



Capital Improvement Planning Recommendations

Fall 2020
Troutdale

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Fall 2020

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COLLEGE OF DESIGN

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This report represents original student work and recommendations prepared by students in the University of Oregon's Sustainable City Year Program for the City of Troutdale. Text and images contained in this report may not be used without permission from the University of Oregon.

Contents

4	About SCI
4	About SCYP
5	About City of Troutdale
6	Course Participants
7	Executive Summary
8	Introduction
9	Funding
14	Background: Current Goals and Prioritization
21	Recommendations
22	References
23	Appendix A
24	Appendix B
25	Appendix C
26	Appendix D
27	Appendix E
46	Appendix F
47	Appendix G

About SCI

The Sustainable Cities Institute (SCI) is an applied think tank focusing on sustainability and cities through applied research, teaching, and community partnerships. We work across disciplines that match the complexity of cities to address sustainability challenges, from regional planning to building design and from enhancing engagement of diverse communities to understanding the impacts on municipal budgets from disruptive technologies and many issues in between.

SCI focuses on sustainability-based research and teaching opportunities through two primary efforts:

1. Our Sustainable City Year Program (SCYP), a massively scaled university-community partnership program that matches the resources of the University with one Oregon community each year to help advance that community's sustainability goals; and

2. Our Urbanism Next Center, which focuses on how autonomous vehicles, e-commerce, and the sharing economy will impact the form and function of cities.

In all cases, we share our expertise and experiences with scholars, policymakers, community leaders, and project partners. We further extend our impact via an annual Expert-in-Residence Program, SCI China visiting scholars program, study abroad course on redesigning cities for people on bicycle, and through our co-leadership of the Educational Partnerships for Innovation in Communities Network (EPIC-N), which is transferring SCYP to universities and communities across the globe. Our work connects student passion, faculty experience, and community needs to produce innovative, tangible solutions for the creation of a sustainable society.

About SCYP

The Sustainable City Year Program (SCYP) is a year-long partnership between SCI and a partner in Oregon, in which students and faculty in courses from across the university collaborate with a public entity on sustainability and livability projects. SCYP faculty and students work in collaboration with staff from the partner agency through a variety of studio projects and service-

learning courses to provide students with real-world projects to investigate. Students bring energy, enthusiasm, and innovative approaches to difficult, persistent problems. SCYP's primary value derives from collaborations that result in on-the-ground impact and expanded conversations for a community ready to transition to a more sustainable and livable future.

About City of Troutdale

Troutdale is a dynamic suburban community in Multnomah County, situated on the eastern edge of the Portland metropolitan region and the western edge of the Columbia River Gorge. Settled in the late 1800s and incorporated in 1907, this “gateway to the gorge” is approximately six square miles in size with a population of nearly 17,000 residents. Almost 75% of that population is aged 18-64.

Troutdale’s median household income of \$72,188 exceeds the State of Oregon’s \$59,393. Troutdale’s neighbors include Wood Village and Fairview to the west, Gresham to the south, and unincorporated areas of Multnomah County to the east.

For the first part of the 20th century, the city remained a small village serving area farmers and company workers at nearby industrial facilities. Starting around 1970, Troutdale became a bedroom community in the region, with subdivisions and spurts of multi-family residential housing occurring. In the 1990s, efforts were made to improve the aesthetics of the community’s original core, contributing to an award-winning “Main Street” infill project that helped with placemaking. In the 2010s, the City positioned itself as a jobs center as it worked with stakeholders to transform a large superfund area to one of the region’s most attractive industrial centers – the Troutdale-Reynolds Industrial Park.

The principal transportation link between Troutdale and Portland is Interstate 84. The Union Pacific Railroad main line runs just north of Troutdale’s city center. The Troutdale area is the gateway to the famous Columbia River Gorge Scenic Area and Sandy River recreational areas, and its outdoor pursuits. Troutdale’s appealing and

beautiful natural setting, miles of trails, and parkland and conservation areas draw residents and visitors alike. The City’s pride in place is manifested through its monthly gatherings and annual events, ranging from “First Friday” art walks to the city’s long-standing Summerfest celebration each July. A dedicated art scene and an exciting culinary mix have made Troutdale an enviable destination and underscore the community’s quality of life. Troutdale is home to McMenamins Edgefield, one of Portland’s beloved venues for entertainment and hospitality.

In recent years, Troutdale has developed a robust economic development program. The City’s largest employers are Amazon and FedEx Ground, although the City also has numerous local and regional businesses that highlight unique assets within the area. Troutdale’s recent business-related efforts have focused on the City’s Town Center, where 12 “opportunity sites” have been identified for infill development that respects the small-town feel while offering support to the existing retail environment. The next 20 years promise to be an exciting time for a mature community to protect what’s loved and expand opportunities that contribute to Troutdale’s pride in place.

Course Participants

TROY BRUNDIDGE, Geography Graduate
EMILY CONNOR, Community and Regional Planning Graduate
JAMES CONWAY, Public Administration Graduate
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JESS DOWNEY, Community and Regional Planning Graduate
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Executive Summary

A team of students at the University of Oregon has provided research and recommendations to aid the City of Troutdale in the improvement of their Capital Improvement Planning (CIP) system. This collaboration occurred through a partnership between the City of Troutdale and the Sustainable City Year Program. In this report, potential funding opportunities for the City of Troutdale are explored, including fees, grants, cost sharing, and debt financing. Three prioritization systems for project selection will also be discussed and the best system for Troutdale will be recommended. The first system blends the surrounding jurisdiction's goals and values. The second model is based on relevant grant funding. The third model is based on best practices and the City of Troutdale's City Council goals. After exploring these topics, final recommendations will be offered to the City of Troutdale.

Introduction

A robust and efficient system for Capital Improvement Planning (CIP) is necessary for a city because it allows transparency in the planning process and it can foster development of the city's goals and needs.

Because Capital Improvement Projects are expensive and occur infrequently, a budgeting system that is separate from the operating budget is necessary. This is also an opportune time for the City of Troutdale to improve their CIP process since the Town Center Plan was recently drafted after three years of development. This Town Center Plan identifies opportunity sites and corridors for improvement and development. With an improved CIP process, the City of Troutdale can take advantage of funding opportunities that may have been previously overlooked. With an improved project prioritization system, the process will be transparent and defensible. Overall, the refinement

of the CIP process will allow the City of Troutdale to pursue the community's vision and goals.

PURPOSE AND OVERVIEW

The city of Troutdale is considering eight corridors from their Town Center Plan for improvement and development. The UO team has proposed four funding options as well as three CIP prioritization systems to assist Troutdale with their corridor selections and improvements. Specific funding options, prioritization systems, and corridors will be recommended by the team based on best practices and available data.

Funding

Currently, Troutdale receives funding for Capital Improvement Planning from the General Fund, specific department funds, the Urban Renewal Fund, and from outside sources (such as developers or state/regional entities). See Appendix A for details about Troutdale’s current CIP funding sources. The following sections will describe immediate opportunities for funding sources as well as future opportunities for the City of Troutdale.

IMMEDIATE OPPORTUNITY: FEES

An immediate opportunity for funding CIP projects for Troutdale is to raise fees and to increase the Urban Renewal Area (URA). The team also recommends that Troutdale create a capital reserve account to fund transportation related CIP projects. The following is a list of possible options to fund this account:

- Developer exactions
- Urban Renewal District (URD) fund increases
- Transportation System Development Charge (SDC) increases
- Local improvement district (LID) funds
- General Fund revenue transfers
- Special assessments
- Employment taxes

The increase of System Development Charges (SDCs) is an immediate opportunity for Troutdale to increase

its CIP funding. Troutdale already increases SDCs annually to reflect inflation, but these charges lag behind other Portland metro area neighbors. The UO team recommends that Troutdale increase the SDCs to somewhere between \$2,000 to \$6,500. See Table 1 for the revenue ranges based on these increases. The revenue was calculated by multiplying the current, low, and high SDCs rates by the low trip per unit (0.16) and the high trip per unit (0.99). These trip per unit numbers came from Troutdale’s ITE Trip Generation Manual, which identifies trips per unit ranging from 0.16 to 0.99 (Institute of Transportation Engineers, n.d.). Additionally, Troutdale’s 2020 Housing Needs Analysis reports that 1,006 units have been built since 2000, which is an average of 50.3 units per year and this number was used to forecast the revenue range in the table below.

FIG. 1
 Table 1. Current and Recommended SDCs
 Source: Jove Rousseau, City of Troutdale, Metro Area Average

Transportation SDCs Rate	Current		Low		High	
		\$1,045		\$2,000		\$6,500
Revenue Range	\$8,410	\$52,038	\$16,096	\$99,594	\$52,312	\$323,681

Another option is to increase System Development Charges to bring in CIP funding, while simultaneously incentivizing the reduction of SDCs for specific types of development that are desirable for the City of Troutdale. For example, Wilsonville receives most of their CIP funds from SDCs, yet they also offer competitive economic incentives to encourage development that specifically reflects their city's goals and values. Wilsonville uses a tier system for economic incentives and some of their criteria for approval includes local ownership, a commitment to social equity, and the ability to provide local living-wage jobs. In the tier system, the more criteria met, the more incentives given. This allows Wilsonville to craft its desired type of development given the community's needs and values. Since the funding for Troutdale's CIP projects may be at odds with city's need for desirable development, it may be worthwhile to raise the SDCs and consider a competitive economic development incentive system based on the unique needs and values of Troutdale.

