the “technology trail” exists in Dundalk.

The school system, in cooperation with Recreation and Parks, should continue to explore ways to address student safety and development between the critical hours from 2 to 6 p.m. Consider having faith-based initiatives pick up where other programs may have stopped. They could be modeled after the St. Matthew’s after school program in Turner Station. Explore neighborhood community service options by utilizing the high school “service learning” requirement. Consider the Community Legacy and UDAT recommendation of converting the Dundalk Center back to a facility that serves the needs of both youth and senior populations. Programming and the facilities to provide that programming are critical to future generations in Dundalk.

Explore the possibility of working with the Community Law Center ([www.communitylaw.com](http://www.communitylaw.com)). The CLCs mission is “to provide legal representation to community organizations enabling them to improve the economic viability and quality of life in their neighborhoods”. They have a “pro bono project” in Baltimore that deals with neighborhood issues including zoning, liquor establishments, drug nuisance abatement, “flipping,” and drug house closures. A program called

“Peoples Law Project” is also offered. Funding for the Baltimore City project comes from CDBG funds. Consider, under the CDC, establishing a program for Dundalk.

**Rental Housing Licenses:** Consider putting “teeth” in the pending legislation that would require a property owner to receive a license before renting property. **The Landlord by Default Assistance Program:** Many individuals become landlords due to circumstances beyond their control. They inherit property or buy a neighboring property to protect their investment.



A. T. Mantay

# Greenways

The UDAT offered a series of global recommendations focusing on greenways and public spaces, including depictions on the master plan that connect Dundalk's diverse residential, commercial, institutional and recreational zones. The plan's goal is to facilitate greater citizen access and sustainable use of Dundalk's waterfront, shoreline communities and public open space.

The suggestions and principles below may be applied where appropriate to the following parks and parkways: *Village Center, Liberty Roundabout, Merritt Point Park/Chesterwood Park, Liberty Launch Park, Watersedge Park, Turner Station Connector, Fleming Cultural Center Park, Broening Greenway.*

• Create neighborhood park definition leading to recognizable image and uses.

• Link neighborhood parks to larger open space in the community.

• Develop a phased greenway plan for Dundalk and greater Baltimore County.

• Create bike trail(s) for historic Dundalk and surrounding communities in Baltimore County and Baltimore City.

• Create a waterway trail for Bear Creek and its tributaries.

• Provide pedestrian/hiking trails and connections between neighborhood parks.

• Redefine and design Heritage Park.

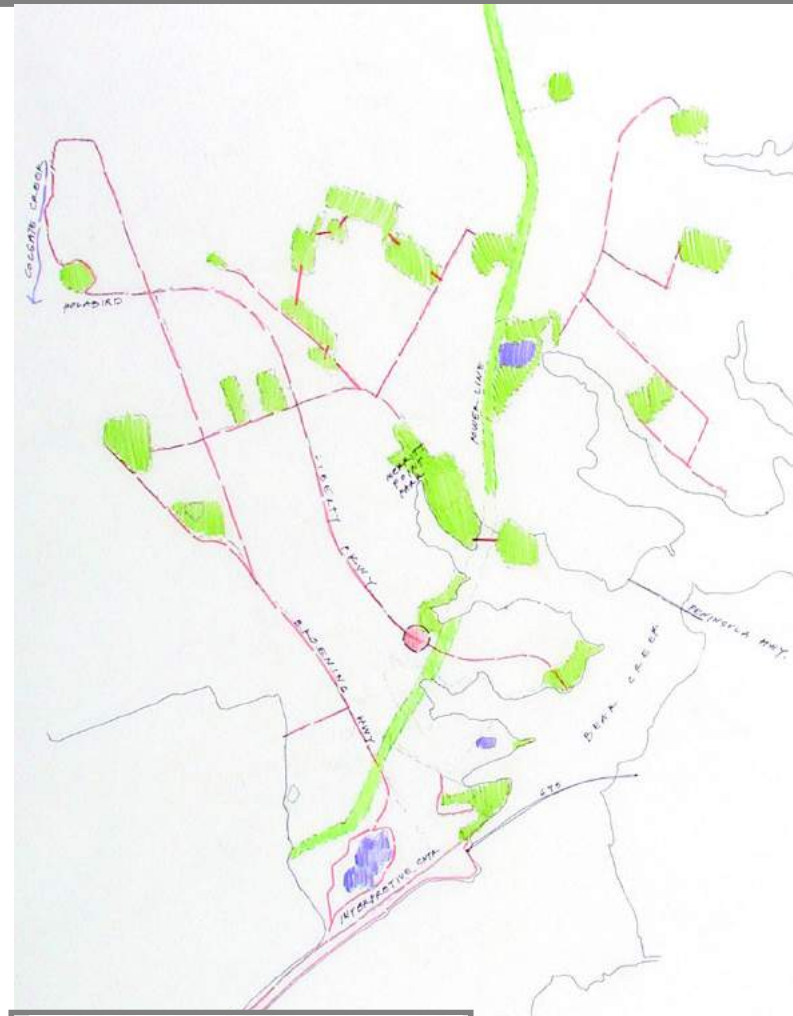
• Enhance and establish shoreline buffers on all public parks.

