Right 2 Root Campaign of the Community RE/Construction 3.0 Initiative:

Conceptual Designs for Equitable Development in N/NE Portland
Table of Contents

4-5  Preface

6-7  I. Background & Overview

8-9  II. Community Workshop

10-19  III. Design Charrette

20-25  Appendix A
     Portland Census Maps

26  Appendix B
     Multnomah County rate of displacement map

27  Appendix C
     Portland preference policy map

28  Appendix D
     PDC map of public lands in the ICURA

29  Appendix E
     Sites studied in this report
PREFACE

Black people in Portland have been the most impacted by gentrification and displacement since 2000. It is estimated that over 10,000 of us have been removed from Alberta/Albina over the past 15 years. Just like other communities in Portland with many People of Color in them, like the Jade District and Cully, the Black community wants a place where we can express our culture, benefit from investment through jobs, education and business opportunities, and have affordable homes in neighborhoods with access to healthy food, transportation and opportunities to make our lives better. We see these opportunities going to other communities, and are coming together to work to ensure that Portland treats Black community the same as those other communities.

The serial forced displacement of low income and communities of color in the name of New Urbanism - urban renewal of historically divested urban cores - is a public health crisis (Fullilove) and a key problem in Portland. People who have been displaced experience "root shock." Root shock is the traumatic stress reaction to the loss of some or all of one’s emotional ecosystem. Root shock can follow natural disaster, development-induced displacement, war, and changes that play out slowly such as those that accompany gentrification. The 2014 Multnomah County Health Department Health Disparity Report showed that by nearly every measure, our Black community in Portland is sick. Racism is more deterministic than socioeconomic status (SES) or background. Two decades of unmitigated displacement from the Interstate Corridor Urban Renewal Area (ICURA) redevelopment is tearing people from their communities, destroying Oregon’s largest Black community, and causing root shock. A 2010 assessment by the Coalition for Communities
of Color, “Unsettling Profile”, also found an inconvenient truth about equity in Portland: Despite our liberal and progressive values, it is more difficult for Communities of Color to get ahead here than anywhere in the nation. This impact is not due to individual deficiency or vice; it is not natural neutral, or normal. Instead, it is the compounded outcome of years of unintended, yet unmitigated poor policy decisions.

Given the magnitude of these issues in Portland, healing will require creative and innovative solutions to redress and reverse the deleterious effects. Reconnecting Black People to the geographic Heart of our Community in N/NE Portland provides a fortuitous opportunity to do just that. To make a society that aligns with our values and understand how to accomplish this feat for one of our most under served and excluded communities in Oregon, we must look to the causal link between historical policy and current inequity. We must reframe multigenerational discrimination, serial forced displacement, gentrification, and institutional racism by its consequence, ill health, rather than its intention, “benign neglect”. Innovation of “right sized” solutions demands that we look to social, economic, political and cultural systems, as well as the built and natural environment, to understand this breach of social contract as a human rights and public health issue and to identify upstream solutions.

The **Right 2 Root Campaign of the Community RE/Construction 3.0 Initiative** is an effort to identify solutions and help community members achieve parity with other successful culturally-specific neighborhood stabilization and community development initiatives in Portland. Specifically it aims to help us:

- reclaim our community
- improve our health and education outcomes
- increase access to affordable housing and economic development opportunities
- generate long-term asset development with the help of the community.

A first public effort of the Right 2 Root campaign was the community planning process documented in this report. We crafted the planning strategy in accordance with EcoDistricts Protocol (see www.ecodistricts.org). Seven areas of community development were identified and broken out into priority criteria. Participants at the first community workshop were asked to rank their top areas of interest and importance based on community needs. Four areas of development rose as levels of importance and attention, and formed the foundation of the December 12th design charrette. The invited designers were asked to push the boundaries of innovation, creativity and industry standards when designing within these categories, and to keep “Health, Innovation and Maker Ecodistricts” as the guiding logic.

--Cat Goughnour
RADIX Consulting Group, LLC
I. Background & Overview

It was right here in Portland, Oregon, in 1968 that American civil rights leader Whitney Young spoke before a room full of designers at the national convention for the American Institute of Architects and challenged a profession “known for its thunderous silence” and “complete irrelevance” in regards to social change. This critique is widely considered the call to action of the modern public interest design movement. When Cat Goughnour approached us about assisting her Right 2 Root effort to address the rapid displacement of African Americans from historically black neighborhoods in Portland, that echo of that call was still in the air.

