



Climate Resiliency Crosswalk

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Troutdale

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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.

Executive Summary

The City of Troutdale is exploring its options to mitigate, adapt, and become resilient to the effects of climate change. As a first step, this report surveys policy and planning documents across local and regional jurisdictions to understand the current environment and explore what possibilities might exist for the future. The documents were assessed along three criteria:

1. Reducing greenhouse gas emissions
2. Identifying and adapting to the risks associated with climate change
3. Increasing access to clean and affordable energy

Each report section summarizes the relevant key points in a plan or policy document and provides recommendations for how the content of these documents might be applied to future climate resiliency work.

The table that follows summarizes each document reviewed as well as recommendations for how to connect the content with future climate resiliency work (Figure 1).

In addition to these documents, Troutdale should also consider forthcoming state and federal climate policy, as well as Portland General Electric's November 2020 announcement to meet the region's electricity needs with net zero carbon emissions by 2040.

Document Name	Date	Jurisdiction	Purpose	Ways to Use This Document
Climate Action Plan	2015	Multnomah County, City of Portland	Establishes greenhouse gas reduction goals and provides guidance for the “transition to a more prosperous, equitable and climate-stable future.”	Consider aligning GHG reduction and other goals, as well as whether countywide carbon accounting may support local data collection.
Climate Smart Strategy for the Portland Metropolitan Region	2014	Metro	“Responds to a state mandate to develop and implement a strategy to reduce per capita greenhouse gas emissions from cars and small trucks by 2035.”	Use as a framework for transportation GHG emissions reduction; consider adopting recommended policies, actions, and/or performance metrics.
Multi-Jurisdictional Natural Hazards Mitigation Plan	2017	Multnomah County, City of Fairview, City of Troutdale, City of Wood Village, City of Gresham	“Creates a framework for risk-based decision-making to reduce future damages and losses to property, people, and the economy.”	Refer to for specific local climate risks; outlines roles and commitments for cross-jurisdictional mitigation.
Transportation System Plan	2014	City of Troutdale	“Describes a transportation system and outlines projects, programs, and policies to meet its needs now and in the future based on the community’s aspirations.”	Climate resiliency efforts can be strategically aligned with long-term transportation system planning goals to maximize benefit to the public.
Comprehensive Land Use Plan	2014	City of Troutdale	“A set of maps, policies, and implementing measures... [that] define the direction, quantity, and quality of future development.”	Climate resiliency efforts can be strategically aligned with long-term land use planning goals to maximize benefit to the public.
Troutdale Development Code	2018	City of Troutdale	“To coordinate City regulations governing the development and use of land and to implement the Troutdale Comprehensive Land Use Plan.”	Determine whether specific climate resiliency actions are feasible within current code guidelines.
Stormwater Management Plan	2011	City of Troutdale	“To guide activities that the City of Troutdale proposes to undertake to comply with all local, state, and Federal laws related to stormwater collection, treatment, conveyance, and disposal.”	Understand potential risks to human health, the built environment, and watersheds; consider aligning climate resiliency work with public education and ecosystem management programs.

FIG. 1

Relevant local and regional policy and plans related to climate resiliency in Troutdale

Introduction

Situated to the east of Portland along the Columbia River Gorge, the City of Troutdale is a suburban community of 17,000 that embraces its small-town feel while pursuing new opportunities and sustainable growth.

Troutdale is looking to become more resilient to the effects of climate change through intentional planning, strategy, and investments in people, place, and infrastructure. In a potential SCYP course, Design for Climate Action with Professor Yekang Ko, students could potentially make recommendations to Troutdale city staff related to climate adaptation and resiliency, with a possible focus on (1) reducing greenhouse gas emissions and (2) identifying and adapting to the risks associated with climate change.

In preparation for this work, this report explores how the existing policy and planning landscape relate to climate change mitigation, adaptation, and resiliency in Troutdale. Plans and policies examined include:

- Multnomah County Multi-Jurisdictional Hazard Mitigation Plan
- City of Troutdale Comprehensive Land Use Plan and Development Code
- City of Troutdale Transportation System Plan
- City of Troutdale Stormwater Management Plan
- Multnomah County Climate Action Plan
- Metro Climate Smart Strategy

Climate Resiliency Crosswalk

Each section below draws on a different policy or plan, briefly summarizing each document and highlighting pieces that may be relevant to future climate resiliency work in Troutdale. Recommendations include topics for further analysis, potential points of conflict or limitation, and potential opportunities to collaborate across City departments or with regional partners.