• Retrofit storm drain inlets and outfalls, especially along shoreline neighborhoods, for maximum capture, storage and filtration potential.

• Retrofit sewage pumping stations for nondischarge during overflow events or during times of pump failures.

• Implement sustainable Best Management Practices such as bioretention and infiltration of storm water.

• Utilize porous pavement for parking areas in parks.





# New Strategies for Commercial Centers

## Seagrams Sites

The four large brick buildings visible from Dundalk Avenue represent opportunities for commercially viable space. The UDAT recommends possibly using the site as a biotech incubator location. It is critical, however, that the square shapes be broken up to allow for green space and significant landscape design. The two large warehouse structures are well-suited for incubator facilities that foster entrepreneurial enterprise.

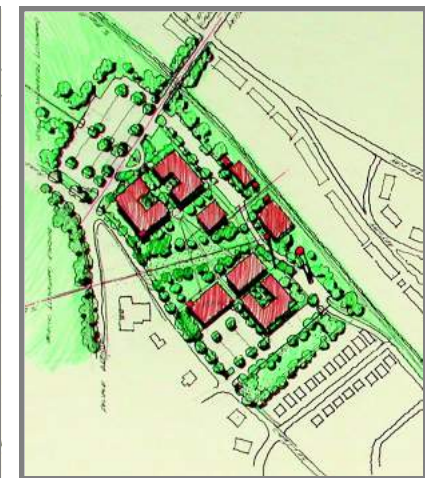
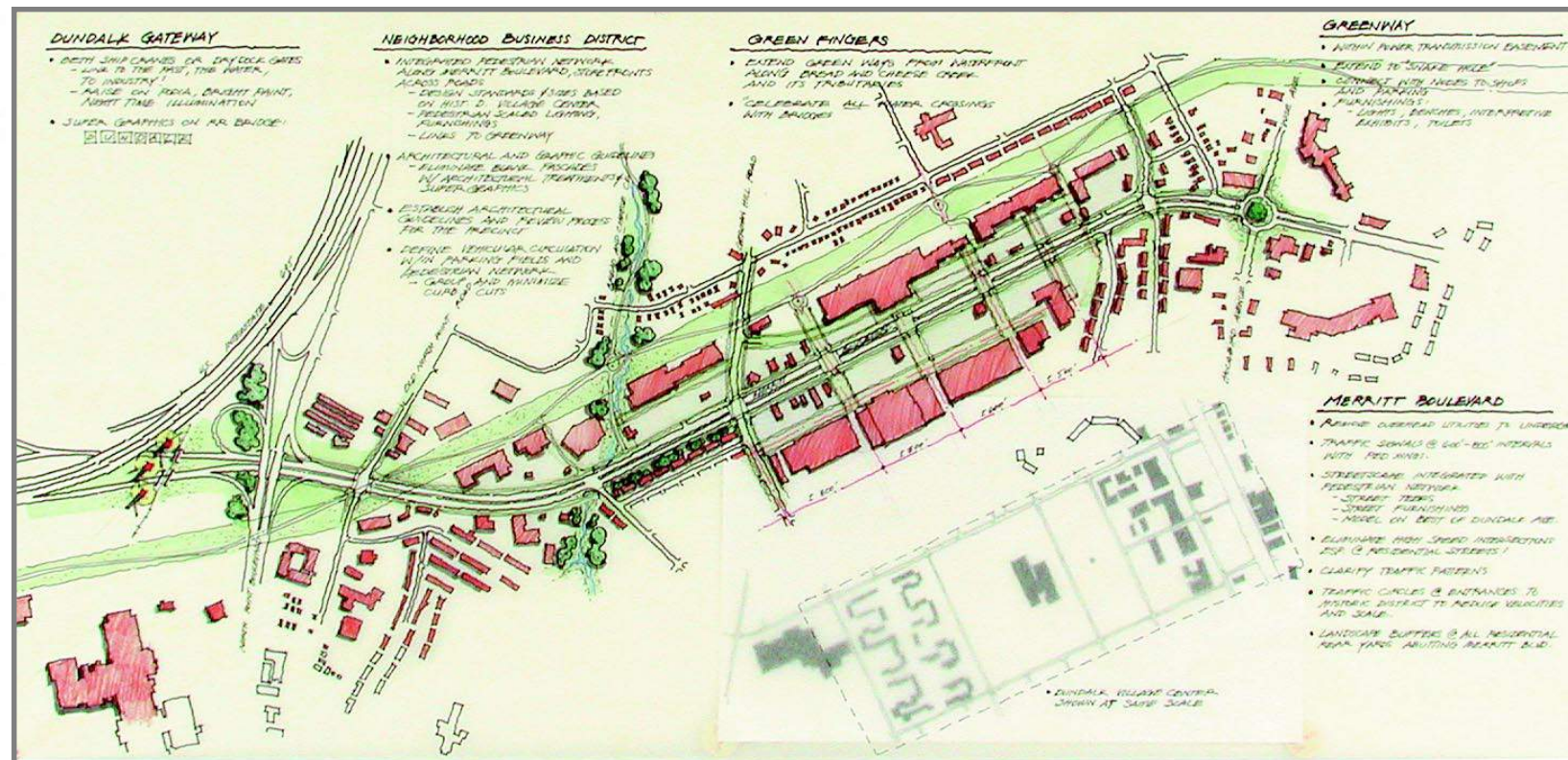
The Sollers Point Road portion of the site should be integrated with historic Dundalk's

