

A photograph of a modern library interior. In the foreground, a wide wooden staircase with a white metal railing descends from the upper level. The railing has a decorative, wavy pattern. The wall behind the staircase is white and features a large, bold, blue sign that reads "2022 CITY COUNCIL Policy Agenda". The library shelves are filled with books, and there are large windows in the background showing trees. The ceiling has a grid pattern with recessed lighting.

# 2022 CITY COUNCIL Policy Agenda



Untitled  
2016  
Leroy Setziol  
1931-2016  
Collection of The City of Salem  
Gift of University and Faculty of Arts through  
the Oregon Artistic Heritage Foundation

This untitled Leroy Setziol piece was accessioned into the City of Salem's public art collection in 2016. Artworks in the City of Salem collection were created using a wide variety of media, and together they span more than 50 years of regional art history. Many works of fine art are on display in City of Salem public buildings or outdoors. Explore Salem's public art collection through a self-guided tour or scavenger hunt.

# From the Mayor and City Council

**Dear City of Salem Residents,**

In 2017, the City embarked on its first strategic planning process. In the years since we issued our initial strategic plan, we have made great progress toward our goals with the help of residents, local businesses, and community partners.

Building upon the vision for our community that was established in 2017, we have developed the next evolution of our strategic plan. With this plan, our goal is to set a course of action through 2026 by establishing key priorities, acting on these objectives, and reporting our progress to the public.

With your input, we are focused on four key priority areas that demand attention in the coming year: (1) responding to our sheltering crisis; (2) planning for our future; (3) engaging our community; and (4) sustaining infrastructure and services. We are grateful for everyone's contribution to these critical priorities and initiatives. We cannot be successful working alone. As you consider these four initiatives, you'll see a reflection of the City's role and areas in which we'll be calling on community partners as we seek support and build collaborations to achieve these goals.

We look forward to working alongside you to respond to our sheltering crisis, plan our future, engage our community, and sustain infrastructure and City services.

Sincerely,

**CHUCK BENNETT**  
Mayor

**TREVOR PHILLIPS**  
City Councilor Ward 3

**CHRIS HOY**  
City Councilor Ward 6

**VIRGINIA STAPLETON**  
City Councilor Ward 1

**JACKIE LEUNG**  
City Councilor Ward 4

**VANESSA NORDYKE**  
City Councilor Ward 7

**TOM ANDERSEN**  
City Councilor Ward 2

**JOSE GONZALEZ**  
City Councilor Ward 5

**VACANT**  
City Councilor Ward 8



Chuck Bennett



Virginia Stapleton



Tom Andersen



Trevor Phillips



Jackie Leung



Jose Gonzalez



Chris Hoy



Vanessa Nordyke



Barn Wood Naturals- A Salem based business.



# 2022 CITY COUNCIL — Policy Agenda —

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**Featured on the cover:**

The Salem Public Library re-opened October 1, 2021, following \$18.6 million in voter-approved seismic and safety upgrades. The renovated Salem Public Library offers a light-filled interior with books, new spaces for reading and meeting, and redesigned areas for children and youth.

# Mission, Vision, and Values

*Our strategic plan is grounded in the City's vision (the ideal state of our community in the future), mission (how we, as a city government, plan to achieve our vision), and values (the principles of our organization by which we strive to work).*

## Our Mission is to:

Provide fiscally sustainable and quality services to enrich the lives of present and future residents, protect and enhance the quality of our environment and neighborhoods, and support the vitality of our economy.

## We are ...

### Community-focused

We are dedicated to providing high-quality, responsive, and equitable services that meet the needs of our community.

### Inclusive

We are committed to ensuring equity and accessibility across City services. We are an anti-racist organization that actively fights against racism and all other forms of discrimination. Diversity is a core strength of our community and we are dedicated to creating a city where everyone—regardless of culture, race, or ability—can thrive.

## Our Vision is ...

A safe, livable, and sustainable capital city, with a thriving economy and a vibrant community that is welcoming to all.

### Proactive

We are innovative, action-oriented, and focused on delivering measurable results to our community. We actively seek and use data to make well-informed decisions.

### Accountable

We act with integrity and honesty. We take responsibility for our actions and communicate with residents to ensure transparency.

### Respectful

We strive to create a healthy work environment based on teamwork and mutual respect.

