



CITY OF *Salem*  
AT YOUR SERVICE

# 2023 City Council Policy Agenda



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Through its annual Policy Agenda, City Council makes its priorities for action clear to staff and the community and provides direction on aligning resources towards the Strategic Plan Policy areas through the City's budgeting process. Each fall, City Council develops a framework for its policy priorities and considers progress achieved on earlier priorities, community feedback from the Community Satisfaction Survey, and updates on major initiatives in an annual Community Report.

In addition to furthering objectives of the 2021-2026 Strategic Plan, the City Council has identified its policy priorities for the 2023 Policy Agenda.

For this year, Council Policy Agenda priorities are concentrated in four areas:

- (1) responding to our sheltering crisis;
- (2) planning for our future;
- (3) engaging our community; and
- (4) sustaining infrastructure and services.

# From the Mayor and City Council

Dear City of Salem Residents,

Our 2023 Policy Agenda is an important for us all. After listening to feedback from residents, and discussing the pressing needs of all parts of Salem, we will continue to focus on four priority areas: (1) making strides to address our sheltering crisis and lessen the effects of homelessness on our local businesses, (2) addressing our housing shortage and furthering our Climate Action Plan, (3) continuing to increase transparency in our government and increasing your role in shaping our policy, (4) ensuring adequate funding to provide the essential services that our residents deserve.

In building this work plan for 2023, we considered where progress has been made from last year, feedback from the community on their priorities, and each other's perspectives. In addition to furthering work from 2022, we plan to:

- Advance Salem's Housing Production Strategy in the coming fiscal year, beginning July 2023
- Deliver on our Strategic Plan priorities to:
  - Improve engagement, communications, and the reach of Neighborhood Associations
  - Assess equity in delivery of Salem's programs and services
  - Continue investment in community-engaged policing
  - Strengthen our community's resilience and emergency response
- Simplify, streamline and reflect principles of equity in a review of the City Charter, our committee structure, and boards and commissions.

We are grateful for everyone's contribution to these critical priorities and initiatives. We cannot be successful working alone. We embark on this good work together, resolved to advance our community and the betterment of all.

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,



**CHRIS HOY**  
Mayor

**TREVOR PHILLIPS**  
City Councilor Ward 3

**JULIE HOY**  
City Councilor Ward 6

**VIRGINIA STAPLETON**  
City Councilor Ward 1

**DEANNA GWYNE**  
City Councilor Ward 4

**VANESSA NORDYKE**  
City Councilor Ward 7

**LINDA NISHIOKA**  
City Councilor Ward 2

**JOSE GONZALEZ**  
City Councilor Ward 5

**MICKI VARNEY**  
City Councilor Ward 8



Chris Hoy



Virginia Stapleton



Linda Nishioka



Trevor Phillips



Deanna Gwyne



Jose Gonzalez



Julie Hoy



Vanessa Nordyke



Micki Varney



Painting from the Street Painting Program.



# 2023 City Council Policy Agenda

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# 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.

## Our Vision is:

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

## 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.

### 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

*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.



Fire Rescue Training.

# 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.



River Road Park Shelter.

# 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.*

## Supporting City Departments

- Community Development
- Public Works
- Urban Development



Minto-Brown Island Park.

## 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.

# Safe, Reliable and Efficient Infrastructure



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

## Supporting City Departments

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



Liberty Street SE downtown Salem.

## 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.





# 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.



Downtown Salem.

# 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.*

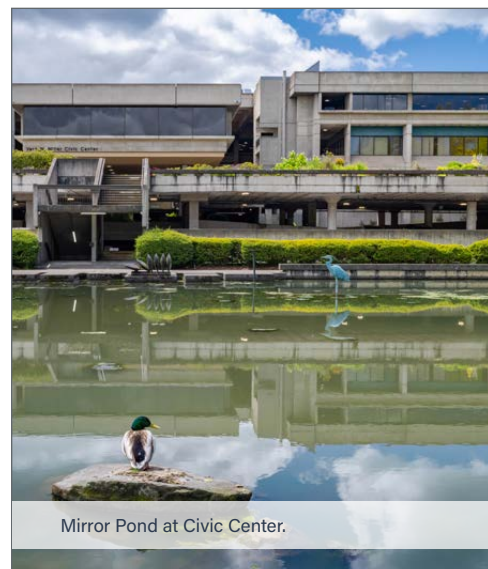


## Supporting City Departments

- 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.