IMMEDIATE OPPORTUNITY: GRANTS

Grants can increase revenue diversity; many exist at the federal, state, and regional level that are well suited for Troutdale's Capital Improvement Planning needs. Specifically, the Town Center Plan corridors may be good candidates for an assortment of federal and state grant opportunities relating to bicycle and pedestrian improvements and safety enhancements. The grants our team identified have specific goals that align with our recommended evaluation criteria. For example, the Oregon Community Paths grants, Oregon Pedestrian and Bicycle Program, and the Regional Flexible Funding Allocations all focus on safety, equity, connection, and sustainability. These grants and their compatibility with the proposed recommendation system are listed in Table 2.

The UO team recommends that Troutdale take a 'bundle' approach where a blend of CIP financing sources are used, including grants. See Appendix B for the full list of grant funding opportunities.

Grants	A	B	C	D	E	F	G	H
	Halsey	HCRH West	HCRH Main	HCRH East	Buxton	Buxton to 257th	Sandy	Downtown Confluence
Bike Belong Grant	1	0	1	0	1	0	0	1
Oregon Bicycle & Pedestrian	1	0	1	0	1	0	0	1
Transportation Enhancement	1	0	1	0	1	0	0	1
Highway Safety Improvement	0	0	0	0	0	0	1	0
Regional Flex Fund Allocation	1	0	1	0	1	0	0	1
Oregon Tourism Commission	0	0	0	1	0	0	0	0
Metro Community Placemaking	0	0	0	1	0	0	0	0
Oregon Community Paths	1	0	1	0	0	0	1	1
Safe Routes to School	X	X	X	X	X	X	X	X
Total	5	0	5	2	4	0	2	5

FIG. 2

Table 2. Grants and Corridors

Source: Oregon Community Paths Program, Competitive Grants Program, Oregon Tourism Commission, Travel Oregon; Transportation Capital Improvement Plan and Program, Multnomah County (2020-2024).

IMMEDIATE OPPORTUNITY: COST SHARING

The UO Team recommends that the City of Troutdale pursue cost sharing with Multnomah County, Gresham, Wood Village, and the Oregon Department of Transportation to fund Capital Improvement Projects that benefit all stakeholders involved. Many of Troutdale’s corridors are owned by Multnomah County therefore Troutdale

should consider aligning their corridor projects with Multnomah County’s CIP projects in the coming years. Cost sharing with the county would help promote economic efficiency, and both the county and the city’s overlapping goals could be met. See Appendix C for the current list of the 13 identified Multnomah Country CIP projects involving the City of Troutdale area.

FUTURE OPPORTUNITY: DEBT FINANCING

Debt can be used strategically to fund Capital Improvement Projects. The UO team recommends that Troutdale pursue General Obligation Bonds, the State Transportation Infrastructure Bank, and Revenue Bonds. Since the City of Troutdale has an Aa2 rating, which represents high quality and minimal investment risk, the city is in an excellent position to leverage debt for Capital Improvement Projects (Moody, 2018).

- **General Obligation Bonds** are a viable funding source, and represent a Pay as You Use (PAYU) approach to capital financing. If Troutdale voters approve, this is a good option to secure immediate funding for projects.
- **The State Transportation Infrastructure Bank** offers loans for transportation projects. Troutdale could apply for a loan to fund the pedestrian bridge project and other

transportation projects immediately (ODOT, n.d.b.).

- **Revenue Bonds** are debt instruments that are secured by a rate of revenue. Given the current debt to revenue ratios, it may be difficult to secure these without additional predictable revenue streams. The upcoming URA development may strengthen the city's likelihood of securing revenue bonds (ODOT, n.d.b.).

FUNDING CONCLUSIONS

The UO team recommends that Troutdale prioritize least expensive to most expensive funding methods while focusing on System Development Charges, grant funding, and cost sharing. Table 3 evaluates funding sources based on the values of level of benefits-received, neutrality, efficiency, and productivity. These values are considered best practices for local governments to analyze when procuring funding sources (Bland, 2020).

DEFINITIONS OF EVALUATION CRITERIA:

Horizontal Equity: Taxes that rank highly in equity impose costs and distribute resources fairly. Horizontal equity ensures that those in comparable positions pay the same or similar rate.

Vertical Equity: Those with a higher ability to pay, pay more.

Administrative Efficiency: A tax that is efficient is not costly to administer in terms of effort, money, or time and generate more revenue than it costs to collect.

Neutrality: A neutral assessment does not affect the decisions or distort the behavior of a community.

Productivity: A productive tax should produce stable and enough revenue to meet desired levels of expenditures.

Certainty: The rules of taxation should be clearly stated and evenly applied.

Source: Lewis, 2020

System Development Charges are scored as “good” because the developers who pay them will receive the benefits of the investment in the form of improved infrastructure. For grants and cost sharing, it is unclear what the benefits-received will be because the entities who pay for the improvements may be outside of the community. System Development

Charges score “poorly” on neutrality because if these rates are increased, developers may relocate to other cities to start their projects. All three funding options incur low administrative burdens resulting in a high efficiency evaluation. Lastly, the scores for SDCs, grants, and cost sharing reflect the unpredictable nature of these sources due to externalities.

FIG. 3
Table 3. Evaluation of Recommended Funding Sources

Source: Robert L. Bland. A Budgeting Guide for Local Government. 3rd Edition (2020)

Values	SDC	Grants	Cost Sharing
Benefits-received principle	Good	N/A	N/A
Neutrality	Poor	Excellent	Excellent
Administrative (efficiency)	Good	OK	Good
Productivity	OK(?)	OK (?)	OK (?)

Background: Current Goals and Prioritization

Currently, the Capital Improvement Planning process in Troutdale may lack transparency and objective project selection.

Troutdale's CIP is outlined in a standalone document and includes a capital project spending plan for 20 years following its preparation (Troutdale, 2016). Troutdale's CIP is evaluated for funding during each budget cycle and is recommended to be reviewed and updated annually by City Council (Troutdale, 2016). Troutdale's CIP preparation is a four-step process:

- Projects are identified by the associated Public Works division. While projects are most often identified through the city's Master Plan, which is developed with public involvement, other entities may also identify problem areas and suggest projects.
- Identified projects are reviewed and consolidated by the Public Works Department.
- Other staff review and comment on the consolidated plan.
- The plan may be revised before being brought to a public hearing and then to City Council for adoption.

While projects that enter the CIP process have often already been vetted by the Master Planning process, the CIP does not indicate how projects are consolidated by the Public Works Department or which other staff review the plan.

PRIORITIZATION SYSTEM 1: COUNTY, CITY, AND STATE GOALS MATRIX EVALUATION CRITERIA

This is a weighted system that combines Troutdale's goals with the goals of the surrounding county, state, and Metro organization. While Troutdale's current CIP is grounded in the master planning process, the relationship of the CIP to the Transportation System Plan (TSP) is unclear. Troutdale defines transportation-related goals in the TSP instead of the Comprehensive Plan, but reliance on the project-specific City Council goals may obfuscate broader goals articulated in the TSP (Troutdale, 2015). Due to this shortcoming, the UO team recommends that Troutdale adopt new CIP goals.

To identify new goals, the team analyzed the current goals of Troutdale's CIP in relation to related plans and nearby stakeholders including the Troutdale TSP, Multnomah County Goals, Metro Goals, and the 19 Oregon Statewide Planning Goals. The team researched and analyzed the goals from different governmental tiers to ensure that Troutdale's CIP goals align with local, regional, and statewide planning goals. The UO team identified 12 themes throughout these documents and recorded their presence in Table 4, double weighting the Troutdale TSP scores to reflect discrete city priorities.

	Troutdale CIP	Metro	Troutdale TSP*	Oregon Statewide	Multnomah County	Total
Economic Development	1	1	2	1	0	5
Cost Efficiency	0	1	2	1	0	4
Safety	0	1	2	1	1	5
Rural Connection	0	1	0	1	1	3
Active Transportation	0	1	0	0	0	1
Transit	0	1	2	1	1	5
Public Support	1		0	0	0	1
Sense of Community	0	1	2	1	1	5
Sustainability	0	1	0	1	1	3
Public Health	0	1	0	1	0	2
Transparency & Accountability	0	1	0	0	0	1
I84 Interchange	0	0	2	0	0	2

FIG. 4

Table 4. Goals Analysis Matrix

*Troutdale TSP Scores are weighted 2X to represent the respective influence on the projects.

Source: Troutdale CIP, Metro Goals, Troutdale CIP, Oregon Statewide Planning Goals, Multnomah County Goals

While the Troutdale TSP goals do not explicitly address sustainability or climate change, research indicates that transportation accounts for 28% of U.S. greenhouse gas emissions (EPA, 2018). Additionally, double weighting the Metro goals also increases the score for Sustainability. Based on this standpoint and the analysis in Table 4, the UO team recommends that Troutdale adopt the following goals: development, efficiency, safety, transit, sustainability, and sense of community.

Per request from Troutdale staff, the team conducted an additional

evaluation in which both Metro and Troutdale TSP goals are double weighted. While this did not substantively change the totals, the results can be found in Appendix D.

Based on the UO team-selected goals and case study research, the team recommends that Troutdale adopt the evaluation criteria outlined in Table 5. By establishing these evaluation criteria, Troutdale will be able to pursue its community vision and goals as well as enhance the transparency and objectivity of the selection process.

These evaluation criteria reflect the revised goals outlined previously and are designed to be specific and minimize subjectivity. Criteria like safety, efficient movement, connection, and sustainability directly operationalize the previously recommended goals. A more equitable transportation system is one that improves safety, transportation options (transit & sustainability), and a sense of community for all residents. Cost effective projects allow the city

to advance mobility outcomes for the most people possible and identified funding ensures those projects are realized. Lastly, evaluating on public support holds Troutdale accountable to meaningful public engagement to inform and receive feedback from residents.