CITY OF TROUTDALE POLICY AND PLANNING

The following sections outline current City of Troutdale policy and planning documents related to land use, transportation, and stormwater management. As the City begins planning for climate action and resiliency, staff might choose to highlight ongoing policy, programs, and actions, augment them with a climate-focused approach, or suggest changes for the future that provide similar desired outcomes while also meeting climate resiliency goals.

City of Troutdale Comprehensive Land Use Plan and Development Code

These documents are standard city planning practice and required in Oregon. The City's Comprehensive Land Use Plan sets a long-term policy vision for land use in the community and outlines strategies to guide future development in Troutdale. It is approved by the State of Oregon's Department of Land Conservation and Development (DLCD).

Many of the goals of this plan align with the motivations for climate action in cities, including those that seek to promote health, prosperity, access to natural resources, and a high quality of life for residents. These common desired outcomes can serve as a

foundation on which to build specific goals and objectives for land use in Troutdale with a climate lens.

For example, city staff pursuing future climate resiliency efforts might explore how to reduce greenhouse gas emissions through policies that encourage appropriate housing density and diversified housing options, mixed-use and walkable neighborhoods, and local clean energy production as well as discouraging development near identified hazard risk areas and improving infrastructure to withstand future climate risk.

In addition to reducing greenhouse gas emissions, policies that encourage local clean energy production, energy efficiency and electrification in buildings, and distributed energy resources can support access to affordable and reliable energy for the residents of Troutdale.

Meanwhile, the Troutdale Development Code is a regulatory document that provides detailed guidance for zoning and other day-to-day land use decisions in the city. City staff working on climate resiliency measures should consult the Development Code in order to understand which actions are possible and where updates in the code may be desirable to support emerging technologies and other climate solutions.

City of Troutdale Transportation System Plan

The State of Oregon requires cities to create a Transportation System Plan (TSP) to present a unified vision for how land use, transportation policy, and investment strategy can meet future community needs. Troutdale updated its TSP in 2014 and the plan lays out detailed project maps, funding, and implementation plans for different modes.

The transportation sector represents the greatest share of U.S. greenhouse gas emissions (28% in 2018), and more dramatically so in Oregon (38% in 2018), where electricity generation sources are cleaner. Looking to this document with a climate resiliency lens helps to determine ways in which the 2014 transportation planning vision for Troutdale does or does not support the City's climate goals.

For example, one performance target listed is to reduce transportation-related CO₂ emissions by 40% from 1990 levels. Troutdale might choose to adopt this goal as part of a broader climate resilience strategy and identify climate-focused transportation actions to help achieve it, or consider setting a new target in partnership with Troutdale's transportation planners.

Additionally, climate resiliency work can support the implementation of projects outlined in the plan, particularly ones without currently identified funding and action plans that support low-carbon, equitable, and multimodal travel in the community. Staff might seek to calculate the benefits of proposed projects in terms of greenhouse gas emissions reduction, air quality improvements, disaster risk mitigation, green space improvement, or improved access for marginalized community members.

Finally, staff should consider whether amendments to asset management and capital improvement plans should be made to include provisions for sustainable purchasing and materials management practices.

City of Troutdale Stormwater Management Program Plan

Multnomah County's Hazard Mitigation Plan names severe weather and storms as the greatest natural hazard Troutdale faces. These events are likely to become more frequent, severe, and unpredictable in the face of climate change. Additionally, Troutdale borders on both the ecologically-sensitive Columbia and Sandy River Watershed areas.

The Troutdale's Stormwater Management Program Plan provides critical information about the city's preparedness for such storms as well as infrastructure and process to protect citizens, the built environment, and natural ecosystems from negative impacts. The plan provides insight into how Troutdale can provide safe, clean, and healthy water systems for its residents while minimizing impact to the natural environment.