Mirror Pond at Civic Center.



# 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 many of our residents. 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. The City also offers some relief for qualified households from monthly bills, like utility bills or garbage bills, that may help some retain housing. The City expends resources managing the impacts caused by living outdoors, funding alternative shelter, and adding housing and support services to end homelessness.

Salem's City Council has allocated \$23.33 million in one-time resources during FY 22 and FY 23 to expand sheltering options and manage health, safety, and livability concerns in our community. The one-time resources include almost one-third of Salem's ARPA allocation, and State sheltering resources received in recent Legislative Sessions.



## FACTS AND FINDINGS

**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 following is a complete listing of Responding to our Sheltering Crisis policy priorities included in the 2023 Policy Agenda:*

## Managing Homelessness

- ▶ **Respond to community complaints for clean up at scattered unmanaged tent, car, and RV camping sites, and clean up accumulated trash.** Continue to work with area non-profits and Salem Livability Services (SOS) team to maintain contact and regular communication to increase the chances individuals will connect with available services, keep conditions cleaner and healthier, and remove as much accumulated garbage as possible, on a regular basis.  
Doer/Partner/Convener
- ▶ **Complete construction and open Navigation Center.** Secure funding to keep open the Navigation Center after grant funds run out.  
Doer/Partner/Convener
- ▶ **Site and operate micro-shelter village communities.** Continue to fund operations at micro-shelter community villages.  
Doer/Partner/Convener
- ▶ **Continue to develop local partnership and funding support for sobering center.** Provide a safe, clean, and supervised environment for acutely intoxicated individuals to become sober and eligible for further treatment.  
Partner

## Ending Homelessness

- ▶ **Transition more households into supportive housing.** Continue to assist households and families in transitional housing.  
Doer
- ▶ **Build more permanent supportive housing.** Complete construction of Salem Housing Authority's Sequoia Crossings (60 units) and Yaquina Hall (52 units) properties. Continue to offer incentives for affordable housing through tax exemptions, management agreements and Urban Renewal grants.  
Doer/Partner/Convener
- ▶ **Support regional efforts: Mid-Willamette Valley Homeless Alliance.** Invest in Mid-Willamette Valley Homeless Alliance to develop regional capacity for those who are un-housed.  
Partner





# Planning for Our Future

## Result Areas:

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

Following the adoption of the Our Salem Comprehensive Plan update in 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 future work is informed by the rules from the Oregon Department of Land Conservation and Development's Climate Friendly and Equitable Communities rule-making process.

Aerial view of downtown Salem.

*The following is a complete listing of Planning for Our Future policy priorities included in the 2023 Policy Agenda:*

- ▶ **Fund Transportation System Plan update.** Begin follow on work to Our Salem. The Transportation Systems Plan is a major undertaking and includes substantive community outreach. Funding for this work is expected from Transportation System Development Charges.  
Doer
- ▶ **Launch riparian inventory for natural resources.** Beginning in Q4 of 2022, we will initiate a riparian inventory (also follow on work from Our Salem). As the majority of this work is creek-related, funding is anticipated in the FY23 Budget from the Utility Fund.  
Doer
- ▶ **Further Climate Action Plan.** Support briefings of Council Committee to prioritize actions in Climate Action Plan.
- ▶ **Lower traffic speeds on neighborhood streets.** Work is underway to implement traffic slowing initiatives like: speed hump requests, 20 is Plenty, and stop signs.  
Doer/Convener
- ▶ **Advance Housing Production Strategy.** In Oregon, Housing Production Strategies are plans crafted to address unmet housing needs that explore tools, policies and actions a city may take to support a variety of housing options to provide fair and equitable housing for all. Staff plan to begin preparation of Salem’s Housing Production Strategy in FY 24, which starts July 1, 2024. To be ready, staff are exploring restructuring of available staffing resources, resulting from the Community Development and Urban Development Department merger.  
Doer
- ▶ **Prepare Solid Waste Policy.** Work is underway on an interim priority, development of a solid waste policy, to reduce greenhouse gas emissions from the collection, transportation, and disposal of solid waste are considered within the Climate Action Plan.  
Doer/Partner/Convener