Criteria	Explanation
Safety	Residents should be able to safely travel to their destinations regardless of mode.
Efficient Movement	Moving people and goods efficiently supports the local economy.
Equity	Ability, spatial, financial, and environmental. Recognizing the disproportionate impacts of transportation decisions on BIPOC individuals and neighborhoods with concentrations of BIPOC residents, equitable transportation projects will provide more transportation options.
Connection	Facilitate multi-modal access to destinations.
Sustainability	Reduce the need for single-occupant vehicle (SOV) trips or otherwise mitigate the impact of SOV trips.
Cost Effectiveness	Efficient use of funds that reflects throughput of people rather than throughput of motor vehicles.
Public Support	Reflect and address community-identified needs and concerns.
Funding	Have identified funding.

FIG. 5

Table 5. Recommended Evaluation Criteria for Troutdale CIP Prioritization

Source: Aliza Whalen; City of Portland Budget, 2020-21; PBOT CIP Selection, n.d.; City of Forest Grove Capital Improvement Plan, 2016; City of Forest Grove Capital Improvement Program

Analysis

After revising Troutdale’s CIP prioritization process by recommending new goals, evaluation criteria, and funding sources, the UO team applied the process to the corridors identified in the Town Center Plan. The assessment outlined in Table 6 is incomplete, as the team lacked information to assess the

cost effectiveness or public support for different projects. Based on the information available and selected evaluation criteria, corridors A (Halsey), C (Historic Columbia River Highway - Main Street), D (Historic Columbia River Highway East), and H (Downtown/ Confluence) score highest.

Corridor	A	B	C	D	E	F	G	H
	Halsey	HCRH West	HCRH Main	HCRH East	Buxton	Buxton to 257th	Sandy	Downtown Confluence
Safety	1	0	1	1	0	0	0	1
Efficient Movement	1	1	1	1	0	1	1	0
Equity	1	0	1	1	0	0	0	1
Connection	1	1	1	1	1	1	1	1
Sustainability	1	0	1	1	0		0	0
Funding	1	0	1	0	1	0	1	1
Cost Effectiveness	-	-	-	-	-	-	-	-
Public Support	-	-	-	-	-	-	-	-
Total	7	2	7	6	2	2	3	4

FIG. 6

Table 6. Troutdale Town Center Plan Project Prioritization

Source: Troutdale Town Center Plan – Corridors

PRIORITIZATION SYSTEM 2: FUNDING-FIRST

Communities often rely on external funding, particularly grants, to complete capital improvement projects. This has become increasingly important as cities have less federal funding to rely on, while trying to maintain public services, rehabilitate aging critical infrastructure, and address communities' future needs. As discussed earlier in the "Funding Options" section, potential funds Troutdale can consider include: (1) Metro Regional Flexible Funding, (2) Multnomah County Funding, and (3) Multimodal Active Transportation Fund.

Part of the process of applying for grant funding is to align community plans with grant criteria. Safety, equity, and connectivity are three consistent themes in the grant criteria that we

assessed. Less common criteria include climate, asset management, and resilience. We looked at how these terms were defined by the grants and then qualitatively coded the phrasing within Troutdale's TSP policies and goals, its Town Center Plan elements, and its transportation corridor descriptions.

TSP

We focused on policies first since these were written with more specific language, which makes them appear more actionable and meaningful to grant reviewers than broadly worded goals. While reviewing the policies, we highlighted phrasing that would support the grant criteria. For example, one of the grant criteria for Metro Regional Flexible Funding is safety. Safety was described by the grant as

reducing conflicts between modes, reducing the number of serious injuries or fatal crashes, etc. Here's an example of how this was applied:

TSP Goal 1, Policy D states, "Encourage pedestrian and bicycle accessibility by providing safe, secure and desirable walkway routes, with a preferred spacing of no more than 330 feet, between elements of the pedestrian network."

This policy clearly supports safety by reducing conflict between modes. Using this process, we applied each of the grant criteria to the TSP. Additionally, we noted that some policies could be counted toward more than one grant criteria. When this occurred, we counted the policy as applying to both. Once completed, we tallied up how many policies and related goals met each of the grant criteria. This resulted in more goals than the TSP has, but the purpose of this method is to ascertain a quantifiable number of goals and policies that align with each grant. For more information on which were included, refer to Appendix E.

Town Center Plan

In our evaluation of the Town Center Plan, we focused on the Socio-Economic and Physical Elements

since these directly tie into the grant criteria. The Socio-Economic Element encompasses social, economic, and resiliency and future trends. The Physical Element includes resources, land-use, and transportation and mobility. Within each element, the plan lists key factors. We analyzed these to determine relationships between grant criteria and the Town Center Plan using the method outlined previously.

Transportation Corridors

To evaluate the corridors, we used the detailed descriptions of Troutdale's Town Center Corridors provided by city staff. We searched for phrasing that would support each criterion. For example, Corridor A's description noted that its wide right-of-way may lend itself to an off-street bike/ped trail that parallels the vehicular travel lanes. This supports Metro's safety criteria by reducing conflicts between modes. For more information on which descriptive phrases support each criterion, refer to Appendix E. Note: for Multnomah County Funds, we only analyzed the County-owned corridors, i.e. Corridors A, B, C, D, and E. By showing the similarities between Troutdale's plans and the County's goals, Troutdale can position itself to incorporate these corridors into the next CIP.

Funding Prioritization			
Funding Options	TSP Goals/Policies	Town Center Plan	Corridors
Metro Regional Flexible Funding			
Safety	5 Goals, 8 Policies	2 Goals	A, C, E
Equity	3 Goals, 3 Policies	None	None
Climate	4 Goals, 12 Policies	3 Goals	A, C, E
Congestion	4 Goals, 11 Policies	1 Goal	D, H
Total	16 Goals, 34 Policies	6 Goals	A, C, D, E, H
Multnomah County Funds			
Safety	5 Goals, 8 Policies	1 Goal	A, C, E
Equity	3 Goals, 3 Policies	None	None
Asset Management	2 Goals, 2 Policies	None	None
Resiliency	1 Goal, 1 Policy	1 Goal	E
Mobility	2 Goals, 6 Policies	2 Goals	A, B, C, E
Sustainability	1 Goal, 1 Policy	2 Goals	D
Total	14 Goals, 21 Policies	6 Goals	A, B, C, D, E
Multimodal Active Transportation Fund			
Safety	5 Goals, 8 Policies	2 Goals	A, C, E
Equity	3 Goals, 3 Policies	None	None
Connectivity	2 Goals, 6 Policies	1 Goal	A, C, D, E, H
Total	10 Goals, 17 Policies	3 Goals	A, C, D, E, H

FIG. 7

Table 7: Summary Table Aligning External Funding with Troutdale's TSP, Town Center Plan, and Corridors.

Source: Jess Downey, 2020. Note: Some goals and policies are counted more than once since some fit multiple grant criteria. This may seem redundant, but the intent is to ascertain a quantifiable number of how many goals align with each grant to rank them. For more information on what was included, see Appendix A.

Analysis

Findings from the evaluation of the TSP and the Town Center Plan indicate Troutdale is best suited to meet the criteria for Metro Regional Flexible Funding grants, followed by Multnomah County Funds, and lastly Multimodal Active Transportation Funds. If Troutdale chooses to apply to Metro Regional Flexible Funds, Corridors A, C, D, E, and H are best suited for this grant. Alternatively, Troutdale could choose to prioritize their corridors based on those that meet the most criteria for the grants to cast a wide net for receiving funds. This would result in the prioritization of Corridors A, C, D, and E.

PRIORITIZATION SYSTEM 3: COUNCIL GOALS AND WEIGHTS

In this section the UO team provides the best practices solution for selecting capital improvement projects based on the values and priorities previously asserted by Troutdale City Council in 2015-2016. The UO team analyzed the 22 City Council Goals from 2015-2016 for their emergent values and priorities (See Appendix F). Next, the team cross-referenced these values and goals with a list of best practices prioritization criteria designed for local governments. While this list of prioritization criteria reflects best practices because it is exhaustive, it is a framework that needs

to be customized to each community and updated to reflect 2020 City Council goals (See Appendix G for the full analysis).

Analysis

Based on our analysis, which cross-referenced the underlying values of the 2015-2016 City Council goals with the values of the CIP prioritization framework, particular themes arose to prominence (see Figure 8). The three prioritization criteria most referenced in these Council goals were:

1. Economic Effects
2. Environmental, Aesthetic, and Social Effects
3. Fiscal Impact

Therefore, we recommend that Troutdale use this analysis to aid the CIP selection process. All the prioritization criteria set forth are relevant to selecting a project, but this analysis has revealed which ones best reflect the values and priorities of Troutdale. We propose Troutdale use a weighted system to select CIP projects, allocating additional weight to the priorities that have rose to prominence in their Council Goals including economic effects, environmental/aesthetic/social effects, and fiscal impact. With this selection method, the City of Troutdale can confidently select projects that reflect the values and desires of the community.