## City Goals: Result Areas

*Six broad result areas that describe the major outcomes the City hopes to create through the municipal services it provides.*



Safe Community



Welcoming and Livable Community



Natural Environment Stewardship



Safe, Reliable, and Efficient Infrastructure



Strong and Diverse Economy



Good Governance



# Safe Community

*Salem provides emergency services while proactively addressing the impact of crime, fire, natural disasters, and health emergencies to residents, businesses, and property owners.*

**Supporting City Departments**

- Police
- Fire
- Municipal Court
- Community Development
- Public Works

**Summary of City Services**

Public safety is a critical function of local government. In Salem, our 9-1-1 call center sends Police, Fire, and emergency medical services to those in need and keeps Salem safe by protecting residents, visitors, and properties from harm in the event of a natural disaster or other emergency. In addition to responding directly, we plan and prepare our community for situations that may threaten health or safety. Salem also has a Municipal Court, responsible for protecting the rights of individuals and prosecuting crimes that impact the quality of life in Salem.



Bomb detection robot tour (2019)



Drinking water distribution (2018)



Fire Department - "Take your Child to Work" Day (2018)

# Welcoming and Livable Neighborhoods



*Salem is safe and clean, with a mix of quality housing with access to parks, recreation, historic and cultural resources, and the arts.*

**Supporting City Departments**

- Community Development
- Public Works
- Urban Development
- City Manager's Office

**Summary of City Services**

To ensure Salem residents have access to parks, recreation, and historic and cultural opportunities, we're actively working with our community today to build a long-term vision for future growth and development. We also work with the private and non-profit sectors to develop a diverse range of housing options. Together, we create and maintain public spaces to offer activities that connect, benefit, and reflect our community, and support the arts, historically, and culturally significant buildings and sites, and community events.



Oregon Artist Series public art



New housing options



Neighborhood meeting (2021)

## RESULT AREAS



### Supporting City Departments

- Community Development
- Public Works
- Urban Development

# Natural Environment Stewardship

*Salem protects natural resources including healthy streams and the Willamette River, and works to reduce impact from the built environment and City operations on our environment.*

## Summary of City Services

Cities impact the environment and natural resources directly through operations, services, and infrastructure (such as transportation, pathways, urban nature, and walkable neighborhoods), through development, and resident and business use of water, energy, and waste systems. Many Salem activities protecting our environment, drinking water, flooding, stormwater, and wastewater treatment are the subject of state or federal laws to which the City must comply and may incorporate into local regulations. Salem also prepares and works to reduce flooding; supports an education program to keep streams clean; invests in parks, open spaces, and the urban tree canopy; balances land use needs today and into the future; plans for infrastructure needs as the community grows and changes; encourages Brownfield clean up and development; invests in energy efficient operations; and plans for resiliency of services to our community.



Bush's Pasture Park



Water testing (2018)



Pringle Creek restoration (2019)

# Safe, Reliable and Efficient Infrastructure



### Supporting City Departments

- Community Development
- Information Technology
- Public Works
- Urban Development

*Salem provides an integrated municipal asset system of streets, bridges, and sidewalks, civic buildings, technology and utility systems.*

## Summary of City Services

Salem owns and operates a valuable network of infrastructure including buildings, streets, pipes, dams, properties, parking garages, recreation facilities, airport runways and taxiways, and equipment. Our current Capital Improvement Program identifies \$208 million in infrastructure construction projects, with 86.2 percent of the project funding dedicated to the City's utility and transportation system. A large number of critical infrastructure projects are known—most are listed in the City's infrastructure master plans—but are not yet funded. In addition to the needs of existing infrastructure, the City needs to provide for new residents as the community grows and changes.



Gerry Frank | Salem Rotary Amphitheater under construction (2021)





# Strong and Diverse Economy

*Salem supports a diverse economic base, robust job growth, business retention and recruitment, and a thriving downtown.*

**Supporting City Departments**

- Community Development
- Public Works
- Urban Development

## Summary of City Services

Salem is home to a wide range of industries and private employers. As the state’s capital, the local economy is relatively stable with strong agricultural production, manufacturing, and distribution. The addition of high tech to the local economy has provided steady growth. Major employers, in addition to government and Salem Health, include Kettle Foods, Garmin, Yamasa, West Salem Machinery, Gilgamesh Brewing, and Amazon. In economic development and job creation, our role is to provide infrastructure and development services, support the area’s business climate, and promote programs, services, and economic incentives offered by the City of Salem and Urban Renewal Agency. We leverage these funds and work with economic development partners and the development community to actively promote investment in our community.