Minto-Brown Island Park.



# 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 story-telling through the media, social media (Facebook, Twitter, NextDoor, Instagram), video content, weekly e-newsletter, neighborhood association engagement, outreach to stakeholders and civic organizations, and volunteer opportunities. Staff meet quarterly with community, civic, and cultural organizations to share information for cross promotion opportunities; other governments and agencies; and our media partners.

*The following is a complete listing of Engaging our Community policy priorities included in the 2023 Policy Agenda:*

- ▶ **Improve customer experience.** At Civic Center and Public Works Shops Complex, finish construction and open one-stop-shop Customer Service Center to improve the in-person customer service experience. Continue to expand services and program offerings in other, accessible formats to make it easier to do business with the City.

Doer



▶ **Improve engagement and communications.**

A comprehensive engagement and communications plan is expected to result in strategies to tell our story, increase awareness of the impact the City has in day-to-day lives, and increase civic participation and diversity in participation, enhance our volunteer base, expand Neighborhood Associations, advisory boards and commissions, and benefit talent acquisition and recruitment strategies.

Doer, Convener, Partner

▶ **Conduct review of City Charter to ensure it reflects an efficient and effective government, principles of equity, and is relevant to today's Salem.** Consider opportunities to improve community representation on committees, boards, commissions, and Neighborhood Associations, and streamline and simplify their structure and processes.

▶ **Continue investment in Community-Engaged Policing.** Increase police engagement with all communities within the City to enhance crime prevention and to facilitate trust when a police response is needed. Continue the commitment in this work through the Salem Police Department Strategic Plan.

▶ **Strengthen our community's resilience and emergency response by continuing to support community preparedness efforts.** Community resilience to natural hazards and those brought on by accelerating climate change, as evidenced by recent fires, ice storms, and flooding.

▶ **Expand neighbor to neighbor communications.** Build communication strategies with Neighborhood Association Boards to expand engagement and recruit additional members.

Doer

▶ **Assess equity in delivery of Salem programs and services.** A detailed equity assessment focused on workplace equity, supplier diversity, equitable access of community services, and a general policy review. Based on this assessment, the City will create a strategic plan to guide future operations, incorporating equity analysis into everyday work and assuring city services are equitably available to and accessed by all. This assessment will also result in performance indicators for measuring external and internal equity.

Doer



Volunteers at Englewood Park..



## 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

Sustaining infrastructure and services. 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, voters approved the 2022 Community Improvement Bond to fund 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.



Wall art at Peace Plaza, Civic Center.



*The following is a complete listing of Sustaining Infrastructure and Services policy priorities included in the 2023 Policy Agenda:*

- ▶ **Deliver projects in Community Improvement Bond and report progress.** Deliver projects in the 2022 Community Improvement Bond and report projects to the Steering Committee and community at-large.  
Doer
- ▶ **Explore opportunities for additional revenue and to increase revenue.** Continue to explore grants and legislative support for Policy Agenda priorities. Revisit 2019 Task Force revenue options to help stabilize the budget in FY24.  
Doer/Convener
- ▶ **Explore opportunities to lower expenses.** Continue to evaluate shifting services to non-profits or private-sector service providers.  
Doer



Gerry Frank | Salem Rotary Amphitheater, Riverfront Park.

# Annual Cycle

*The 2023 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 2023 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