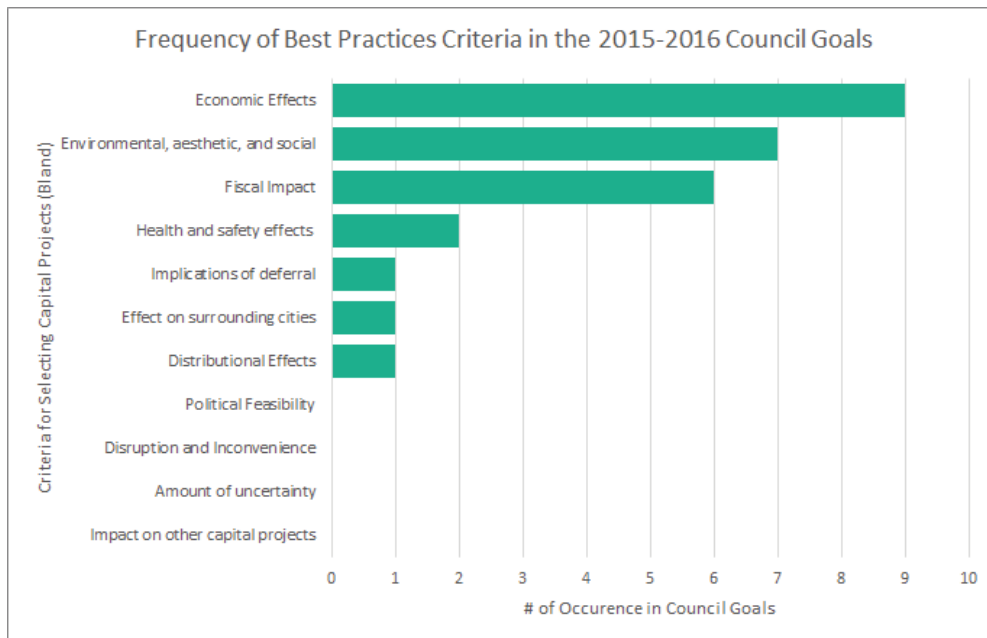


FIG. 8
 Frequency of Capital Improvement Project Selection Criteria Mentioned in 2015-2016 Troutdale City Council Goals
 Source: Bethany Hays-Alsin, 2020, Troutdale City Council Goals, 2016, Bland 2020.

This prioritization system relies on the number of occurrences of best practices prioritization criteria in the Council Goals as a weight. It is recommended that the leadership of Troutdale adjust these weights to better reflect the goals and priorities of their community. This prioritization method recommends the following corridors:

- **Highest priority: Corridor A (19 points/27 possible)**
- Medium priority: Corridor C (16 points /27 possible)
- Medium priority: Corridor D (16 points/ 27 possible)
- Medium priority: Corridor H (16 points/ 27 possible)

Recommendations

This report has established three methods for selecting Capital Improvement Projects. These methods are (1) County, City, and State Goals Matrix Evaluation Criteria, the (2) Funding-First system, and a (3) Weighted-System based on Council Goals.

In addition, the UO team proposes the creation of a strategic plan for Troutdale to guide CIP selection process and other local initiatives. This could be a collaboration between the community (utilizing focus groups, surveys, and other forms of participation) and the local leadership (City Council). For example, Lane County has a strategic plan that was created in collaboration with the community through focus

groups and the leadership of county staff and the County Commission (Lane County, 2019). This strategic plan helps best allocate time and resources to serving community needs. While Troutdale does have robust transportation and development plans, the city lacks a strategic plan. Once this strategic plan is developed, the CIP selection process can follow clearly established community goals.

PROPOSED PRIORITIZATION METHOD

The UO team recommends that Troutdale implement prioritization system 1, which is the County, City, and State Goals Matrix Evaluation Criteria. This system is the best suited to meet Troutdale's needs because it blends the goals of the city with those of the surrounding jurisdictions. This system will also maximize Troutdale's capacity to earn grants because the surrounding jurisdictions offer grant funding.

PROPOSED CORRIDORS

Based on Prioritization System 1, corridors A (Halsey), C (Historic Columbia River Highway - Main Street), D (Historic Columbia River Highway East), and H (Downtown/Confluence) are recommended.

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Appendix A

Current Troutdale Funding Sources

CURRENT FUNDING SOURCES

According to the CIP's Transportation Improvements section, most funding comes from the City's Street Improvement Fund, Street Fund, and Bike Paths and Trails Fund. A review of Troutdale's 2020-21 Annual Budget reveals the primary funding sources of those three funds are as follows:

Fund Type	Funding Source	Amount Budgeted in FY 2020-21
Street Improvement Fund	System Development Charges	\$40,000
Street Fund	State Gas Tax	\$1.15 million
Street Fund	Local Motor Vehicle Fuel Tax	\$933,430
Bike Paths and Trails Fund	State Gas Tax	\$11,500

TABLE 1

Transportation Improvements – Primary Funding Sources

Source: Troutdale Annual Budget, 2020

The document also notes how much in “unappropriated” funds each department has, including in the City's General Fund. Those amounts budgeted for FY 2020-21 are as follows:

Fund Type	Unappropriated Amount Budgeted in FY 2020-21
General Fund	\$5,033,831
Street Improvement Fund	\$0
Street Fund	\$1,766,847
Bike Paths and Trails Fund	\$0

TABLE 2

Unappropriated Funds

Source: Troutdale Annual Budget, 2020

According to the 2016 Troutdale Capital Improvement Plan, the pedestrian bridge across Corridor H has already been allocated \$3 million through Urban Renewal Area (URA) revenue. The project will ultimately connect the Urban Renewal Area with the Central Business District across the railroad tracks.

Appendix B

Grants

FEDERAL FUNDING SOURCES

- Highway Safety Improvement Program
- Transportation Enhancements
- Recreational Trails Program
- Safe Routes to School (SRTS)
- New Freedom Initiative
- Community Development Block Grants
- Land and Water Conservation Fund
- Transportation, Community and System Preservation Program

MULTNOMAH COUNTY SOURCE

- Regional Flexible Fund Allocation grant

STATE FUNDING SOURCES

- Oregon Transportation Infrastructure Bank
- Oregon Special Transportation Fund
- Oregon Bicycle and Pedestrian Program Grants
- Oregon Pedestrian Safety Mini-Grant Program
- Oregon Business Energy Tax Credits (BETC)
- Metro Community Placemaking Grants
- Oregon Community Paths Program

OTHER FUNDING SOURCES

- American Greenways Program
- Bikes Belong Grant Program

Appendix C

Cost Sharing Opportunities

Complete list of transportation projects where the City of Troutdale is identified in the Multnomah County (County) Roadway Capital Improvement Plan and Program (RCIPP) 2020-2024. We recommend that Troutdale continue to monitor the Multnomah County annual CIP budgets for possible partnerships opportunities (Multnomah County, 2020).

1. 542US Troutdale Road: SW Cherry Park Road to SE Stark Street Urban East 51.1 \$8,490,000
2. 538USE Stark Street: S Troutdale Road to SE Evans Avenue Rural East50.6\$1,980,000
3. 537USE Stark Street: SW 257th Avenue to S Troutdale Road Urban East49.8\$8,210,000
4. 510USE Cochran Road: SE Troutdale Road to Gresham / Troutdale City Limits Urban East43.4 \$4,040,000
5. 549UCherry Park Rd Overlay: SW 257th Avenue to SE Troutdale Road Urban East41.8 \$2,130,000
6. 543US Troutdale Road: SE Stark to SE Strebin Road Urban East41.5\$5,170,000
7. 114RSE Division Drive: SE Troutdale Road to SE Oxbow Drive Rural East39.9 \$6,490,000
8. 116RSE Division Drive: UGB to SE Troutdale Road Rural East37.7\$2,310,000
9. 175RSE Troutdale Road: SE Division Drive to SE 282nd Drive Rural East36.8 \$16,200,000
10. 172RSE Sweetbriar Road: SE Troutdale Road to East City Limit Rural East34.8 \$2,270,000
11. 180RSE Troutdale Road: SE Strebin Road to SE Division Drive Rural East33.8 \$10,980,000
12. 117RSE Division Drive and SE Troutdale Road Intersection Rural East33.7 \$7,600,000
13. 178RSE Stark Street: Troutdale City Limits to SE 35th Street Rural East32.6 \$800,000

Corridor	A	B	C	D	E	F	G	H
	Halsey	HCRH West	HCRH Main	HCRW East	Buxton	Buxton to 257th	Sandy	Downtown/ Confluence
Multnomah County Owned and Maintained	X	X	X	X	X			
Impact by Multnomah County 5y-CIP	X		X			X		

TABLE 3

Troutdale Corridor Overlap with Multnomah County

Source: Multnomah County, Transportation Capital Improvement Plan and Program. (2020-2024).

Appendix D

Alternative Goals Analysis Matrix

	Troutdale CIP	Metro	Troutdale TSP	Oregon Statewide	Multnomah	Total
Economic Development	1	2	2	1	0	6
Cost Efficiency	0	2	2	1	0	5
Safety	0	2	2	1	1	5
Rural Connection	0	2	0	1	1	4
Active Transportation	0	2	0	0	0	2
Transit	0	2	2	1	1	6
Public Support	1	0	0	0	0	1
Sense of Community	0	2	2	1	1	6
Sustainability	0	2	0	1	1	4
Public Health	0	2	0	1	0	3
Transparency & Accountability	0	2	0	0	0	2
I84 Interchange	0	0	2	0	0	2

TABLE 4

Alternative Goals Analysis Matrix

*Metro and Troutdale TSP Scores are weighted 2X to represent the respective influence on the projects.