Garmin



La Familia Cider Company



# Good Governance

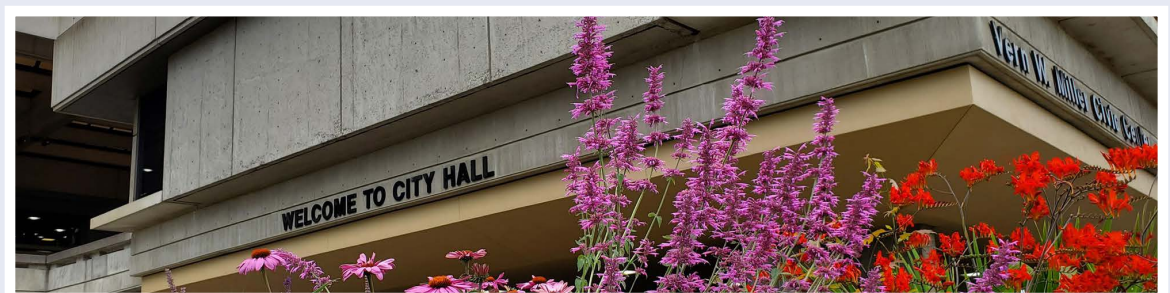
*The enterprise is managed to be fiscally sustainable, provide quality services, proactively engage residents, be forward thinking, and build capacity and partnerships to prepare for the future.*

**Supporting City Departments**

- City Manager’s Office
- Finance
- Human Resources
- Information Technology
- Legal

## Summary of City Services

The mission of the City is to provide fiscally sustainable and quality services to enrich the lives of present and future residents, the quality of our environment and neighborhoods, and the vitality of the economy. The half-billion-dollar municipal corporation operates under the council–manager form of city government. As of July 2019, the municipal corporation has 1,237.75 full-time equivalent positions, equating to approximately 7.5 employees per 1,000 residents.



Civic Center, Downtown Salem (2021)



## Responding to Our Sheltering Crisis

### Result Areas:

Safe and Healthy Community; Welcoming and Livable Community

The Salem City Council recognizes homelessness as a critical problem in our community. This issue is the most important issue to the majority of our residents. We're actively working with partners to reduce hardships that lead to homelessness and increase access to affordable housing for our residents and families with children who are unsheltered or at-risk of becoming homeless. We're taking a collaborative approach and adapting multiple best practices to fit our community.

With the support of partners and other agencies, efforts are underway to help prevent homelessness, manage homelessness, and end homelessness. Services and activities that are available to manage homelessness include things like triage and connection to services, health and mental health care, other basic needs, safe and secure outdoor shelter, and temporary indoor shelter. Services and activities for ending homelessness include services available to support transition to housing, like navigation services and permanent supportive housing, as well as providing incentives for and constructing affordable housing. The service network in Salem is designed with the goal of transitioning participants to permanent supportive housing or other appropriate housing. The majority of activities led by the City are focused on managing and ending homelessness. Prevention activities tend to be the purview of regional efforts however, the City also offers some relief for qualified households from monthly bills, like utility bills or garbage bills, that may help some retain housing.



### For each activity, the City's primary role(s) are noted:

**DOER:** The City's primary role is to execute the activity.

**PARTNER:** The City's primary role is to partner with external parties and/or provide funding to support the activity.

**CONVENER:** The City's primary role is to bring together external parties to advance the activity via collaboration.

The City's role may shift to Convener and/or Doer, pending further City Council discussion in 2022.

*For the coming year, the City can continue the following activities:*

## **Managing Homelessness**

- ▶ **Respond to Community Complaints for Clean Up at scattered unmanaged tent, car, and RV camping sites, and trash clean up.** In response to community complaints of accumulated trash, and abandoned tents or RVs, we work with area non-profits and Salem Housing Authority navigators to connect those living unsheltered in our community to services and housing options. These efforts are coordinated with clean ups due to concerns about downtown area sidewalks, freeway off-ramps, and temporary camping areas in Wallace Marine and Cascades Gateway Park. Currently, staff anticipate adding capacity to our response with some portion of the \$10.5 million funding allocation from the Oregon Legislature.