residential community. Potential uses include assisted living, day care, adult day care and an extension of community college programs.

## Merritt Boulevard

UDAT recommendations call for implementation of design standards that establish pedestrian-friendly zones within the commercial strips. Monolithic facades should be avoided. Large sweeping intersections that now invite cars to speed through residential neighborhoods must be reconfigured to protect residential communities. The team also recommends that a signature sculpture of port cranes be

incorporated into the I-695 overpass above Merritt Boulevard.



Unifying Principles of the Dundalk  
Urban Design Assistance Team project

Define existing and potential centers of the community that reflect its social, cultural and commercial context.

Within each center, create physical forms that are well defined with boundaries and borders. Physical forms that make up a center must have central focal points of their own.

Link the centers to one another with pedestrian and traffic corridors.

Improve community access to water.

Respect and protect the industrial economic engine.

Create pedestrian oriented environments.



A. T. Mantay



## I. Neighborhood Case Study

Burlington, New Jersey, is a city located on the Delaware River just south of Trenton, the state capital, and north-east of Philadelphia. It is a place rich in history which dates back to the arrival of Europeans in 1624. It evolved as a blue collar, manufacturing community capitalizing on its river location. The City undertook a massive urban renewal project in the 1970's and essentially removed all evidence of manufacturing and housing on the waterfront. It has successfully implemented Neighborhood Preservation Programs in ½ of it's neighborhoods over the past 20 years.

In the mid 1990's, a Redevelopment Area, consisting of two historic neighborhoods, was designated and has been a target of both human and financial resources. The York-shire neighborhood benefits from historic district designation, proximity to the river and the efforts of a 501(c)3 non-profit neighborhood organization. The adjacent area, New Yorkshire, continues to suffer from middle class flight/out-migration, absentee landlords, boarded and abandon buildings and crime. The neighborhood is separated by railroad tracks.

In 1999, the redevelopment agency entered into an agreement with Pennrose Properties, Inc. (a nationally recognized developer based in Philadelphia with an office in Baltimore). Pennrose agreed to convert the Metropolitan Inn, a local and national register landmark at the key downtown intersection, into 16 apartments for age and income restricted housing. The property had been acquired by the city and conveyed to the agency rather than let it become a homeless shelter in the early 1990's. Pennrose also agreed to adaptively reuse the former Budd Baby Shoe factory and convert it into 36 age and income restricted apartments. The property had 6 outstanding mortgages and outstanding tax sale certificates valued at over \$200,000. Using its statutory authority, the agency appraised the property and purchased it for \$107,000 using a low interest loan from the NJ Redevelopment Au-

thority. Over the next 18 months, all mortgages were dissolved and a settlement was negotiated with the tax certificate of \$150,000.