The rapid gentrification and housing shortage that has been taking place in Portland in the last decade would not escape the notice of even the most passive onlooker. Things have been changing dramatically in a dizzyingly short period of time in North Portland and throughout the city. While the changes have resulted in the types of breweries, boutique shops, and restaurants that Portland is famous for, the changes have not benefitted everyone. Long-time residents are being priced out of their own communities or left feeling unwelcome in the neighborhood if they choose to stay. With Salazar Architect’s background in progressive affordable housing and the Center for Public Interest Design’s (CPID) mission to use the power of design to address pressing social, economic, and environmental issues with under served communities, we felt strongly that there was an important role that designers could play in this matter.

When Cat made clear her goals for the project in her distinctively thoughtful and articulate way, it was evident that we had found a community partner that would be able to turn our research and design interests into transformative action. We were collectively interested in generating a design proposal that could prevent the type of dismissive response the black community received in the past, while also creating an inclusive, community led process that would result in a series of visions for the neighborhood. This would require deep involvement from both community stakeholders and design professionals.

A series of focus groups were held in advance of a community workshop in order to determine how best to maximize everyone’s time and talent that would be participating. Through an array of engagement tools, attendees were able to voice their hopes, concerns, and ideas for meaningful reinvestment in the area that would specifically benefit their community. It was clear from the frank and honest discussions at the workshop that the black community has suffered great trauma from the “root shock” of being displaced. And it was enlightening to hear the participants’ intimate knowledge of the area, its history, and community needs - all of which guided our thinking and planning for the design charrette. The outcomes of the workshop became, essentially, our directives of what needed to be addressed through design work. We packaged the information in a way that could clearly relay all of the takeaways to a larger set of designers quickly, without diluting the message. We then set out to strategically recruit a group of designers that could bring these visions to life.

1970 Census map of the study area showing 50-84 percent of the residents being African American (above); and the 2010 Census map showing 18-30 percent of the study area being African American (below). See Appendix A. Maps courtesy of the City of Portland.
The Right 2 Root charrette brought together over thirty design professionals with representatives from the community workshop. Working in four groups, to address the key areas that emerged as being of most relevance to the community, the participants generated a series of visions for how potential sites in N/NE Portland could be developed for the benefit of the African American community, rather than at their expense.

The design proposals contained in this report range from strategies for home ownership, to new urban plazas and street corridors with community centers, commercial space and business incubators. The master plan weaves these visions together by creating a new pedestrian friendly corridor along N. Commercial Ave. which emphasizes community interaction and links to neighborhood assets such as Jefferson High School and Self Enhancement Inc.

This visioning process created an important conversation between stakeholders and the design community, and the energy and excitement in the room was tangible. The designers came from an array of leading firms, many of whom are involved in a variety of related building and planning developments in the city. It is our belief that the charrette experience helped to meaningfully expand their view of what the needs are within the African American community. And it is our hope that this will lead to a more meaningful dialogue and, eventually, to actionable steps toward more equitable and just development in Portland.

Beyond the professionals in the room, we were particularly glad to have the CPID’s Student Fellows involved throughout the process, as they are actively seeking to push the design profession forward on public interest design issues. These future architects are determined to not be part of a profession “known for its thunderous silence” on social issues, but one known for its ability and willingness to use the power of design for the public good.

--Todd Ferry, Sergio Palleroni and Alex Salazar

Center for Public Interest Design, Portland State University
Salazar Architect
II. Community Workshop

On November 14th, the Right 2 Root campaign hosted a community workshop at Self Enhancement Incorporated (SEI). There were approximately 75 attendees participating event, offering valuable input into what areas are in need of improvement. The workshop focused on seven subjects: community centers, single-family housing, large housing, commercial space, parks, transportation infrastructure and heavy infrastructure.

PROCESS

The workshop was comprised of two exercises. The first exercise gauged people’s initial thoughts on the region’s needs going into the workshop. A “Right 2 Root” wall installation was used to gather the provided data.