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### **DOER/PARTNER/CONVENER**

- ▶ **Complete Construction and Open Navigation Center.** In late May, the City received a two-year operating grant from the Oregon Legislature for a navigation center. While under construction, the navigation center opened for temperature-activated warming network this winter. The navigation center will open in Summer 2022 as a low barrier shelter, operate 24-hours a day, seven days a week, with intensive case management to connect people to public benefits, health services, and permanent housing. On December 6, 2021, City Council included a request to cover the gap between available funding and current construction costs

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### **DOER/PARTNER/CONVENER**

- ▶ **Site and Operate Micro-Shelter Village Communities.** The City has actively participated in efforts to address gaps in shelter beds, allocating \$8.1 million of American Rescue Plan Act funds to add new shelter bed and safe park spaces. The City welcomes participation from cities, counties, non-profits, churches, and property owners for allowing use of land for managed shelters. Community members have raised funds for the purchase of 150 micro shelters.

Currently, 50 micro shelters are in use and the City is actively searching for property suitable for a managed micro shelter site. Currently, staff anticipate operating existing - and future - shelter sites with some portion of the \$10.5 million funding allocation from the Oregon Legislature.

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### **DOER/PARTNER/CONVENER**

- ▶ **Continue to Develop Local Partnership and Funding Support for:**
  - » **Sobering Center.** The purpose of a sobering facility is to provide a safe, clean, and supervised environment for acutely intoxicated individuals to become sober and eligible for further treatment and other services, 24 hours each day, seven days a week. Staff from the City, Marion County, Polk County, Pacific Source, and Salem Health are working to develop a model that is financially sustainable for our community.
  - » **Mobile Crisis Response.** Mobile crisis response pairs together a crisis intervention worker and an emergency medical technician to triage and provide safe transport for disruptive, but non-criminal behaviors related to mental health or substance abuse. Efforts continue to explore options, and make a policy decision on how best to implement a mobile crisis response model in Salem. Our FY 22 Budget included some funding for a community partner to pilot a program, based on the much-anticipated House Bill 2417. When it passed, however, the bill directed funds to counties for short-term respite centers, peer-run respite centers, mobile crisis intervention teams, and new technology for a crisis call center system (9-8-8), and a Veteran's Crisis Line.

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### **PARTNER**

## Responding to Our Sheltering Crisis (cont.)

### Ending Homelessness

► **Transition More Households into Supportive Housing.** With the housing market tight and fewer evictions occurring this last year, finding housing for someone with a Section 8 voucher is challenging. Vouchers can be used at several Salem Housing Authority sites as well as privately owned properties. In the 2021 Legislative Session, the City received funds to help 170 households and keep 66 families in transitional housing for the next year, until systems relied on can recuperate from effects of the COVID Pandemic. Staff are also continuing to provide case management and support to individuals in the Homeless Rental Assistance Program.

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#### DOER

► **Build More Permanent Supportive Housing.** The Salem Housing Authority has received grants for 60 units of permanent supportive housing at Sequoia Crossings. Salem Housing Authority will own and manage the property, contracting with ARCHES to support residents. The 52 one-bedroom unit housing project at Yaquina Hall is also moving forward. Through the City or Salem Housing Authority, we currently offer affordable housing developer incentives: a non-profit low-income housing tax exemption, a multi-unit housing tax incentive for transit-oriented development, and a community partner property tax exemption to include affordable units in market rate developments. To encourage private sector building of

affordable housing, the Urban Renewal Agency offers grants to support the development of low-income subsidized housing, workforce housing, and market-rate housing. Staff are conducting market analysis regarding housing development, affordable housing and how incentives are designed to mitigate market risk. In January, staff anticipate returning with options for expanding affordable housing.

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#### DOER/PARTNER/CONVENER

► **Support Regional Efforts.** The City is an active participant in the Mid-Willamette Homelessness Alliance, the region's strongest and best opportunity for collaborative approaches to preventing and ending homelessness. Homelessness transcends Salem and is a regional issue. Investment in the Alliance is building capacity to help prevent and end homelessness. On December 6, 2021, City Council allocated \$150,000 from the ARPA funds to the Mid-Willamette Valley Homeless Alliance to continue developing regional capacity to help those who are unhoused. The funds will be used for operations and planning needs directly connected to building regional service capacity.