Source: Troutdale CIP, Metro Goals, Troutdale CIP, Oregon Statewide Planning Goals, Multnomah County Goals

Appendix E: Assumptions/Calculations

Policy Matrix Connecting Metro Regional Flexible Funds to Troutdale’s TSP

Metro Regional Flexible Funding Grant Troutdale TSP		
Grant Criteria	TSP Goals	TSP Policies
<p>Safety Described as “reduced conflicts between modes”, “reduced # of fatal or severe injury crashes”, “remove or mitigate conflicts with active transportation, RR crossings, turns,” etc.</p>	<p>TSP Goals 1, 2, 3, 4, 7</p>	<ul style="list-style-type: none"> • <u>Goal 1, Policy C:</u> Build neighborhood streets to minimize speeding. • <u>Goal 1, Policy D:</u> Encourage pedestrian and bicycle accessibility by providing safe, secure, and desirable walkway routes, with a preferred spacing of no more than 330 feet, between elements of the pedestrian network. • <u>Goal 2, Policy D:</u> Safe and secure pedestrian and bicycle ways shall be designed between parks and other activity centers in Troutdale. • <u>Goal 3, Policy G:</u> It shall be the shared responsibility of the City, County, State, and developers to provide safe and regular pedestrian and bicycle crossings on arterials and on streets with major transit stops. • <u>Goal 4, Policy D:</u> Access control standards shall be preserved on arterial routes to reduce conflicts between vehicles and trucks, as well as conflicts between vehicles and pedestrians. • <u>Goal 7, Policy F:</u> The City shall adopt roadway design guidelines and standards that ensure sidewalks be provided on all streets and bikeways be provided on all arterial and collector streets under its jurisdiction for the safe and efficient movement of pedestrians and bicyclists between residential areas, schools, employment, commercial, industrial and recreational areas. • <u>Goal 7, Policy H:</u> The City shall adopt access control and spacing standards for all arterial and collector streets under its jurisdiction to improve safety and promote efficient through street movement. Access control measures shall be consistent with Multnomah County access guidelines to ensure consistency on city and county roads. • <u>Goal 7, Policy M:</u> The City supports innovative street design that balances multiple transportation objectives, ensuring that roadway facilities are safe and attractive to pedestrians, bicyclists, transit riders, and motor vehicle users.

<p>Equity Described as “proximity to schools, affordable housing, community places”, “proximity to low-income, low-English proficiency, communities of color, seniors, youth, disabilities.”</p>	<p>TSP Goals 3, 5, 7</p>	<ul style="list-style-type: none">● <u>Goal 3, Policy C:</u> Consistent with the Multnomah County Bicycle Master Plan, bicycle ways should be constructed on all arterials and collectors within Troutdale (with construction or reconstruction projects). All schools, parks, public facilities, and retail areas shall have direct access to a bicycle lane or route.● <u>Goal 5, Policy B:</u> Improve ADA accessibility, including increasing the availability of ADA parking in the Town Center.● <u>Goal 7, Policy F:</u> The City shall adopt roadway design guidelines and standards that ensure sidewalks be provided on all streets and bikeways be provided on all arterial and collector streets under its jurisdiction for the safe and efficient movement of pedestrians and bicyclists between residential areas, schools, employment, commercial, industrial and recreational areas.
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<p>Climate Described in terms of “active transportation”, “reduce transit delay/improve reliability”, “connections between employment & residential”, “reduce VMT”, “low-carbon/resource efficient”, “GHG emission reduction”, “reducing environmental impacts.”</p>	<p>TSP Goals 2, 3, 6, 7</p>	<ul style="list-style-type: none"> ● <u>Goal 2, Policy B:</u> Local streets shall be designed to encourage a reduction in trip length by providing connectivity and limiting out-of-direction travel. Provide connectivity to activity centers and designations with a priority for pedestrian connections. Wherever necessary, new streets built to provide connectivity shall incorporate traffic management design elements, particularly those which inhibit speeding... ● <u>Goal 2, Policy D:</u> Safe and secure pedestrian and bicycle ways shall be designed between parks and other activity centers in Troutdale. ● <u>Goal 3, Policy A:</u> Commercial, community service and high employment industrial uses shall be developed and sited to be supportive and convenient to pedestrians, bicyclists, and transit riders. Pedestrians and bicycle amenities, transit facilities, ride-share programs or similar commute trip reduction measures shall be incorporated in commercial and industrial development to the maximum extent possible. ● <u>Goal 3, Policy B:</u> Recreational trails, including the 40-Mile Loop, shall link to Troutdale’s bicycle and pedestrian plans. ● <u>Goal 3, Policy C:</u> Consistent with the Multnomah County Bicycle Master Plan, bicycle ways should be constructed on all arterials and collectors within Troutdale (with construction or reconstruction projects). All schools, parks, public facilities, and retail areas shall have direct access to a bicycle lane or route. ● <u>Goal 3, Policy D:</u> The City shall coordinate with TriMet to improve transit service to Troutdale. Fixed route TriMet transit service shall use arterial and collector streets in Troutdale. ● <u>Goal 3, Policy E:</u> The City shall participate with other agencies in trip reduction strategies developed regionally, including employment, tourist, and recreational trip programs. ● <u>Goal 3, Policy F:</u> Establish local non-Single Occupant Vehicle (SOV) modal targets, subject to new data and methodology made available to local governments, for all relevant design types identified in the RTP. ● <u>Goal 6, Policy D:</u> The City shall work with Metro and other regional transportation partners to identify and implement effective transportation demand management programs, such as rideshare and employer vanpool programs, where appropriate. ● <u>Goal 7, Policy A:</u> The City shall evaluate land development projects to determine possible adverse traffic impacts and to ensure that all new development contributes a fair share toward on-site and off-site transportation system improvements. ● <u>Goal 7, Policy C:</u> The City shall require applicable developments to prepare a traffic impact analysis. ● <u>Goal 7, Policy N:</u> The City encourages integration of natural stormwater collection and treatment into street designs, provided that the associated design elements can be consistently applied and executed in construction, can be maintained, and allow emergency access.
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<p>Congestion Described in similar terms as climate. * indicates overlapping policies with climate criteria.</p>	<p>TSP Goals 2, 3, 6, 7</p>	<ul style="list-style-type: none"> ● <u>*Goal 2, Policy B:</u> Local streets shall be designed to encourage a reduction in trip length by providing connectivity and limiting out-of-direction travel. Provide connectivity to activity centers and designations with a priority for pedestrian connections. Wherever necessary, new streets built to provide connectivity shall incorporate traffic management design elements, particularly those which inhibit speeding. New or improved local streets should comply with adopted street spacing standards. ● <u>Goal 2, Policy C:</u> No City of Troutdale street (excluding County and State roads) shall exceed one travel lane in each direction, with turn lanes allowed to accommodate demand. ● <u>*Goal 2, Policy D:</u> Safe and secure pedestrian and bicycle ways shall be designed between parks and other activity centers in Troutdale. ● <u>*Goal 3, Policy A:</u> Commercial, community service and high employment industrial uses shall be developed and sited to be supportive and convenient to pedestrians, bicyclists, and transit riders. Pedestrians and bicycle amenities, transit facilities, ride-share programs or similar commute trip reduction measures shall be incorporated in commercial and industrial development to the maximum extent possible. ● <u>*Goal 3, Policy D:</u> The City shall coordinate with TriMet to improve transit service to Troutdale. Fixed route TriMet transit service shall use arterial and collector streets in Troutdale. ● <u>*Goal 3, Policy E:</u> The City shall participate with other agencies in trip reduction strategies developed regionally, including employment, tourist, and recreational trip programs. ● <u>*Goal 3, Policy F:</u> Establish local non-Single Occupant Vehicle (SOV) modal targets, subject to new data and methodology made available to local governments, for all relevant design types identified in the RTP. ● <u>*Goal 6, Policy D:</u> The City shall work with Metro and other regional transportation partners to identify and implement effective transportation demand management programs, such as rideshare and employer vanpool programs, where appropriate. ● <u>*Goal 7, Policy A:</u> The City shall evaluate land development projects to determine possible adverse traffic impacts and to ensure that all new development contributes a fair share toward on-site and off-site transportation system improvements. ● <u>*Goal 7, Policy C:</u> The City shall require applicable developments to prepare a traffic impact analysis. ● <u>Goal 7, Policy K:</u> Prior to, or in conjunction with the next TSP update, the City shall conduct a parking study for the Town Center. The parking study shall include an inventory and recommendations related to the need for a comprehensive parking management plan and management strategies such as permit parking, structured parking, ADA parking, and priced parking.
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Policy Matrix Connecting Multnomah County Funds to Troutdale’s TSP

Multnomah County Funds Troutdale TSP		
Grant Criteria	TSP Goals	TSP Policies
<p>Safety Crash Prevention</p>	<p>TSP Goals 1, 2, 3, 4, 7</p>	<ul style="list-style-type: none"> • <u>Goal 1, Policy C:</u> Build neighborhood streets to minimize speeding. • <u>Goal 1, Policy D:</u> Encourage pedestrian and bicycle accessibility by providing safe, secure, and desirable walkway routes, with a preferred spacing of no more than 330 feet, between elements of the pedestrian network. • <u>Goal 2, Policy D:</u> Safe and secure pedestrian and bicycle ways shall be designed between parks and other activity centers in Troutdale. • <u>Goal 3, Policy G:</u> It shall be the shared responsibility of the City, County, State, and developers to provide safe and regular pedestrian and bicycle crossings on arterials and on streets with major transit stops. • <u>Goal 4, Policy D:</u> Access control standards shall be preserved on arterial routes to reduce conflicts between vehicles and trucks, as well as conflicts between vehicles and pedestrians. • <u>Goal 7, Policy F:</u> The City shall adopt roadway design guidelines and standards that ensure sidewalks be provided on all streets and bikeways be provided on all arterial and collector streets under its jurisdiction for the safe and efficient movement of pedestrians and bicyclists between residential areas, schools, employment, commercial, industrial and recreational areas. • <u>Goal 7, Policy H:</u> The City shall adopt access control and spacing standards for all arterial and collector streets under its jurisdiction to improve safety and promote efficient through street movement. Access control measures shall be consistent with Multnomah County access guidelines to ensure consistency on city and county roads. • <u>Goal 7, Policy M:</u> The City supports innovative street design that balances multiple transportation objectives, ensuring that roadway facilities are safe and attractive to pedestrians, bicyclists, transit riders, and motor vehicle users.

