

## Equity Roundtable Meeting #5

**Date:** November 21, 2023

**Time:** 11 a.m. – 12:30 p.m.

**Location:** Northwest Human Services West Salem Clinic 1233 Edgewater St NW and Zoom

### ATTENDEES (In-Person or Online)

#### *Equity Roundtable Participants*

Amador Aguilar, Enlace Cross-Cultural Community Development Project

Kaiden Armstead, McKay High School

Irvin Brown, Salem-Keizer NAACP

Jennifer Colachico, Salem-Keizer Community Transition Program

Lucy Escobar, Latino Business Alliance

Jimmy Jones, Mid-Willamette Valley Community Action Agency

Kristin Kuenz-Barber, Northwest Human Services (NWHS)

Jackie Leung, Micronesian Islander Community

Tania Moran, Salem for Refugees

Virginia Stapleton, City Councilor

#### *City of Salem Staff*

Lisa Anderson-Ogilvie, Community and Urban Development Department

Julie Hanson, Public Works Development

Jeffrey Johnson, Public Works Department

Eunice Kim, Community and Urban Development Department

Tiffany Ottis, Community and Urban Development Department

Robert Romanek, Community Services Department

### MEETING OVERVIEW

The focus of this meeting was parks and natural resources. The goals of the meeting were to:

- Create a shared understanding of riparian areas in Salem and identify strategies to engage the community about protecting these areas
- Begin dialog about commitments to equity and the future of Salem parks and recreation

Jeffrey Johnson, Natural Resources Planner, and Robert Romanek, Parks Planning Manager, gave presentations on new projects that they are leading at the City. Each presentation was followed by questions, answers, and discussion among the Roundtable and City staff. The discussions are summarized below.

### RIPARIAN CORRIDOR PLANNING PROJECT

Jeffrey gave a presentation about a new project to identify riparian corridors in Salem. He provided the following definition of riparian corridors from State rules: A Goal 5 resource that includes the water areas, fish habitat, adjacent riparian areas, and wetlands within the riparian area boundary. He also explained that Goal 5 was one of the 19 Statewide Planning Goals. The full presentation is **attached**.

## Group Discussion

### *Riparian Corridors and Equity*

- Staff had hoped that the inventory phase of this project would be done in a year, but it could take longer due to changes in the scope. This first phase should be complete within two years.
- Wetlands that are not located along waterways or streams would not receive additional protections under this City project. There is an existing State permitting process that would continue to apply to those wetlands, with the State determining if they could be filled or not. In the future, the City could choose to undertake a separate project that focused on wetlands citywide.
- There is a resource gap where communities of color are excluded from accessing natural resources. This has mental and physical health impacts. Communities of color also are generally more exposed to harmful environmental hazards.
- The waterway near Old Strong Road is polluted. This project, however, will not address water quality issues.

### *Community Engagement and Equity*

- The City should articulate why the average person should care about this topic.
- To reach the broader community, simpler language should be used. Staff should explain why the community should provide input and how. Staff should also explain how the project impacts individuals, including specific benefits.
- The City produces a lot of technical documents. For this project, staff should show what waterways are being protected by using examples and specific images.
- Community engagement for this project will be citywide as opposed to focusing only on areas where there are waterways. Outreach will be done to all of the neighborhood associations in addition to watershed councils and other organizations.
- When determining who to engage for this project, staff plans to get input from other City staff as well as the Equity Roundtable.
- Input from the community could change the map of waterways and riparian areas. For example, a community member could indicate that a tributary was missed in the inventory or an area where a waterway is shown is actually a parking lot.
- The City will produce larger maps and an interactive map that the community can use to provide input on the inventory of waterways.
- The City should dig deeper into questions around why we should protect these waterways. If someone lives on land near a waterway because they do not have a home, why should they give up their home if there is nowhere else to live?
- There could be defensiveness from property owners.
- Indigenous tribes should be invited to the discussion, as they have archeological interests in the city. Staff can attend the monthly tribal roundtable that is convened by the City's archeologist Kimberli Fitzgerald.
- The City should work with younger kids during this project. This could include working with the Salem-Keizer schools and local colleges. The City should engage the community in age-appropriate ways and invite people into the conversation. Schools have biology classes where students might be interested in this project.
- The City should create tangible actions or ways that students and the broader community can engage in this topic, as opposed to policy discussions.