Financing for these projects was extremely complex and took three years to identify and secure. Aside from Pennrose's equity in the project, which consisted of the sale of historic tax credits at eighty cents on the dollar, all other funds were from government sources.

Throughout this process, the agency was guilty of waiting for the project to happen. Meanwhile, conditions in the impoverished neighborhood continued to decline. As the ink was drying on the \$9,000,000 deal with Pennrose, the agency retained Isles, Inc., a non-profit organization whose mission is "to foster more self-reliant families in healthy, sustainable communities." They are a community development and environmental organization which promotes social, economic health through a comprehensive range of activities including individual capacity building." Isles's initial task was to conduct a "neighborhood assessment" and initiate a "bottom/up," participatory planning process. In the past, the planning process originated at the "top" as professionals and government initiated change and implemented policy without public participation as a necessary component of the process. With the help and input of the neighborhood, plans are proceeding to develop a master plan for the neighborhood that will address pedestrian and vehicular circulation, a comprehensive housing strategy and a cultural and architectural inventory of the entire area. These efforts are being funded by a "Smart Growth Planning Grant" from the NJ Office of State Planning.

## II. Village Center Economic Analysis

Defining The Primary Marketing Area

The primary market area from which the Dundalk Village Shopping Center can expect to get 75% to 85% of its trade can be defined as extending three to five miles from the site depending on traffic and barriers. In this case the primary area can be determined by examining maps and air-photos showing manmade barriers limiting virtually the entire market area and then viewing the competitive centers:

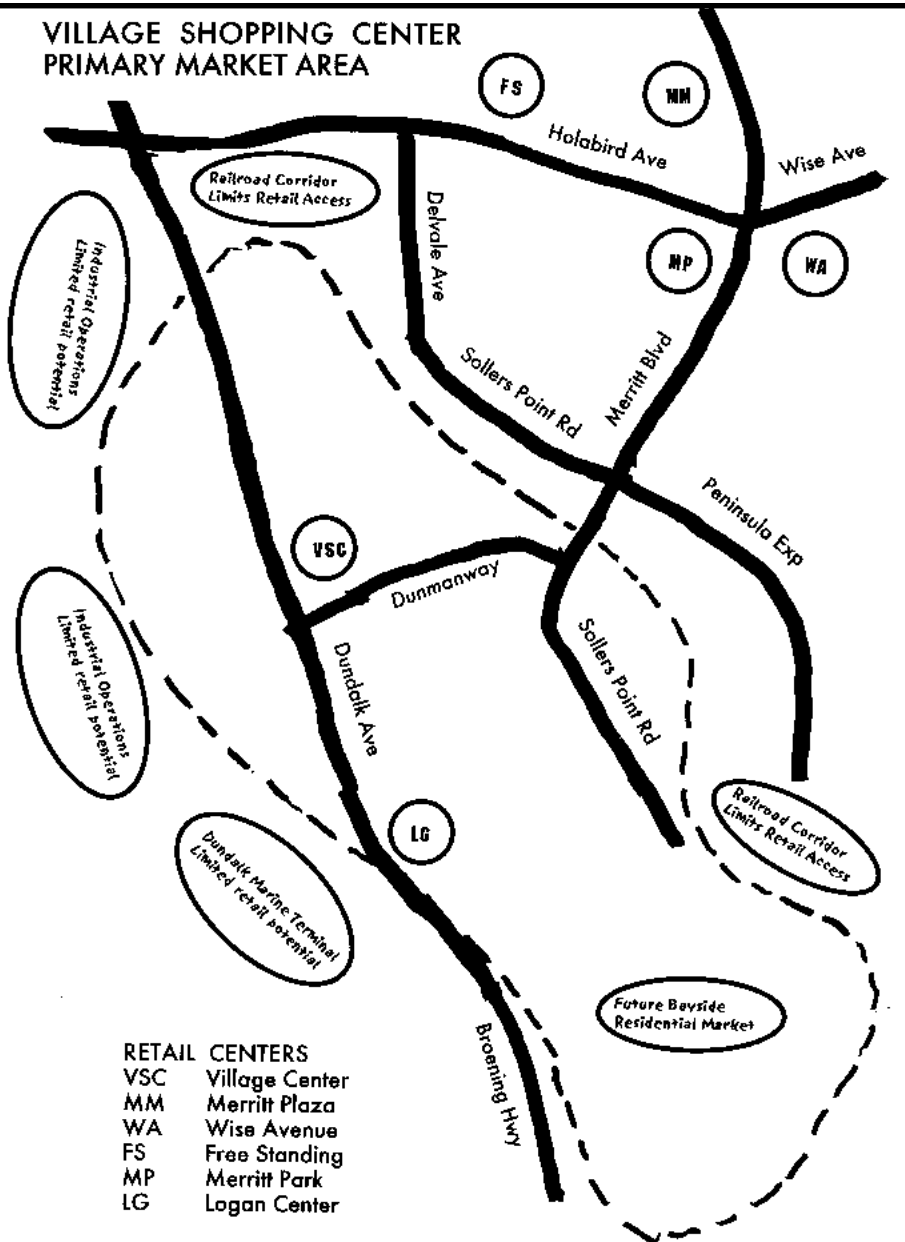
- The three newer centers on Merritt Boulevard and Wise Avenue probably total 300,000 or more square feet "pulling" on potential shoppers.
- The Dundalk Village Shopping Center primary market area is clearly bounded by such manmade barriers as the Dundalk Marine Terminal, industry to the north, a railroad line paralleling Sollers Point Road, and the waterfront to the southwest.
- That area is a self-contained market area nearly identical to the Dundalk regional planning area identified as RPD #329. So its demographics can be used as a rough indication of primary market potentials.