<p>Equity People of Color, older adults, low-income, disability, children, Limited English Proficiency, particulate matter</p>	<p>TSP Goals 3, 5, 7</p>	<ul style="list-style-type: none"> • Goal 3, Policy C: Consistent with the Multnomah County Bicycle Master Plan, bicycle ways should be constructed on all arterials and collectors within Troutdale (with construction or reconstruction projects). All schools, parks, public facilities, and retail areas shall have direct access to a bicycle lane or route. • Goal 5, Policy B: Improve ADA accessibility, including increasing the availability of ADA parking in the Town Center. • Goal 7, Policy F: The City shall adopt roadway design guidelines and standards that ensure sidewalks be provided on all streets and bikeways be provided on all arterial and collector streets under its jurisdiction for the safe and efficient movement of pedestrians and bicyclists between residential areas, schools, employment, commercial, industrial and recreational areas.
<p>Asset Management Addressing Critical/Failing infrastructure</p>	<p>TSP Goals 2, 4</p>	<ul style="list-style-type: none"> • Goal 2, Policy E: Monitor and participate in regional planning efforts, including the development of the Regional Transportation Plan (RTP), to secure funding for safety and capacity improvements to the City of Troutdale’s arterial and collector street system that are necessary to maintain acceptable levels of service for local and through traffic. • Goal 4, Policy C: Designated arterial routes and freeway access areas in Troutdale are essential for efficient movement of goods. Design of these facilities and adjacent land uses should reflect the needs of goods movement.
<p>Resiliency Known Hazards, Emergency Vehicle Access</p>	<p>TSP Goal 2</p>	<ul style="list-style-type: none"> • Goal 2, Policy A: Design of streets should relate to their intended use--A primary emergency response route system shall be developed for roadways within Troutdale in coordination with the Gresham Fire Department and the County’s Office of Emergency Management.

<p>Mobility Connections, Congestion, Capacity</p>	<p>TSP Goal 2, 3</p>	<ul style="list-style-type: none"> ● <u>Goal 2, Policy B:</u> Local streets shall be designed to encourage a reduction in trip length by providing connectivity and limiting out-of-direction travel. Provide connectivity to activity centers and designations with a priority for pedestrian connections. Wherever necessary, new streets built to provide connectivity shall incorporate traffic management design elements, particularly those which inhibit speeding... ● <u>Goal 2, Policy D:</u> Safe and secure pedestrian and bicycle ways shall be designed between parks and other activity centers in Troutdale. ● <u>Goal 3, Policy A:</u> Commercial, community service and high employment industrial uses shall be developed and sited to be supportive and convenient to pedestrians, bicyclists, and transit riders. Pedestrians and bicycle amenities, transit facilities, ride-share programs or similar commute trip reduction measures shall be incorporated in commercial and industrial development to the maximum extent possible. ● <u>Goal 3, Policy B:</u> Recreational trails, including the 40-Mile Loop, shall link to Troutdale's bicycle and pedestrian plans. ● <u>Goal 3, Policy C:</u> Consistent with the Multnomah County Bicycle Master Plan, bicycle ways should be constructed on all arterials and collectors within Troutdale (with construction or reconstruction projects). All schools, parks, public facilities, and retail areas shall have direct access to a bicycle lane or route. ● <u>Goal 3, Policy D:</u> The City shall coordinate with TriMet to improve transit service to Troutdale. Fixed route TriMet transit service shall use arterial and collector streets in Troutdale.
<p>Sustainability Economic Vitality, Environmental Protection</p>	<p>TSP Goal 7</p>	<ul style="list-style-type: none"> ● <u>Goal 7, Policy N:</u> The City encourages integration of natural stormwater collection and treatment into street designs, provided that the associated design elements can be consistently applied and executed in construction, can be maintained, and allow emergency access.

Policy Matrix Connecting Multimodal Active Transportation Fund to Troutdale’s TSP

Multimodal Active Transportation Fund Troutdale TSP		
Grant Criteria	TSP Goals	TSP Policies
Safety	TSP Goals 1, 2, 3, 4, 7	<ul style="list-style-type: none"> • <u>Goal 1, Policy C:</u> Build neighborhood streets to minimize speeding. • <u>Goal 1, Policy D:</u> Encourage pedestrian and bicycle accessibility by providing safe, secure, and desirable walkway routes, with a preferred spacing of no more than 330 feet, between elements of the pedestrian network. • <u>Goal 2, Policy D:</u> Safe and secure pedestrian and bicycle ways shall be designed between parks and other activity centers in Troutdale. • <u>Goal 3, Policy G:</u> It shall be the shared responsibility of the City, County, State, and developers to provide safe and regular pedestrian and bicycle crossings on arterials and on streets with major transit stops. • <u>Goal 4, Policy D:</u> Access control standards shall be preserved on arterial routes to reduce conflicts between vehicles and trucks, as well as conflicts between vehicles and pedestrians. • <u>Goal 7, Policy F:</u> The City shall adopt roadway design guidelines and standards that ensure sidewalks be provided on all streets and bikeways be provided on all arterial and collector streets under its jurisdiction for the safe and efficient movement of pedestrians and bicyclists between residential areas, schools, employment, commercial, industrial and recreational areas. • <u>Goal 7, Policy H:</u> The City shall adopt access control and spacing standards for all arterial and collector streets under its jurisdiction to improve safety and promote efficient through street movement. Access control measures shall be consistent with Multnomah County access guidelines to ensure consistency on city and county roads. • <u>Goal 7, Policy M:</u> The City supports innovative street design that balances multiple transportation objectives, ensuring that roadway facilities are safe and attractive to pedestrians, bicyclists, transit riders, and motor vehicle users.

<p>Equity</p>	<p>TSP Goals 3, 5, 7</p>	<ul style="list-style-type: none"> ● <u>Goal 3, Policy C:</u> Consistent with the Multnomah County Bicycle Master Plan, bicycle ways should be constructed on all arterials and collectors within Troutdale (with construction or reconstruction projects). All schools, parks, public facilities, and retail areas shall have direct access to a bicycle lane or route. ● <u>Goal 5, Policy B:</u> Improve ADA accessibility, including increasing the availability of ADA parking in the Town Center. ● <u>Goal 7, Policy F:</u> The City shall adopt roadway design guidelines and standards that ensure sidewalks be provided on all streets and bikeways be provided on all arterial and collector streets under its jurisdiction for the safe and efficient movement of pedestrians and bicyclists between residential areas, schools, employment, commercial, industrial and recreational areas
<p>Connectivity</p>	<p>TSP Goals 2, 3</p>	<ul style="list-style-type: none"> ● <u>Goal 2, Policy B:</u> Local streets shall be designed to encourage a reduction in trip length by providing connectivity and limiting out-of-direction travel. Provide connectivity to activity centers and designations with a priority for pedestrian connections. Wherever necessary, new streets built to provide connectivity shall incorporate traffic management design elements, particularly those which inhibit speeding. New or improved local streets should comply with adopted street spacing standards. ● <u>Goal 2, Policy D:</u> Safe and secure pedestrian and bicycle ways shall be designed between parks and other activity centers in Troutdale. ● <u>Goal 3, Policy A:</u> Commercial, community service and high employment industrial uses shall be developed and sited to be supportive and convenient to pedestrians, bicyclists, and transit riders. Pedestrians and bicycle amenities, transit facilities, ride-share programs or similar commute trip reduction measures shall be incorporated in commercial and industrial development to the maximum extent possible. ● <u>Goal 3, Policy B:</u> Recreational trails, including the 40-Mile Loop, shall link to Troutdale’s bicycle and pedestrian plans. ● <u>Goal 3, Policy C:</u> Consistent with the Multnomah County Bicycle Master Plan, bicycle ways should be constructed on all arterials and collectors within Troutdale (with construction or reconstruction projects). All schools, parks, public facilities, and retail areas shall have direct access to a bicycle lane or route. ● <u>Goal 3, Policy D:</u> The City shall coordinate with TriMet to improve transit service to Troutdale. Fixed route TriMet transit service shall use arterial and collector streets in Troutdale.

**Policy Matrix Connecting Metro Regional Flexible Funds
to Troutdale’s Town Center Plan**

Metro Regional Flexible Funding Grant Troutdale Town Center Plan		
Grant Criteria	Town Center Plan Element	Town Center Plan: Description
Safety Described as “reduced conflicts between modes”, “reduced # of fatal or severe injury crashes”, “remove or mitigate conflicts with active transportation, RR crossings, turns” etc.	Transportation & Mobility	<u>Active (Bicycle and Pedestrian):</u> People are more comfortable with biking and walking when they are separated from traffic in higher-speed corridors.
	Social	<u>Hazard Mitigation:</u> Ensure a safe built environment through enforcing existing codes while promoting best practices in structural siting, material usage, and property upkeep.
Equity Described as “proximity to schools, affordable housing, community places”, “proximity to low-income, low-English proficiency, communities of color, seniors, youth, disabilities”		None
Climate Described in terms of “active transportation”, “reduce transit delay/improve reliability”, “connections between employment & residential”, “reduce VMT”, “low-carbon/resource efficient”, “GHG emission reduction”, “reducing environmental impacts”	Transportation & Mobility	<u>Transit:</u> Though regional transit efficiency is limited; localized “last mile” transit opportunities in the District may emerge to compliment and improve the overall system.
	Resources	<u>Natural Resources & Environment:</u> The District’s natural resources are a major factor in the desirability of the area and should not be fundamentally altered by development.
	Resiliency & Future Trends	<u>Green Infrastructure:</u> Consider methods to increase implementation of green infrastructure.
Congestion Described in similar terms as climate	Transportation & Mobility	<u>Transit:</u> Though regional transit efficiency is limited; localized “last mile” transit opportunities in the District may emerge to compliment and improve the overall system.