Published in 2011, this document guides the Public Works department in balancing the protection of human health, property, and natural systems through stormwater management. It contains best practices for infrastructure maintenance, ecological management, and public engagement. Finally, the plan provides information about state and federal regulations with which the city must comply to operate sewage, stormwater, and pollution control systems safely.

When developing a climate resiliency strategy, this plan will help to understand the threats that hazardous materials, debris, invasive species, and

pests pose to local watersheds and the city’s water system. The climate team might consider providing future support for the programs outlined in the plan as well as new programs, such as public education, cleanup events, invasive species management, and urban forestry.

REGIONAL POLICY AND PLANNING

These documents represent climate-related strategy and collaboration led by Troutdale’s partners at the regional level, including neighboring cities, Multnomah County, and the regional Metropolitan Planning Organization (Portland Metro). The city might use these to understand what is already being done, what is working well, and what might be possible for the future.

Multnomah County Multi-Jurisdictional Hazard Mitigation Plan

Multnomah County published this plan in 2017 in partnership with the cities of Fairview, Troutdale, Wood Village, and Gresham. The plan establishes a long-term strategy for disaster preparedness, mitigation, and adaptation in the eastern region of the County and defines roles for disaster response

across jurisdictional boundaries and stakeholder groups. Additionally, jurisdictions with FEMA-approved plans are eligible for federal hazard mitigation funding assistance.

City staff considering climate resiliency can refer to this plan for a comprehensive understanding of the specific natural disaster and climate change-related risks within city boundaries and in the region. Multnomah County lies within the Cascadia Subduction Zone, the Columbia and Sandy River floodplains, and near two active volcanoes: Mount Hood and Mount St. Helens.

Scientists project that the effects of climate change locally may include reduced precipitation and snowpack, increased incidence of drought and wildfire, and increased frequency of flooding, landslides, and extreme weather events. In particular, the table below illustrates that Troutdale is most vulnerable to increased frequency of severe weather as a result of climate change, in addition to flooding, wildfire, and landslides (Figure 2). The plan contains further detail about risks to specific communities, infrastructure, and natural areas.

FIG. 2
Risk of climate-related and other natural disasters in Troutdale and neighboring cities.

	Unincorporated Multnomah County	Gresham	Troutdale	Fairview	Wood Village
HIGH	Earthquake	Earthquake	Severe Weather	Earthquake	Severe Weather
	Flood	Severe Weather		Severe Weather	
	Wildfire				
MODERATE	Severe Weather	Flood	Earthquake	Volcano	Earthquake
		Landslide	Volcano	Flood	Volcano
			Flood		Landslide
			Wildfire		
LOW-MODERATE					Flood
LOW	Landslide	Wildfire	Landslide	Landslide	Wildfire
	Volcano	Volcano		Wildfire	

Source: Local jurisdictions in the Planning Area

Additionally, the plan outlines how communities can take action to prepare for such disasters and mitigate damage to life and property. Troutdale has committed to 19 of the 42 actions outlined, with details, potential funding, and implementation mechanisms listed in the plan.

The matrix below (Figure 3) creates a framework for assessing hazard mitigation actions along the criteria of social equity, long-term benefit, cost, level of risk addressed, and local capacity. Troutdale should consider adopting a similar framework when planning for climate adaptation and resiliency in order to maximize benefit to the community.

Criteria	High (3 points)	Medium (2 point)	Low (1 point)
Equity¹	Social benefits are highly likely, especially for people in areas with high hazard exposure and for people who have been disproportionately impacted by natural disasters.	Social impacts are likely to be neutral to positive, especially for people in areas with high hazard exposure and for people who have been disproportionately impacted by natural disasters.	Social impacts are likely to be neutral, especially for people in areas with high hazard exposure and for people who have been disproportionately impacted by natural disasters.
Benefits	Supports compliance with a legal mandate or will have an immediate impact on the reduction of risk exposure to life and property.	Will have a long-term impact on the reduction of risk exposure to life and property.	Long-term benefits of the action are difficult to quantify in the short term.
Costs	Possible to fund under existing budget. Project is or can be part of an existing ongoing program or would not require substantial effort to initiate or appropriate funds.	Possible to budget for under existing work-plan, but would require a reapportionment of the budget or a budget amendment.	Existing work plan and funding levels are not adequate to cover the costs of the proposed project.
Risk²	Addresses a high-risk issue as described in the risk assessment.	Addresses a moderate-risk issue as described in the risk assessment.	Addresses a low-risk issue or has not been assessed for the level of risk.
Capacity	Capacity is highly feasible within 1 to 3 years.	Capacity is feasible within 5 years, but may need to be further explored.	Capacity is uncertain to unlikely within 5 years.