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#### PARTNER





## Planning for Our Future

### Result Areas:

Welcoming and Livable Community; Strong and Diverse Economy; Safe, Reliable, and Efficient Infrastructure; Natural Environment Stewardship

We are looking forward to the Planning Commission and City Council adoption process of the Comprehensive Plan Update, Our Salem. As the multi-year community visioning process comes to conclusion in mid-2022, we are planning to carry this vision into other plans. The largest component of this work is the Transportation System Plan. This piece alone is anticipated to require additional funding for the next three years. Other plans tied to the Comprehensive Plan are updates to the Comprehensive Parks System Master Plan, Goal 5 Inventory for Natural Resources (recommended by the Planning Commission), Housing Production Strategy, and Economic Opportunities Analysis. Implementation strategies to support the Climate Action Plan are also linked to the Comprehensive Plan. All this future work will be informed by the rules from the Oregon Department of Land Conservation and Development's Climate Friendly and Equitable Communities rule-making process. Sequencing of follow-on steps is shown in Attachment 1.

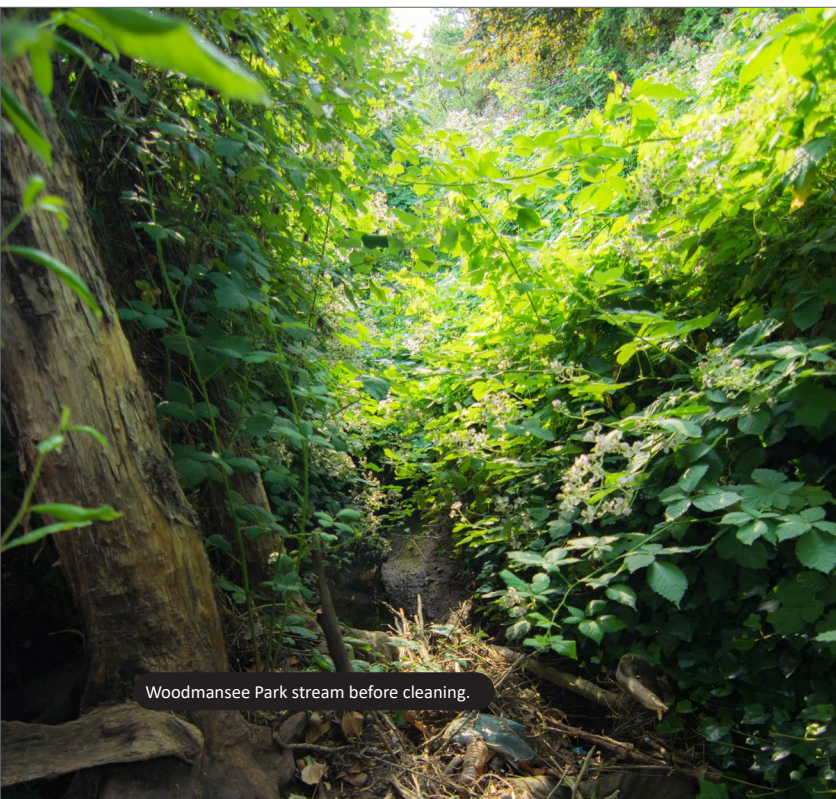
After Our Salem is approved by City Council, and coordinating with any Department of Land Conservation and Development rules that come out



of Oregon’s Climate-Friendly and Equitable Communities work, the City’s next steps will be to:

- » Update the Transportation System Plan to align with the updated Comprehensive Plan,
- » Conduct a Goal 5 inventory to conserve open space and protect natural and scenic resources,
- » Coordinate and implement strategies in the Climate Action Plan, following public hearing and approval
- » Update the Comprehensive Parks System Master Plan to align with the updated Comprehensive Plan,
- » Complete a new Economic Opportunities Analysis, and
- » Develop a Housing Production Strategy following Housing Needs Analysis adoption planned with the Our Salem project.

Each of these infrastructure plans is a foundational planning component and substantive in scope, including extensive community outreach and engagement, staff and consultant support, and dedicated funding. From contingency in this current year (FY 2022), City Council may consider \$200,000 from General Fund to advance initial priorities from the Climate Action Plan.