Policy Matrix Connecting Multnomah County Funds to Troutdale's Town Center Plan

Multnomah County Funds Troutdale Town Center Plan		
Grant Criteria	Town Center Plan Element	Town Center Plan: Description
Safety	Transportation & Mobility	<u>Active (Bicycle and Pedestrian):</u> People are more comfortable with biking and walking when they are separated from traffic in higher-speed corridors.
Equity		None
Asset Management Addressing Critical/Failing infrastructure		None
Resiliency Known Hazards, Emergency Vehicle Access	Social	<u>Hazard Mitigation:</u> Ensure a safe built environment through enforcing existing codes while promoting best practices in structural siting, material usage, and property upkeep.
Mobility Connections, Congestion, Capacity	Transportation & Mobility	<u>Transit:</u> Though regional transit efficiency is limited; localized "last mile" transit opportunities in the District may emerge to compliment and improve the overall system.
		<u>Parking & Loading:</u> Parking problems are not just a supply issue (not enough spaces). Parking demand must be considered as well, with loading areas will become increasingly important.
Sustainability Economic Vitality, Environmental Protection	Resources	<u>Natural Resources & Environment:</u> The District's natural resources are a major factor in the desirability of the area and should not be fundamentally altered by development.
	Resiliency & Future Trends	<u>Green Infrastructure:</u> Consider methods to increase implementation of green infrastructure.

**Policy Matrix Connecting Multimodal Active
Transportation Fund to Troutdale’s Town Center Plan**

Multimodal Active Transportation Fund Troutdale Town Center Plan		
Grant Criteria	Town Center Plan Element	Town Center Plan: Description
Safety	Transportation & Mobility	<u>Active (Bicycle and Pedestrian)</u> : People are more comfortable with biking and walking when they are separated from traffic in higher-speed corridors.
	Social	<u>Hazard Mitigation</u> : Ensure a safe built environment through enforcing existing codes while promoting best practices in structural siting, material usage, and property upkeep.
Equity		None
Connectivity	Transportation & Mobility	<u>Transit</u> : Though regional transit efficiency is limited; localized “last mile” transit opportunities in the District may emerge to compliment and improve the overall system.

**Policy Matrix Connecting Metro Regional Flexible Funds to Troutdale’s
Transportation Corridors**

Metro Regional Flexible Funding Grant Transportation Corridors: A, C, D, E, H		
Grant Criteria	Corridors	Connecting Features
Safety	A	<ul style="list-style-type: none"> The corridor’s wide right-of-way may lend itself to an off-street bike/ped trail that parallels the vehicular travel lanes. This path could also in turn connect with a potential bicycle greenway that is being contemplated for 2nd Street (see Corridor C).
	C	<ul style="list-style-type: none"> Improving the right-of-way to have it be more pedestrian friendly and reducing the actual speed of vehicles through direct design and visual cues should be the considerations moving forward. Removing dedicated on-street bicycle lanes (requires bicycles to be in standard traffic lanes) and establishing a parallel bicycle “greenway” along 2nd Street. Providing extended pedestrian bump-outs to shorten distances crossing streets. Potential Bike-Ped Bridge connecting 2nd Street with off-road path in Corridor A.
	E	<ul style="list-style-type: none"> Could also serve as an experimental street to encourage alternative transportation including electric-powered bicycles or golf carts that could help non-vehicular travelers go up (or down) Hungry Hill in a safe manner.

<p>Equity Described as “proximity to schools, affordable housing, community places”, “proximity to low-income, low-English proficiency, communities of color, seniors, youth, disabilities”</p>		None
<p>Climate Described in terms of “active transportation”, “reduce transit delay/improve reliability”, “connections between employment & residential”, “reduce VMT”, “low-carbon/resource efficient”, “GHG emission reduction”, “reducing environmental impacts”</p>	<p>A</p>	<ul style="list-style-type: none"> • Primary arterial. • Major challenge for Halsey Street has been continuous pedestrian and bicycle access to better connect the Town Center with the areas to the west. • Long-range planning efforts between the three cities through the Main Streets on Halsey corridor plan have indicated a desire to have a continuous and consistent connection that improves mobility choice along the corridor while still recognizing the importance of private vehicle traffic. • The corridor’s wide right-of-way may lend itself to an off-street bike/ped trail that parallels the vehicular travel lanes. This path could also in turn connect with a potential bicycle greenway that is being contemplated for 2nd Street (see Corridor C).
	<p>C</p>	<ul style="list-style-type: none"> • Removing dedicated on-street bicycle lanes (requires bicycles to be in standard traffic lanes) and establishing a parallel bicycle “greenway” along 2nd Street. • Potential Bike-Ped Bridge connecting 2nd Street with off-road path in Corridor A.

	<p>E</p>	<ul style="list-style-type: none"> • Has at times been contemplated as a corridor for improved bicycle and pedestrian access, though terrain would be challenging. • Could also serve as an experimental street to encourage alternative transportation including electric-powered bicycles or golf carts that could help non-vehicular travelers go up (or down) Hungry Hill in a safe manner.
<p>Congestion Described in similar terms as climate.* = overlapping policies with climate criteria.</p>	<p>D</p>	<ul style="list-style-type: none"> • Possibility for a bus pullout area that could be located at the northwest portion of the corridor closest to Downtown. It could provide an area for tour buses, shuttles, or even standard transit the ability to load and unload passengers that can then walk north and west to Downtown, east towards the river, or south along the street towards the Harlow House park and Visionary Park.
	<p>H</p>	<ul style="list-style-type: none"> • Connection possibility: Bike/ped bridge that begins at the intersection of Harlow Avenue and Historic Columbia River Highway. • Connection possibility: Vehicular connection that extends Kibling Avenue over the existing driveway to the rear parking area and crosses the railroad tracks at-grade and continues into The Confluence site.

Policy Matrix Connecting Multnomah County Funds to Troutdale’s Transportation Corridors

Multnomah County Funds Transportation Corridors: A, B, C, D, E (*Additional Criteria=owned by Multnomah County)		
Grant Criteria	Corridors	Connecting Features
Safety	A	<ul style="list-style-type: none"> The corridor’s wide right-of-way may lend itself to an off-street bike/ped trail that parallels the vehicular travel lanes. This path could also in turn connect with a potential bicycle greenway that is being contemplated for 2nd Street (see Corridor C).
	C	<ul style="list-style-type: none"> Improving the right-of-way to have it be more pedestrian friendly and reducing the actual speed of vehicles through direct design and visual cues should be the considerations moving forward. Removing dedicated on-street bicycle lanes (requires bicycles to be in standard traffic lanes) and establishing a parallel bicycle “greenway” along 2nd Street. Providing extended pedestrian bump-outs to shorten distances crossing streets. Potential Bike-Ped Bridge connecting 2nd Street with off-road path in Corridor A.
	E	<ul style="list-style-type: none"> Could also serve as an experimental street to encourage alternative transportation including electric-powered bicycles or golf carts that could help non-vehicular travelers go up (or down) Hungry Hill in a safe manner.
Equity		None
Asset Management Addressing Critical/ Failing infrastructure		None

<p>Resiliency Known Hazards, Emergency Vehicle Access</p>	<p>E</p>	<ul style="list-style-type: none"> • The steep slopes of the road do not make it a friendly road for bicycles or pedestrians to use, particularly in winter months when the risks of icing and heavy winds persist. Buxton has at times been contemplated as a corridor for improved bicycle and pedestrian access, though terrain would be challenging.
<p>Mobility Connections, Congestion, Capacity</p>	<p>A</p>	<ul style="list-style-type: none"> • Primary arterial. • Major challenge for Halsey Street has been continuous pedestrian and bicycle access to better connect the Town Center with the areas to the west. • Long-range planning efforts between the three cities through the Main Streets on Halsey corridor plan have indicated a desire to have a continuous and consistent connection that improves mobility choice along the corridor while still recognizing the importance of private vehicle traffic. • The corridor's wide right-of-way may lend itself to an off-street bike/ped trail that parallels the vehicular travel lanes. This path could also in turn connect with a potential bicycle greenway that is being contemplated for 2nd Street (see Corridor C).
	<p>B</p>	<ul style="list-style-type: none"> • Serves as a secondary access route or collector for some of the residential areas in the Halsey neighborhood as well as access for some industrial properties just outside of the Town Center district. • Unlike Corridor A, this corridor has not been viewed as a major three city corridor investment. The traffic level of service on this corridor is less than that of Halsey Street. In the event opportunity sites 3, 4, and 5 are developed, there is a possibility that this corridor could take on a heightened role in overall circulation patterns in the Halsey neighborhood.
	<p>C</p>	<ul style="list-style-type: none"> • Removing dedicated on-street bicycle lanes (requires bicycles to be in standard traffic lanes) and establishing a parallel bicycle "greenway" along 2nd Street. • Potential Bike-Ped Bridge connecting 2nd Street with off-road path in Corridor A.