The next two pages present a primary market area sketch map and two scenarios. They suggest that Dundalk's primary and secondary markets can support a 60,000 to 80,000 square foot Village Shopping Center by attracting roughly \$15-million to \$20-million in retail trade at an average sales volume of \$250 per square foot.

### NEXT STEPS

The retail market potential analysis presented here identifies an economically feasible future for the Dundalk Village Shopping Center. But it is only a beginning designed to point the way to such steps as:

# VILLAGE SHOPPING CENTER PRIMARY MARKET AREA



## HIGH ATTRACTION SCENARIO

DESCRIPTION	PRIMARY Dundalk RPD #329	SECONDARY North Point RPD #330	TOTAL MARKET
Households in market area	16,200	9,500	25,700
VSC High Capture Rate	15%	5%	11%
Households Attracted	2,400	500	2,900
Median Household Income	\$37,000	\$37,000	\$37,000
Estimated Purchases	\$6,800	\$6,800	\$6,800
Total Retail Potential	\$16,300,000	\$3,400,000	\$19,700,000
Average Sales/Sq.Feet	\$250.00	\$250.00	\$250.00
Potential Sq. Feet	64,000	12,000	78,800

## LOWER ATTRACTION SCENARIO

DESCRIPTION	PRIMARY Dundalk RPD #329	SECONDARY North Point RPD #330	TOTAL MARKET
Households in market area	16,200	9,500	25,700
VSC High Capture Rate	12%	3%	9%
Households Attracted	1,900	300	2,200
Median Household Income	\$37,000	\$37,000	\$37,000
Estimated Purchases	\$6,800	\$6,800	\$6,800
Total Retail Potential	\$13,000,000	\$2,000,000	\$15,000,000
Average Sales/Sq.Feet	\$250.00	\$250.00	\$250.00
Potential Sq. Feet	52,000	8,000	60,000



- Create a Village Shopping Center steering committee made up of community leaders, developers, revitalization planners, retailers, and others bringing together varied interests in a group small enough to be effective.
- Conduct a site and center evaluation of floor space, tenants, vacancies, and marketing opportunities early on — presented in text, worksheet, site plan, and floor space drawings — to determine an initial starting point and likely near term development and marketing activities.
- Carry out a random telephone survey — plus some face-to-face interviews — to determine where Dundalk area residents shop now and what they would like to see in an improved Village Shopping Center geared to the Dundalk shopper.
- Work with prospective developers and investors to determine desired shopping center characteristics, development prospects, marketing needs, and financing requirements.
- Prepare a Village Shopping Center brochure and marketing plan to summarize the market potential and operating characteristics that would best serve Dundalk needs.
- Work out a planning process and development agreement to deal with the many steps involved in designing and building a shopping center.