(Left) Summary chart of the outcome from the Right 2 Root wall. In accordance with the EcoDistrict Protocol, 7 areas of community development were identified and broken out into priority criteria. Participants were asked to rank their top areas of interest and importance based on community needs. 4 areas of development rose as levels of importance and attention, and will form the foundation of the December 12th design charrette. Architects will be asked to push the boundaries of innovation, creativity and industry standards when designing within these categories, and to keep HEALTH, INNOVATION AND MAKER ECODISTRICTS as the guiding logic.

(Opposite Page) Example of specific issues and priorities voiced by participants at the Community Space table during the workshop.
Participants would fill out 3 color-coded cards (one large, two small) that correspond with the seven topics of discussion. The large card represented the area a participant was most interested in, while the two smaller ones indicated the second and third most important issues.

For the second exercise, participants separated into breakout tables to discuss the issues more closely. Community leaders and graduate students helped direct discussions at their respective tables, writing notes and marking on maps specific, geographic locations in need of attention. The maps indicated zoning conditions for Portland’s 2035 plan. With all of this in mind, this portion of the workshop helped to better understand what people do and do not want within this part of Portland.

CONCLUSION AND RESULTS

The community was passionate about this area and expressed a deep concern for the direction the neighborhoods are heading. Many participants used to live in this region of north Portland and could recall businesses and establishments that used to exist in the area.

From the data gathered, four central topics arose as being central to the community: small housing, community space, commercial space and parks. The people at the workshop were yearning for a sense of place and ownership within north Portland. Moreover, they wanted this future development to be familiar to them as opposed to much of the new construction currently going up in the neighborhoods.
III. Design Charrette

On December 12, local architects and community members met at the Center for Intercultural Organizing for a design charrette. The effort too the key issues that arose from the community workshop and were designed around particular lands that had been designated for commercial spaces, community spaces and small housing. Architects who specialized in these respective fields were brought in to lead the design discussion for these key topics.

PROCESS

The process began with site visits to four of the areas for possible major development. This was an effort to familiarize architects with the overall context of the area and to identify any additional connections from the sites’ initial research.

In the afternoon, everyone reconvened at the Center for Intercultural Organizing to spend the next four hours in a rapid design session. A brief overview of the initial research was presented to ground people with an understanding of what has been happening within the region
and the specific information gathered from the workshop.

People broke into four tables: master plan, community spaces, commercial campus and small housing. Designing began with a discussion on the area to identify connections to be made within the context of the sites. Questions were asked back and forth between community members and architects and an active dialogue was maintained throughout the duration of the exercise. This constant communication was critical to the process, as it ensured the designs would not go in a direction outside of the community’s wishes. From there designers went in to refining some of these ideas into clear sets of drawings and diagrams.

CONCLUSION AND RESULTS

The charrette was an engaging experience that heavily involved community members in the design process. Notes were organized, drawn, and diagrammed out to help provide a coherent thought process along the way. This was a highly productive approach that incorporated a wide range of visual representations.

Ultimately, the charrette was a successful exploration for what is possible in these underutilized lands. The effort created a cohesion between the various topics, with the ultimate goal of re-establishing the African American community within this area. The hope is that these ideas will go forward as a foundation for this kind of development in north Portland.
Through conversation with community members and design professionals, the aim of the master plan focused on access, connectivity, and community, with an emphasis on creating a memorable image of local identity. To complement the efforts of Self Enhancement Inc., Jefferson High School, Boise Eliot Elementary, local religious groups, and other local organizations, nodes of culture, commercial/employment, and housing are proposed at sites that are listed as possible for development. To form a cohesive network of local identity, the focus area would be made up of epicenters of community activity that are enhanced by connections between new establishments and those that already exist.

Because of rampant development along higher-traffic streets, such as Martin Luther King Jr. Boulevard, Vancouver, Williams and Mississippi avenues, the master plan shifts its emphasis from arterial streets to lower-traffic areas found in existing tight-knit neighborhoods in between. With a new commercial/employment center proposed south of the intersection of Fremont Street and Mississippi Avenue, work during the charrette emphasized the importance of a new thoroughfare between this epicenter and those of Jefferson High School and Self Enhancement Inc. to the north. Proposed along Commercial Avenue, it would further reduce vehicular traffic and increase pedestrian traffic, especially for schoolchildren and the elderly (another participant later noted Rodney Avenue several blocks to the east as an option). The resulting corridor would be a safe, walkable route that emphasizes community interaction and safety, and de-
emphasizes exposure to excessive noise, air pollution, high speed vehicles, and a decrease of local community members. Future measures might consider adding commercial storefront opportunities and/or focus on street-scale elements that enhance the walking experience.