Woodmansee Park stream before cleaning.

***For the coming year, the City can expect to:***

- ▶ **Complete adoption of Our Salem mid-2022.** With existing staffing resources and funding, by the end of 2021, the City expects to start the adoption process for the updated Comprehensive Plan, Comprehensive Plan Map, zoning map, and zoning code. That process will stretch into 2022 and include public hearings at the Planning Commission and City Council. Through this process, changes may be made to the proposed zoning map or other components of the project.

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**DOER**

- ▶ **Fund Transportation System Plan Update.** After the Comprehensive Plan Update is adopted, other infrastructure plans will need to be updated for consistency with the vision in Our Salem. The Transportation System Plan is a major undertaking and includes substantive community outreach and engagement. In the proposed budget for FY 2023, City Council may consider \$400,000 from Transportation System Development Charges for this purpose.

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**DOER**

- » **Lowering traffic speeds on neighborhood streets.** As an interim step, the City will begin a 20 is Plenty initiative and communications campaign to lower speeds on neighborhood streets.

- ▶ **Launch Riparian Inventory for Natural Resources (Goal 5).** We can begin this follow-on work to Our Salem in fourth quarter of 2022. Expected to cost about \$150,000, funding is anticipated from the Utility Fund, as the majority of the initial issues are creek-related.

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**DOER**

- ▶ **Further Climate Action Plan.** On February 14, 2022, the Salem City Council accepted the Climate Action Plan and planned to appoint a Council Subcommittee to focus on implementing key activities to move the initiative forward. From contingency in this current year (FY 2022), City Council may consider \$200,000 from General Fund to advance initial priorities from the Climate Action Plan.

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**DOER/PARTNER/Convener**

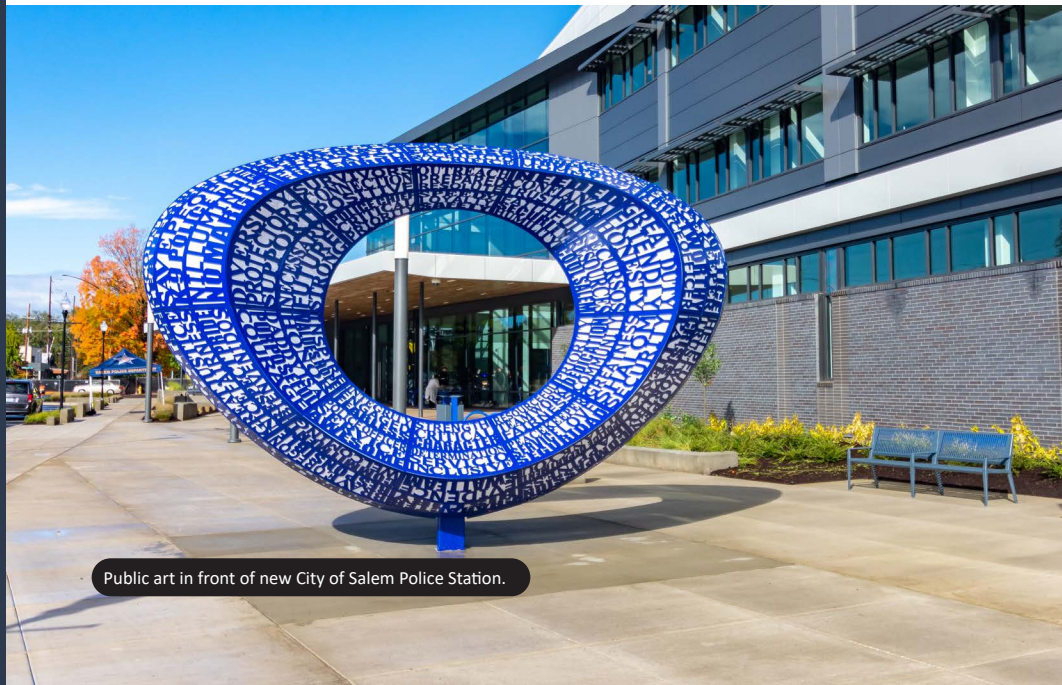


## Engaging Our Community

**Result Areas:**  
Good Governance

For the last several years, increasing transparency and trust with the community through communication and engagement has consistently been among the priorities of City Council. The City is making continual improvements to its communication, accessibility, and sharing of our shared story.