The steps above can lead to a workable Village Shopping Center responsive to Dundalk preferences.

related consumer purchases for each income level. In addition, travel times from homes to shopping areas might be used to refine market area identification by using a gravity-attraction concept that reflects the fact that people will generally go to the nearest competing

### III. Access to jobs and education

Economic development discussions usually turn to talk of factories to be built, tourist attractions to be opened, and financial institutions to be created. Unfortunately, in today's recessionary economy suffering from plant closings, mass layoffs, and other bad news, such conversations are often more disturbing than useful. So this commentary turns to the broader notion of accessibility to present and prospective jobs plus accessibility to education providing training for high-skill jobs that may not be here yet. Accessibility to the jobs that will drive the regional economy is an essential element in Dundalk's economic future. Whether new jobs are actually in Dundalk or located in readily accessible employment centers elsewhere makes little difference. For general analysis purposes the Greater Dundalk prime job access area is made up of the Dundalk, North Point, Canton, Highlandtown, Essex, Middle River, Rosedale, and Metrocenter regional planning districts. Recent BMC tabulations show employment in that overall area at 105,000 in 2000, 110,000 in 2010, and 115,000 in 2020. That trend indicates a fairly slow gain of about 500 jobs a year in and around Dundalk. That surely supports the notion that jobs near home will be more limited than jobs elsewhere.

#### Assuring Good Employment Access

Improved access to new and/or more accessible jobs in and around Dundalk will fuel local economic improvement. Some might be new service industry jobs in Dundalk itself, or a major distribution center or office complex might develop in Dundalk. But it seems more likely that large job gains are more likely to develop in the Holabird Business Park, the Bayview Medical Center, or one of the employment centers proposed for the Canton Area. And other gains might be highly skilled manufacturing jobs at places like Allison Transmission in White Marsh or Lockheed-Martin near BWI Airport.

As an example, assume that the current period of employment cutbacks has ended and 5,000 new technology jobs are added at Bayview. Assume also that 5,000 new service jobs are generated. Technology salaries of \$50,000 and service wages of \$35,000 would generate a \$425-million improvement in earned personal income available for housing, retail purchases, and other expenditures.

Dundalk's employment access is already fairly good, though often congested and somewhat confusing, relative to much of the metropolitan labor market area:

- I-95 provides north-south corridor access to jobs from White-Marsh to BWI.
- The beltway distributes job-oriented trips around the Metropolitan Area.
- The Harbor Tunnel also provides ready access to the BWI area.
- Boston Street offers direct access to Canton, the Inner Harbor, and Downtown.
- Eastern Avenue provides access to Highlandtown and even Downtown Baltimore.

Few people seem to use Boston Street's "straight shot" access to waterside employment areas. This may be because there are few readily visible, clearly worded signs to ease a driver along this direct access route. Some particularly interesting opportunities for improved access to and from Dundalk include:

- Improving signs and street striping on Boston Street would be a simple, inexpensive, and effective starting effort to improve access to employment.
- Finding a way to limit the railroad grade crossing tie ups on Boston Street near Haven Street would lessen

the tendency to take longer but more certain routes.

- Improving Merritt Boulevard and Eastern Boulevard would improve Dundalk's access to employment areas opened up by extending MD-43 to Middle River.
- Making Boston Street a four lane employment access highway would improve accessibility along the five mile corridor from Dundalk to Downtown Baltimore.
- Improving scheduled mass transportation service so that workers without cars can get to work near transit destinations. Encourage the use of van pools of various kinds to serve specific home area to job site transportation needs.

#### IV. Providing Access to Education Opportunities

Likewise, access to K-14 and university education opportunities is essential to development of a well-trained work force meeting today's job requirements. Since the industrial decline that began in the 1970's, many Dundalk residents have lost good jobs and faced the prospect of retraining. And the Dundalk Area has evidently risen to the challenge of education for the increasingly skilled jobs which dominate the labor market. Education is, in fact, itself a major employer in the Dundalk Area. Education facilities from kindergarten to skilled technical programs at the Community College campus in Dundalk account for roughly 2,000 jobs. That crude measurement is, nevertheless, an indication of efforts to provide access to education resources.