Another key connection corridor would focus on a similarly safe route with a neighborhood focus between the commercial epicenter on Mississippi Ave. and the cultural epicenter on Russell Street centered at Vancouver/Williams avenues. Because of multiple barriers, including Legacy-Emanuel Hospital, Kerby Avenue, and the “spaghetti” of access points to the Fremont Bridge, a safe walking route is essential to emphasizing the singular identity of multiple nodes. While unsafe at present, the most direct route passes south and west of Emanuel-Legacy, dropping downhill under freeway overpasses before arriving at Mississippi Ave. at the foot of the proposed commercial center. If designed with great sensitivity, this route has the potential to provide an exciting route that greatly increases the walkability between two nodes of existing and future activity.

When considering the master plan as the element that creates a unified identity of the entire focus area, the commercial epicenter on Mississippi Avenue would be seen as the gateway to the community. Perched on the hilltop, the proposed buildings will communicate the physical historic home of the city’s African American population, a community whose location in the city has been relatively uncertain. By creating a strong local identity in this epicenter, that local character would be imbued throughout the other nodes in the area. Through the work of the charrettes and its organizers, this community will begin to regain its sense of place in the city.
For the topic of community space, three sites along NE Russell Street between NE MLK and N Flint were examined.

The site at the N-E corner of NE Rodney became programmed as an **Entertainment** space, with venues, a stage, places for dance, theatre, creative workshop space, media and storefront for retail. The site at the N-E corner of NE Williams became a **Food-Market** space with community kitchen, restaurants, a center for wellness and health, and a rooftop garden. The at the S-E corner of N Flint became a **Community Resource Center** with an emphasis on learning and education as well as providing space for computer / technological resources.

We see these three sites working in concert, linked by a promenade along NE Russell that would be
called the “Russel Link.” With new plantings and open space introduced along the promenade, as well as improved crossings at new and existing intersections, it can become a bike, car and pedestrian friendly place. Elements linked to the different programmed hubs carry on throughout the promenade—art lights for example can be fabricated in the creative workshop space and located along the entire stretch.

Lots between the sites ideally partner with the Russell Link and are programmed to enrich the programming of the original three sites as well as improve the experience along the Link. The Entertainment hub and the Food-Market for example could form a partnership with the power co. site (at the corner of NE Rodeny) for an energy resource and recycling incubator program for material reuse and emerging energy technologies. Emanuel Hospital’s empty lot at the corner of N Williams could provide parking, a ‘food forest’ and food carts to augment Russell Link the Food-Market site. And the Lillis Albina city park next to the Community Resource Center could be integrated into the site, becoming part of a larger indoor/outdoor experience.
COMMERCIAL SPACE

Our design focused on several large publically owned parcels at the South edge of the existing N Mississippi district. The location offers an exciting opportunity to build a large multi-block community campus / commercial incubator hub. Along Mississippi Ave, the ground floor is dedicated to retail, eclectic restaurants and work training activities with office and co-office spaces taking place on the second and third floors. A health and recreation center and commercial kitchen is housed in the large building to the South East, which also serves to shield the rest of the campus from freeway noise.

By opening up the site through a series of pedestrian plazas, the master plan serves as a hub for businesses to connect to the existing neighborhood, Boise-Eliot school, as well as the future Russell Link (through a new pedestrian path below the elevated freeway).
Plazas / paths connect light rail at the bottom of the hill with the green space associated with Boise Elliott school, they provide opportunities for congregation particularly at the bottom of the hill, and they integrate hard scape with habitat restoration and grey water runoff control.

Underneath the commercial campus are three levels of underground parking with 500 to 700 spaces. These can be metered out to light rail users and Mississippi neighborhood visitors, creating a revenue stream that could help finance the development. The parking would be set into the hill as a strategy for handling the grade change and would be masked from view along Mississippi by storefronts and landscaping.