We also connect with our community through the media, social media (Facebook, Twitter, NextDoor, Instagram), video content, weekly e-newsletter, neighborhood association engagement, outreach to stakeholders and civic organizations about on-going and Policy Agenda-related projects, programs, and initiatives like Our Salem; bicycle, pedestrian, and vehicle transportation projects to improve safety; parks planning; and volunteer opportunities. Emergency information is shared through the Community Alert System for member-defined locations to their phone or email. Staff meet quarterly with community, civic, and cultural organizations to share information for cross promotion opportunities; other governments and agencies; and our media partners.



Public art in front of new City of Salem Police Station.



*For the coming year, the City can expect to:*

- ▶ **Launch the new City of Salem website update.** City Council allocated funding in the FY 22 Budget for a new City website. A new website in April will improve search and navigation and accessibility of information for different language preferences. With more information and services available in the web environment, translation will be easier and more accessible to screen readers. The site will also feature seamless integration of off-site web-based information sources.

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**DOER**

- ▶ **Share performance measures and metrics.** By mid-2022, the City will launch new web-based access to information on the City's budgeting and gauge how well the City is doing on these priorities. Measures will include the annual statistically valid survey to sample community perspectives on our performance.

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**DOER**

- ▶ **Finish Plans and Start Construction of Customer Service Center.** Based on the principal that members of the public should not have to understand how the City is organized to access services, the Customer Service Center is opening by Spring 2023 in the former café space at the Civic Center.

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**DOER**

- ▶ **Expand Neighbor to Neighbor communications.** With a focus on recruiting more members to participate in Neighborhood Associations, communications staff can work with Neighborhood Association Boards to build communications strategies to expand engagement and recruit additional members. This would further City efforts to encourage engagement at neighbor-to-neighbor level by supplementing Neighborhood Associations' communications occurring today through the Next Door social media platform, and direct City communications to Neighborhood Association Chairs and Land Use Chairs on items of interest. Currently, attendance at a quarterly Chairs' meeting, hosting a block party, submitting written comments on a land use case, or developing an e-newsletter are examples of how Neighborhood Associations can earn communications funds. Each has been accruing communications funds for several years and can accrue up to \$2,500 per Neighborhood Association. If not at their maximum, the City offers incentives to get an annual up to \$500 for neighbor-to-neighbor communications. With these resources, neighbors fund neighborhood-wide postcards for recruitment or to raise awareness about a land use proposal.

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**PARTNER**



Clean Streams cleanup crew.