	<p>E</p>	<ul style="list-style-type: none"> • Has at times been contemplated as a corridor for improved bicycle and pedestrian access, though terrain would be challenging. • Could also serve as an experimental street to encourage alternative transportation including electric-powered bicycles or golf carts that could help non-vehicular travelers go up (or down) Hungry Hill in a safe manner.
<p>Sustainability Economic Vitality, Environmental Protection</p>	<p>D</p>	<ul style="list-style-type: none"> • Possibility for a bus pullout area that could be located at the northwest portion of the corridor closest to Downtown. It could provide an area for tour buses, shuttles, or even standard transit the ability to load and unload passengers that can then walk north and west to Downtown, east towards the river, or south along the street towards the Harlow House park and Visionary Park.

Policy Matrix Connecting Multimodal Active Transportation Fund to Troutdale's Transportation Corridors

Multimodal Active Transportation Fund Transportation Corridors: A, C, D, E, H		
Grant Criteria	Corridors	Connecting Features
Safety	A	<ul style="list-style-type: none"> The corridor's wide right-of-way may lend itself to an off-street bike/ped trail that parallels the vehicular travel lanes. This path could also in turn connect with a potential bicycle greenway that is being contemplated for 2nd Street (see Corridor C).
	C	<ul style="list-style-type: none"> Improving the right-of-way to have it be more pedestrian friendly and reducing the actual speed of vehicles through direct design and visual cues should be the considerations moving forward. Removing dedicated on-street bicycle lanes (requires bicycles to be in standard traffic lanes) and establishing a parallel bicycle "greenway" along 2nd Street. Providing extended pedestrian bump-outs to shorten distances crossing streets. Potential Bike-Ped Bridge connecting 2nd Street with off-road path in Corridor A.
	E	<ul style="list-style-type: none"> Could also serve as an experimental street to encourage alternative transportation including electric-powered bicycles or golf carts that could help non-vehicular travelers go up (or down) Hungry Hill in a safe manner.
Equity		None

<p>Connectivity</p>	<p>A</p> <ul style="list-style-type: none"> • Primary arterial. • Major challenge for Halsey Street has been continuous pedestrian and bicycle access to better connect the Town Center with the areas to the west. • Long-range planning efforts between the three cities through the Main Streets on Halsey corridor plan have indicated a desire to have a continuous and consistent connection that improves mobility choice along the corridor while still recognizing the importance of private vehicle traffic. • The corridor’s wide right-of-way may lend itself to an off-street bike/ped trail that parallels the vehicular travel lanes. This path could also in turn connect with a potential bicycle greenway that is being contemplated for 2nd Street (see Corridor C). 	<p>C</p> <ul style="list-style-type: none"> • Removing dedicated on-street bicycle lanes (requires bicycles to be in standard traffic lanes) and establishing a parallel bicycle “greenway” along 2nd Street. • Potential Bike-Ped Bridge connecting 2nd Street with off-road path in Corridor A. 	<p>D</p> <ul style="list-style-type: none"> • Possibility for a bus pullout area that could be located at the northwest portion of the corridor closest to Downtown. It could provide an area for tour buses, shuttles, or even standard transit the ability to load and unload passengers that can then walk north and west to Downtown, east towards the river, or south along the street towards the Harlow House park and Visionary Park. 	<p>E</p> <ul style="list-style-type: none"> • Has at times been contemplated as a corridor for improved bicycle and pedestrian access, though terrain would be challenging. • Could also serve as an experimental street to encourage alternative transportation including electric-powered bicycles or golf carts that could help non-vehicular travelers go up (or down) Hungry Hill in a safe manner. 	<p>H</p> <ul style="list-style-type: none"> • Connection possibility: Bike/ped bridge that begins at the intersection of Harlow Avenue and Historic Columbia River Highway. • Connection possibility: Vehicular connection that extends Kibling Avenue over the existing driveway to the rear parking area and crosses the railroad tracks at-grade and continues into The Confluence site.
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Appendix F

Best Practices Criteria (Bland, 2017)

Criteria for selecting capital projects for inclusion in the CIP

1. **Fiscal impact:**
 - a. Capital costs for the current and future years, and potential for the proposed project to reduce future capital and operating costs or legal liability
 - b. Year-by-year estimates of the additional operating and maintenance (O&M) costs or reductions in these costs because of the new project
 - c. Year-by-year estimates of the revenue impact from the project (either increases or decreases due to loss of taxable property)
 - d. Impact on energy requirements (may be separated from O&M estimates if particularly high)
 - e. Potential legal liabilities and costs in undertaking or rejecting the project
2. **Health and safety effects:** Impact on traffic accidents, injuries, illness due to poor water quality, or health hazards due to sewer problems
3. **Economic effects:** Impact on property values, tax base, additional jobs, and the stabilization or revitalization of neighborhoods
4. **Environmental, aesthetic, and social effects:** Impact on the quality of life in the community, including noise, air, and water pollution, and impact on households, commuters, and recreational opportunities
5. **Disruption and inconvenience:** Estimated inconvenience or disruption to the public while the project is in progress
6. **Distributional effects:** Impact on various geographical areas and on residents of low- to moderate-income areas or on other disadvantaged groups in the community
7. **Political feasibility:** Extent of public support for the project, compatibility with the master plan, and whether the project is a continuation of an earlier effort
8. **Implications of deferral:** Impact if the project is deferred because of insufficient funds, including higher future O&M costs and inconvenience to the public
9. **Amount of uncertainty:** An educated guess of the likelihood that changes will occur in any of the foregoing factors, such as the cost of the project
10. **Effect on surrounding cities:** Possible beneficial or adverse effects of the project on surrounding cities or quasi-governmental agencies
11. **Impact on other capital projects:** Possible beneficial or adverse impacts of the project on other projects—for example, the need to install new underground water and sewer pipelines precipitated by a street resurfacing project

Source: Adapted from Annie Millar, "Selecting Capital Investment Projects for Local Government," *Public Budgeting & Finance* 8 (Autumn 1988): 66–68.

Appendix G

Analysis of Council Goals, Underlying Values, and Relation to Best Practices Criteria for Capital Improvement Project Selection

2015-16 Council Goals	Value / Priority	CIP Best Practices Criteria (Bland, page 267)
1. Demonstrate clear progress on Troutdale Riverfront Development – Cooperate with prospective developers who pursue desirable development plans consistent with feasible public financial constraints.	Economic Development	1. Fiscal Impact, 3. Economic Effects
2. Continue to support desirable development in the Enterprise Zone (EZ) and consider the extension of the EZ prior to the June 2018 expiration.	Economic Development	1. Fiscal Impact, 3. Economic Effects
3. Review and decide future of city-owned properties	Capital Improvement Planning	1. Fiscal Impact, 8. Implications of Deferral
4. Continue to remove barriers to development and permitting	Economic Development	1. Fiscal Impact, 3. Economic Effects
5. Be proactive and inform the public and property owners about the floodplain mapping changes that result from FEMA's RISK MAP project now in progress.	Emergency Management	2. Health and safety effects
6. Strive to maintain or grow reserve funds throughout the budget process	Fiscal Responsibility in Operating Budget	n/a
7. Develop options to stabilize public works funds	Fiscal Impact	Fiscal Impact
8. Prepare an annual report on the status of city-owned facilities and parks.	Capital Improvement Planning	1. Fiscal Impact
9. Develop a long-term plan to repair or replace city hall.	Capital Improvement Planning	4. Environmental, aesthetic, and social effects
10. Pursue the connection of the 40-Mile Loop Trail.	Capital Improvement Planning	4. Environmental, aesthetic, and social effects
11. Support a more robust Troutdale Airport.	Economic Development / Tourism	3. Economic Effects, 4. Environmental aesthetic, and social effects

12. Promote the idea of a Technical Workforce Training Center to provide the trained workforce for TRIP Industries and other local employers	Economic Development / Workforce Development	3. Economic Effects
13. Explore a partnership with Mt. Hood Community College Economic Development Department, tied to our local business hiring needs.	Economic Development / Workforce Development	3. Economic Effects
14. Partner with Multnomah County's CSEC program and Service providers in the "Enhanced collaborative model to combat Human Trafficking" grant application. The commercial sexual exploitation of children (CSEC) encompasses several different crimes, all of them serious. We will take a collaborative approach to addressing this complex issue that is occurring in our community.	Reduce human trafficking	2. Health and safety effects 6. Distributional Effects
15. Consider other options for providing fire/life safety services.	Safety	2. Health and safety effects
16. Coordinate with Wood Village and Fairview in the Halsey Corridor development plan, and other economic development opportunities that benefit the three cities.	Economic Development	10. Effect on surrounding cities
17. Consider a storefront initiative to fill empty storefronts.	Economic Development	3. Economic Effects, 4. Environmental aesthetic, and social effects
18. City Council to take up charter review.	Administration	n/a
19. Continue the Mayor's Art Initiative to support and bring resources to local artists.	Art	4. Environmental, aesthetic, and social effects

<p>20. Support the West Columbia Gorge Chamber on Bicycle Tourism and the Bike Hub development. Strengthen the relationship between the City and the Chamber regarding event planning and tourism goals.</p>	<p>Tourism / Active Transportation</p>	<p>3. Economic Effects, 4. Environmental aesthetic, and social effects</p>
<p>21. Put concerted effort into finishing Visionary Park before June 2016, in time for the 100-year Celebration of the Historic Columbia River Highway. Add it to Parks Master Plan and CIP list. Support other community, Chamber, and Troutdale Historical Society events related to this once-in-a-lifetime event.</p>	<p>Capital Improvement Planning / Park Enhancement</p>	<p>4. Environmental, aesthetic, and social effects</p>
<p>22. Study Urban Growth Boundary expansion options and coordinate with local Metro and State Officials.</p>	<p>Development / Expansion</p>	<p>3. Economic Effects</p>

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