At the center of the commercial campus is a day care center, which responds to the community voiced need of having drop-in day care in the neighborhood - a limited service in Portland and not available in North / North East neighborhoods. It is centrally located so parents can easily visit their child, but separate enough so parents can focus while their children are being taken care of. Private, secure outdoor play space is provided at the roof top terrace; the kitchen / food service would provide allergy conscious foods; and accessible drop-off parking would be provided.
Through the flexible and affordable nature of small housing, opportunity to return and invest in the neighborhood is made accessible. Residents can return by taking small step investments: from a tiny home, to an accessory dwelling unit and on to single family home, residents can gradually establish themselves with a greater sense of stability with each step. Once established, community ties are free to form over time. The discussion at the small housing table revolved generally around the ideas of economic opportunity, flexibility, and community and how each of those, through small housing, can manifest itself in the various opportunity sites.

Small housing can manifest itself in several different sizes and scales and is therefore flexible. From small to large, examples include: detached bedrooms, micro homes, accessory dwelling units, small house communities, co-housing, and single-family homes. These different types of small housing can vary in appropriateness from site to site and can be considered as a “menu” of housing types that can be referred to when approaching an opportunity site. In this way, small housing works well for smaller or more difficult lots. Additionally, it also provides a mixture of opportunities for those of varying economic status. With such mixed opportunity both a student looking for something small and affordable, and a family looking for a large home to fit their family have a chance to live in the neighborhood and thus encourage a diverse community. The table group analyzed each site and chose the type of housing that best fit the site.

Building/rebuilding community is also possible through small housing. For example, as a family grows, that family can invest in small housing such as an ADU. In that ADU the grandparents of the family can dwell close by and begin to form a close,
intergenerational community. Furthermore, community can be encouraged through shared resources. In the case of a detached bedroom, a single person or a couple would share a kitchen with those who live in the main home. Another example (seen in the sketches of site 18 and 16) could be a tiny home community built around a shared garden plot; the plot would be maintained by the community and thus tie the individuals together. Moreover, through the sharing of resources, those with fewer resources of their own have the chance to tap into collective assets. For example, the grandparents who live in a detached ADU can offer child care for the family living in the main home and the family can offer something in return. In this way resources stay within the community and everyone can begin to play a meaningful role.

Small housing can offer unique economic opportunities. An accessory dwelling unit (ADU), for example, can provide a stream of income to the owner of the main home and, on the other hand, an ADU can also offer entry opportunity back into the neighborhood for those looking for more affordable housing options. The community members were in strong agreement that the economic opportunity embedded within small housing is needed; especially in a time where many community members are being displaced because of the rising cost of living in the area. Through the affordable entry opportunity inherent in small housing, the community can begin to approach home ownership as a stepped process. For example, one can first purchase a tiny house, build equity, and, as the family grows, purchase a small home. As the family grows larger and continues to build equity, they can purchase an even larger home. Through this process, a family can work towards home ownership and stability.
APPENDIX
Black or African American Percent of Total Population 1970
North/Northeast Portland by Census Tract

<table>
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<tr>
<th>Area</th>
<th>African-American</th>
<th>Total</th>
<th>Percent</th>
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<tr>
<td>Portland</td>
<td>21,572</td>
<td>382,619</td>
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<tr>
<td>North/Northeast</td>
<td>19,463</td>
<td>87,891</td>
<td>22%</td>
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APPENDIX A: City of Portland African American Census Maps

Created by Portland Housing Bureau, June 2014
Source: 2010 Decennial Census, National Historic Geographic System
Black or African American Percent of Total Population 1980
North/Northeast Portland by Census Tract

<table>
<thead>
<tr>
<th>Area</th>
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<th>Percent</th>
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<td>27,734</td>
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<td>North/Northeast</td>
<td>22,387</td>
<td>80,984</td>
<td>28%</td>
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Black or African American Percent of Total Population 1990
North/Northeast Portland by Census Tract

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<th>Area</th>
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<th>Total</th>
<th>Percent</th>
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<tbody>
<tr>
<td>Portland</td>
<td>33,530</td>
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<td>North/Northeast</td>
<td>23,724</td>
<td>77,195</td>
<td>31%</td>
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</table>

Source: 2010 Decennial Census, Minnesota Population Center. National Historical Geographic Information System
Black or African American Percent of Total Population 2000
North/Northeast Portland by Census Tract

Percent African Americans
- 3% - 8%
- 9% - 17%
- 18% - 30%
- 31% - 49%
- 50% - 84%