FIG. 3
Mitigation Action
Prioritization Criteria.
Source: NHMP Steering
Committee

**Multnomah County
Climate Action Plan**

Multnomah County and the City of Portland produced a joint Climate Action Plan as an update to a 2009 plan. Portland and Multnomah County have set a joint goal to reduce local carbon emissions by 80% below 1990 levels by 2050 and 40% by 2030.

The document provides an overview of sources of greenhouse gas emissions within county boundaries and outlines specific reduction targets and actions the city and county can take under the following categories:

1. Buildings and Energy
2. Urban Form and Transportation
3. Consumption and Solid Waste
4. Food and Agriculture
5. Urban Forest, Natural Systems and Carbon Sequestration

The charts that follow (Figure 4) illustrate the sources of Multnomah County’s carbon emissions as a snapshot of emissions in 2013 on the left, while to the right, as the change in emissions over time. Though still a major source of greenhouse gas

The big three emission sources: Electricity, natural gas and fuel for our vehicles

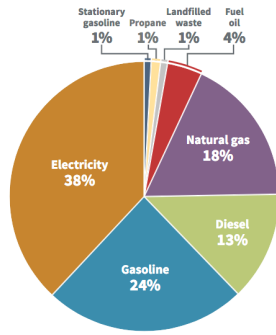


Figure 9. Total Multnomah County carbon emissions by source [Sector-based inventory, 2013]. Source: Portland Bureau of Planning and Sustainability

Investing in energy efficiency and switching to green power reduces use of carbon-intensive fuel sources

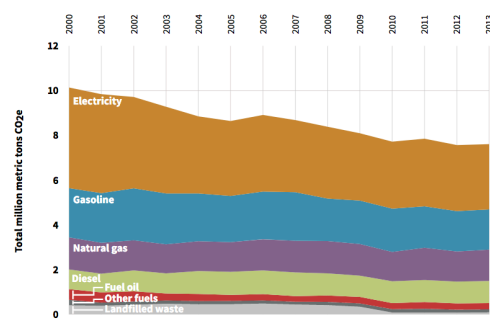


Figure 10. Multnomah County Carbon Emissions trend by source [Sector-based inventory, 2013]. Source: Portland Bureau of Planning and Sustainability

FIG. 4

MultCo GHG Emissions

Sources of greenhouse gas emissions in Multnomah County, 2013.

emissions, the carbon intensity of the electricity system has declined since 1990. Meanwhile, natural gas and transportation fuel use have remained fairly steady, thereby increasing as a share of total emissions in the region.

As of 2020, total local carbon emissions have decreased by 19% since 1990. This progress must be accelerated by Multnomah County and its regional partners in the coming years to achieve its GHG reduction goal of 40% by 2030.

Should Troutdale choose to conduct its own greenhouse gas inventory and climate action plan, city staff may want to use this document as a framework or request guidance from the county. In particular, the county may be able to support the data collection process, as underlying assumptions for Troutdale’s energy use, transportation, consumption, waste, and natural systems are aggregated in Multnomah County totals. The county tracks its progress on emissions reduction annually, therefore, more recent data may be available.

In addition to understanding the commitments that its county

government and regional partners have made, the City of Troutdale might consider adopting similar commitments, actions, targets, and educational materials while adapting them to local conditions and communities as needed.

Metro Climate Smart Strategy

Metro’s Climate Smart Strategy is the product of a five-year, three-phase process in response to an Oregon State Legislature mandate “to develop and implement a strategy to reduce per capita greenhouse gas emissions from cars and small trucks by 2035.”