## **PARKS FOR ALL**

Rob gave a presentation about a new project to update the Salem Comprehensive Parks System Master Plan. That project will focus on incorporating equity into the parks system, including the condition or quality of parks as well as the use and capacity of the parks. The project will be broken down into three phases, with the first phase focused on assessing the existing park system and understanding the community's needs. The full presentation is **attached**.

### Group Discussion

#### *Parks and Equity*

- It is vitally important to address racial and economic justice in the parks planning project. Redlining and other past actions and policies have had significant negative impacts on communities of color. The average temperature, for example, in red-lined areas of Portland are 2 to 3 degrees higher than other areas of that city.
- Residents in Northgate Park are working hard to improve that park, but violence and graffiti have been issues. Residents do not know where to go to get help addressing these issues. Residents begin to volunteer and work with other people who have shown that they are invested in the long-term success of a place.
- The City should look at how improving and investing in parks can help bring down violence in neighborhoods. A heat map of gun violence in Salem shows concentrations of such violence in northeast Salem.
- The City plans to focus on building relationships in the community during the second and third phases of the parks planning project. The second phase is when the community will develop a vision for parks in Salem, and the third phase is when the City will evaluate how funding tools like system development charges can or cannot be used to support parks.
- The City should be clear about who makes decisions related to parks. In some cases, it seems like the City is the decider, but it is not always clear. The City should also be clear on how residents can impact the parks.
- The City should plan for a large new park in northeast Salem, similar to Riverfront Park and Minto-Brown Island Park. The parks planning project intends to look at where new parks should be developed in addition to how existing parks should be improved.
- Staff should look at existing City initiatives such as reducing crime, combatting social isolation, and improving public health when conducting this parks planning project.
- Parks are used by people who experience homelessness, and that is an important lens to consider. If micro-shelters in Salem close, people will be back to living in parks.
- People are concerned about basic things like safety in parks. Those things should be addressed in any parks planning.
- The parks planning project will work with the community to understand different values people have when it comes to parks. Staff will ask questions about what the community thinks parks should be used for, as an example.

#### *Community Engagement and Equity*

- The City should not use different definitions of equity; the definition adopted into the Comprehensive Plan should be used. (That definition was handed out at the meeting.) Any discussions around equity should explicitly address race and gender.
- The City should reach out to local partners like Willamette University, Corbin University, Chemeketa Community College, and the Salem-Keizer schools. In that engagement,

staff should use terms that people understand and should use concrete examples of where parks are in relationship to where people live.

- The high schools in Salem have groups of students who are interested in the environment and parks. They should be engaged as part of this project.
- Staff should leverage existing City partnerships in the community in addition to building new ones.
- Many people want to help in Salem but do not know how. Staff should provide ways that people can help improve specific parks. Staff should think about how the City can support people who volunteer in the parks.
- The City should think about who lives around the individual parks because usually people who live around them are the ones who most often use the parks. That is a way to build connections with people invested in the parks.

## **UPDATES AND NEXT STEPS**

The Moss Adams equity assessment – the focus of the last roundtable meeting – is nearing completion. One of the draft findings points to the need to raise awareness and understanding of equity more broadly among City staff. The equity assessment will also provide tools that City staff can use to assess equity in City programs and services. Eunice will provide a copy of the final report to the Equity Roundtable when it is available.

Cherriots has been invited to the next Equity Roundtable meeting to discuss transit service in the community. The location of the meeting has not been established. If anyone has a location in mind, please let Eunice know.