Table:

<table>
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<th>Area</th>
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<th>Total</th>
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<td>35,115</td>
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<td>North/Northeast</td>
<td>19,922</td>
<td>80,557</td>
<td>25%</td>
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Created by Portland Housing Bureau, June 2014
Source: 2000 Decennial Census

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Black or African American Percent of Total Population 2010
North/Northeast Portland
by Census Tract

Created by Portland Housing Bureau, June 2014
Source: 2010 Decennial Census, National Historic Geographic System

<table>
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<tr>
<th>Area</th>
<th>African-American</th>
<th>Total</th>
<th>Percent</th>
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<tbody>
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<td>Portland</td>
<td>36,695</td>
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<td>6%</td>
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<tr>
<td>North/Northeast</td>
<td>12,274</td>
<td>83,237</td>
<td>15%</td>
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Black/African American Population

Projected changes in the numbers of African Americans show clear geographic patterns. The number of African Americans per tract is expected to stay the same or decline in virtually every census tract west of Interstate-205. In Portland’s historically Black Albina District, losses are expected to be very high, sometimes more than a thousand people per census tract. The Albina District includes neighborhoods such as Eliot, King, Humboldt, Piedmont, and Irvington. Growth in the African American population is expected to occur primarily east of I-205, but within the City of Portland’s borders, including the Powellhurst-Gibert and Hazelwood neighborhoods. Other pockets, including parts of Gresham and Fairview, are expected to see smaller increases.

MAP 9—Black/African American Estimated Population Change, 2010-2025 by Census Tract
Sites studied in this report:

1. 4915 N. Gantenbein Ave
2. 114 N. Blandena St
3. 4231 NE Mallory
4. 4233 N. Missouri
5. 3150 N. Mississippi Ave
6. 725 N. Fargo St
7. 3135 N. Borthwick Ave
8. 2600 Williams
9. 205 NE Russell St
10. 6931 NE Martin Luther King Jr. Blvd
11. 214 N. Russell St (10:30 AM meetup)
12. 1698 N. Going St
13. 2455 N. Going Ct
14. 1532 N. Blandena St
15. 1034 NE Grand Ave
16. 2124 N. Williams Ave
17. 427 NE Coosk St
18. 5029 NE Martin Luther King Jr. Blvd
19. 6431, 6435, 6445 NE Martin Luther King Jr. Blvd
20. 4046 N. Albina Ave

Additional site for workshop:

Small housing sites:

Tour Mississippi Campus Commercial Space

Tour Russell Corridor Community Space

Not in workshop but part of city RFP process:

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Conceptual Designs for Equitable Development in N/NE Portland.

Right to Root Campaign of the Community RE:Construction 3.0 Initiative.
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Mathew Rusnac, CPID Student Fellow
Jody Dubyoski, CPID Student Fellow
Julie McEvoy Baines, Salazar Architect

Charrette Tables
Master Planning Table
Dylan Morgan, Place
Kelly Stoecklein, Place
Sam Gollah, Gollah Planning and Consulting
Audrey Alverson, Hacker Architects
Scott Mooney, SRG
James Brackenoff, Ankrom Moisen
Rachel Mullon, PSU graduate student
Willie Chandler, CPID Student Fellow
Alejandra Ruiz Llopiz, CPID Student Fellow

Small Infill Housing Table
Sergio Palleroni, CPID
Eli Spevak, OrangeSplot
Alex Brooks, Ankrom Moisen
Amanda Gresen, GBD
Jennifer Huang, Place
Paula Barreto, Place
Kristin Belz, Ankrom Moisen
Rosanne Lynch
Mathew Rusnac, CPID Student Fellow

Community Space Table
Mike Corl, VCA
Sueenn Ho, Resolve Architecture and Planning
Brad Bane, Ankrom Moisen
Taylor Bailey, GBD
Marc Griffin, VCA
Paul Conrad, Salazar Architect / CPID Student Fellow
Hayley Nelke, CPID Student Fellow

Commercial Space Table
Charles Kelly, ZGF
Gabby Riley, ZGF
Ashley Koger, GBD
Eric Gewirtz, Holst
Isaac Adams
Jenna Wasser, CPID Student Fellow
Julie McEvoy Baines, Salazar Architect