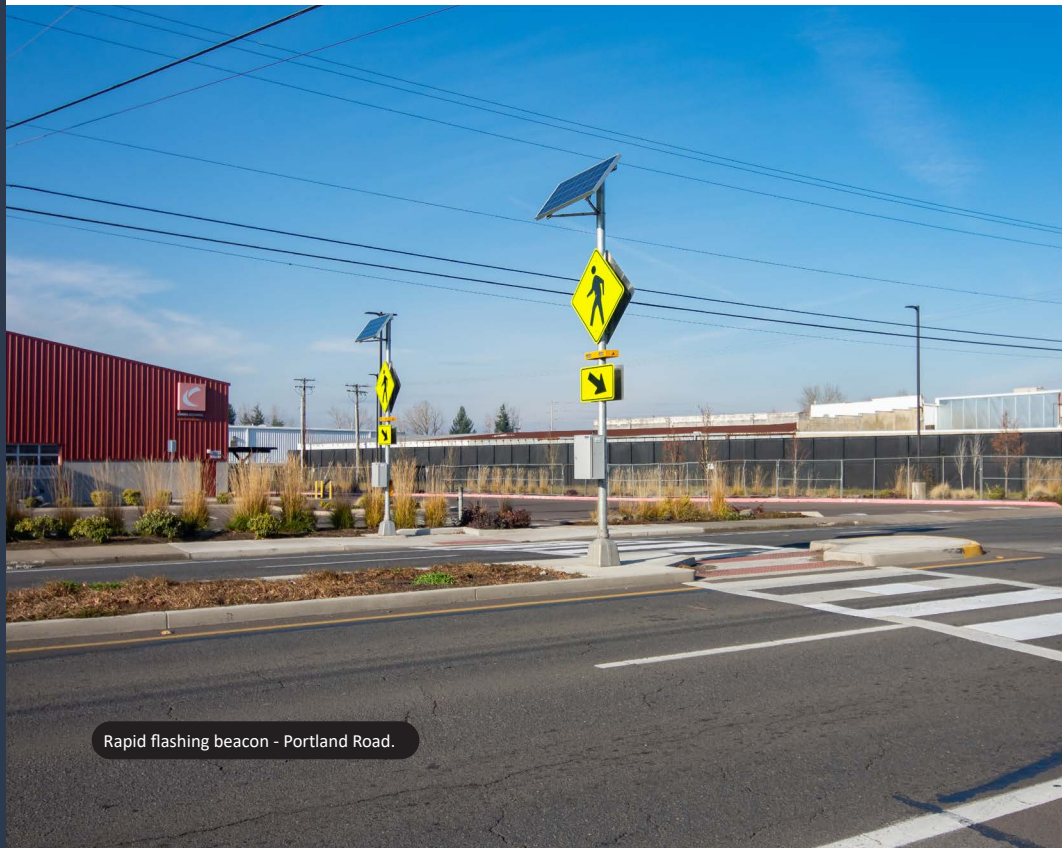


## **Sustaining Infrastructure and Services**

**Result Areas:**

Safe and Healthy Community; Welcoming and Livable Community; Strong and Diverse Economy; Safe, Reliable, and Efficient Infrastructure; Natural Environment Stewardship; Good Governance

Actions taken by Salem’s City Council helped speed the City’s recovery from the 2008 recession. Strengthening the City’s long-term financial position to ensure ongoing provision of core services to all residents has remained at the forefront of City Council priorities since that time. In addition to concerns about funding day-to-day operations, the City of Salem has pressing needs for fire engines and equipment, for improvements to streets and sidewalks, for parks, for affordable housing and shelter, and other projects to improve the community. In Fall 2020, the City Council formed a Steering Committee to guide development of a proposal for a Community Improvement Bond - without increasing the City’s property tax rate - for the November 2022 ballot.



Rapid flashing beacon - Portland Road.

► **Pursue Community Improvement Bond.** The City is planning a comprehensive bonding strategy for the November 2022 ballot. We have an opportunity to pay for up to \$300 million of the needed improvements. This is because several previous bond measures will be retired and removed from the tax rolls over the next decade. Bond funded projects would save money currently spent on repairs and maintenance of outdated facilities and equipment, and improve energy efficiency.

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**DOER, Convener**

► **Explore opportunities to lower expenses.** We are constantly evaluating whether our community can be better served by non-profits or the private sector. In many cases, the services we provide are not offered by others in our community, are the result of a State or Federal mandate, or are cost prohibitive to start-ups. In others, our primary role is to provide grants and other funding to nonprofits, rather than build new areas of expertise within the organization. For example, we contract with Travel Salem for destination marketing and with SEDCOR for targeted sector business retention, expansion, and recruitment.

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**DOER**

► **Explore opportunities to increase revenue.** Prior to the onset of the Pandemic, the City was moving forward with a program to maintain current City services and begin to keep pace with our community's growing needs. At that time, we were trying to raise an additional \$16.2 million per year to pay for police officers and firefighters, and much-needed additional support for parks, our library, and other community services. In February 2020, the City began collecting the operations fee to help continue current services and staffing levels in the near-term. This was the first of two steps to fill the revenue gap and to continue existing services. By March 2020, it became clear that the economic impact of the Pandemic on our residents and businesses would linger and the City Council pulled the second piece of revenue measure from the May 2020 ballot. American Rescue Act Plan funds have helped to fill gaps created by the Pandemic. Through FY23, the City will continue to have access to these funds to help stabilize the budget.



# Annual Cycle

The 2022 Policy Agenda is part of an annual cycle of developing the budget, policy and program evaluation, financial forecasting, and reporting to the Council and community on progress. You can read more about accomplishments in 2021 in the [annual community report](#).

## FALL/WINTER

**Annual Community Report**  
How we measure progress

**Forecasting**

**Residential Satisfaction Survey**

## WINTER (January)

**City Council Policy Agenda**  
How does the City achieve its strategic priorities and ensure success?



## SPRING (April, May)

**City of Salem Budget**



[www.cityofsalem.net/](http://www.cityofsalem.net/)  
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