The 2014 plan takes into consideration local and regional land use plans within its boundaries, recommending policies, actions, and performance metrics local jurisdictions can adopt. The Climate Smart Strategy also directs funding to align with Metro’s emissions reduction goals.

Metro estimates that implementing Climate Smart actions that encourage active transportation and reduce gasoline and diesel consumption can reduce healthcare costs by up to \$6 Billion and save more than 100 lives annually. The plan proposes a \$600

million annual spending increase, with estimated savings of over \$2.5 billion on reduced pollution and delay costs for freight trucks and a \$400 million reduction in vehicle ownership costs for households by 2035.

One important feature of the plan is Metro’s 2040 land use vision for the region (Figure 5). In this vision, Troutdale is anchored by a core town center encompassing its main

street and intercity rail hub. The town center is surrounded by industry and employment to the north, parks and green space to the east, and neighborhoods to the south. I-84 remains Troutdale’s major connection along the Columbia River toward Portland, while the SW 257th Avenue corridor connects Troutdale to existing and planned high-capacity transit in Gresham.



FIG. 5
The Metro 2040 Growth Concept for Troutdale and neighboring areas.

While this long-term vision may already be well-understood in Troutdale and incorporated into long-range land use, housing, and transportation policy, city staff could potentially look to this map to consider a holistic, regional view for climate action within city limits. For example, the city might work with Gresham and regional partners like Metro, Multnomah County, and TriMet to consider strategies to best connect Troutdale residents with existing and forthcoming high-capacity transit hubs. These strategies could include

micromobility and other shared mobility services, park and ride programs, shuttles or on-demand transit, etc.

Troutdale can also look to this plan for examples of specific and clear transportation-focused carbon mitigation actions. In particular, one appendix document creates a toolbox of actions that regional stakeholders could adopt in the immediate and near term to participate in the Climate Smart Strategy process, including more than 100 actions specifically tailored to city and county governments.

Recommendations

The City of Troutdale hopes to approach climate action and resiliency from three angles: (1) reducing greenhouse gas emissions, (2) understanding the risks and threats of climate change in the community, and (3) increasing access to clean and affordable energy.

1. Reducing Greenhouse Gas Emissions

To mitigate its contribution to climate change, the city could look to Multnomah County and Metro's climate strategies in order to formulate its own plan to quantify and reduce greenhouse gas emissions. Troutdale could also consider how city-controlled land use and transportation policy might work in conjunction to reduce emissions from local buildings, goods and services, and fossil fuel-powered vehicles.

2. Understanding Climate Change and Identifying Climate Risks

Multnomah County's Multi-jurisdictional Hazard Mitigation Plan can help Troutdale to consider the impending climate and weather implications of climate change on the community. In addition, the city's asset management and capital improvement strategies contained in the Stormwater Management Program Plan, Transportation System Plan, and Comprehensive Land Use Plan provide insight into the state of the built environment and how local infrastructure might hold up to severe weather events.

3. Facilitating Access to Clean and Affordable Energy

To provide Troutdale residents and businesses with clean and affordable energy, the city might look to its regional counterparts for successful energy policy mechanisms such as energy efficiency programs and distributed energy resource (DER) projects (e.g. rooftop solar, battery storage, electric vehicle charging, smart grid technology, etc.) that could be replicated within city limits. The city should also review development code to understand whether barriers to such actions might exist under current regulations.

Additionally, energy policy, investment, and resiliency work are evolving rapidly at the regional, state, and federal level. One item of particular relevance is the announcement that Portland General Electric (PGE) – the electric utility serving Troutdale residents and businesses – has set a target for net zero carbon emissions by 2040. PGE has also committed to delivering 80% carbon-free energy to its customers by 2030.

Conclusion

The plans and policies outlined in this report create a foundation on which to build future climate change mitigation, adaptation, and resiliency work in Troutdale. The City of Troutdale could review city plans and policy documents to understand where goals and objectives are already aligned, and what may need updating to meet local climate goals.

Climate-related plans and visions set by Troutdale's regional partners can serve as a framework on which to build the city's own vision for climate action. Some county, MPO, state or federal goals might be appropriate to adopt as is and implement locally. In other cases, Troutdale can choose to adjust or expand upon these goals in a manner that serves community needs.

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