Focusing the Dundalk area's K-14 education system on the reading, writing, problem solving, and calculation skills that reflect anticipated job requirements is essential. The skills needed today are far beyond those of thirty years ago and are becoming even more stringent:

- In the mid-1950's, about half the work force could function adequately with a vocabulary of fewer than 5000 words and needed very limited reading and writing skills.
- By the mid-1980's, barely 3% of the work force could succeed at that level. The remaining 97% read and wrote increasingly more complex materials and solved more and more complex problems.
- By 2000 only 2% worked at the simplest level. The other 98% needed to function at still higher levels than before.

It is clear that the world of work has changed drastically, and with it, the educational needs of the modern urban economy. (See the Hudson Institute's *Work Force 2000* (1986) and *Work Force 2020* (1998) for more detail). A general conclusion to be drawn from the data above is that succeeding in the work force requires higher and higher levels of communication skills along with increasingly complex technical skills.

A more localized and specific conclusion is that prospective workers at employment centers like Bayview, Holabird Business Park, Sparrows Point, or even a Giant super market on Merritt Boulevard need increasingly comprehensive education if they are to benefit from those jobs.

#### V. New households

There are several reasons for the Dundalk Area's interest in adding a variety of affordable new and rehabilitated housing to Dundalk's housing stock:

- Added housing units will appeal to workers in jobs accessible from Dundalk and might be made more attractive with Maryland's Live Near Your Work program.
- Added housing units can provide a modest increase in Dundalk Village Shopping Center sales from sites

in close proximity to the center.

- Affordable housing units, often made affordable with the aid of state and federal below-market mortgages, will enable younger families to live in Dundalk.
- Rehabilitated single-family and multi-family units will improve the livability of presently deficient housing and meet the housing needs of younger families.

Setting the stage for such Dundalk housing stock improvements will involve a number of initiatives — such as:

- Creating a multi-interest committee to guide and manage housing efforts
- Finding unimproved lots, or groups of lots, suitable for housing development
- Searching for housing that needs rehabilitation to maintain local housing quality
- Looking for signs of housing vacancy and abandonment problems
- Identifying housing requiring acquisition, clearance, and new construction
- Harnessing housing aid programs suitable for producing affordable housing
- Developing acceptance of a modest increase in community housing density
- Managing the considerable complexity of such housing initiatives

Housing success will depend on bundling programs into a workable project. For example, a successful project might involve combining state-backed low interest home-buyer loans, zoning revisions allowing higher densities, creation of a transferable development rights



process, and favorable non-profit rental housing financing in one project.

The number of units actually added will depend on the availability of sites, units needing replacement, housing program funding, and community interest. At present Dundalk has a fairly wide range of housing types. They include narrow brick row houses, multi-family housing, and more spacious single family detached units. Over the coming years, careful development of new, rehabilitated, and redeveloped housing can lead to an expanded and much improved Dundalk housing supply. An early housing activity to be guided by the committee should be a survey of buildable sites, or groups of sites, that can be bought from willing sellers. Such a survey would determine a realistic potential for more housing in Dundalk. The survey might make use of reportedly available Maryland capabilities for assembly of land planning data:

- The state property assessment agency has computerized property tax data, reportedly including parcel boundary maps, on a county-by-county basis. Such data and maps might be easier to use than is the case when using the “traditional” office-bound examination of maps and parcel records.
- Maryland’s Department of Natural Resources is the lead agency in the operational development of MERLIN as an online consolidation on site-related data such as: Ownership, zoning, land use, property boundaries, topography, flood risk, wet lands, and so on through dozens of other land-related items. (See *Earth Observation Magazine*, April 2000)
- Baltimore County was recently the site of a demonstration analysis of the county’s supply of usable residential development land. For the county as a whole, this pilot study, commissioned by the Home Builders Association of Maryland (HBAM) and performed by Alantech Solutions, started with 276,000 zoned resi-

dential parcels inside the Urban Regional Demarcation Line (URDL) and finally reduced the county’s inventory of buildable residential lots to 5,700 sites suitable for 7,000 housing units. This was done by subtracting parcels actually used by industrial and commercial activities, environmentally restricted, too small to develop, and otherwise unusable.

Cautious use of one or more of these resources might be helpful so long as technology doesn’t overwhelm provision of useful data. But, on the other hand, a simple field survey and assessment office map inspection might be adequate for a small-scale data gathering effort focused on specific Dundalk housing concerns.

## ACKNOWLEDGEMENTS

Mary Logan, BMC Regional Information Center - regional demographic data and publication sources

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