# GOAL 5 RIPARIAN CORRIDOR PLANNING PROJECT Phase 1 – Inventory

Natural Resources Planning Section

Public Works Department

November 21, 2023

# What is Goal 5?

- ❖ One of 19 Statewide Planning Goals
- ❖ Adopted 1973
- ❖ Concerns about rapid growth impacting:
  - ❖ livability of communities
  - ❖ environment and natural resources
  - ❖ industries
- ❖ City Council directed City Staff to work on Goal 5 riparian corridor inventory process

# Statewide Planning Goals & Guidelines

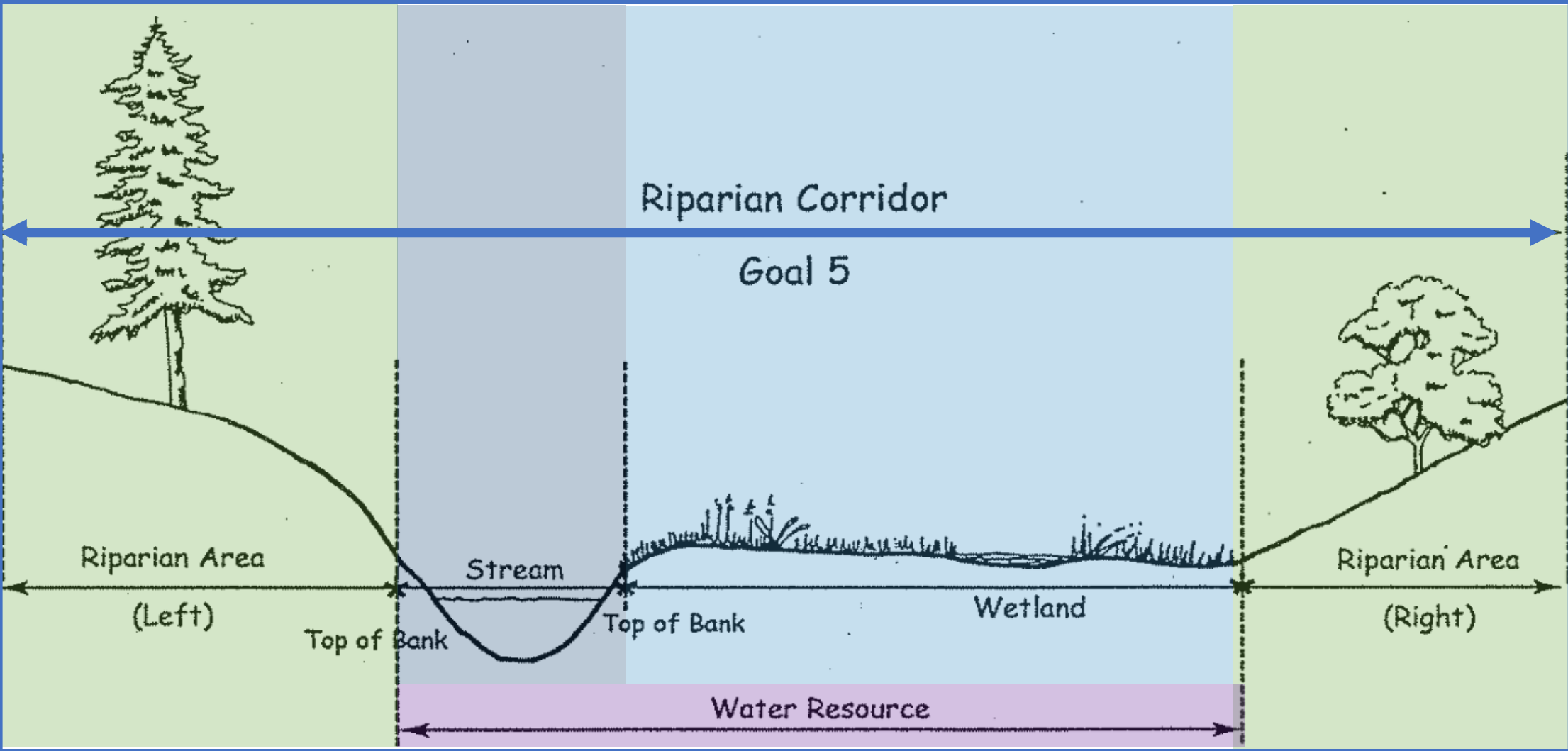
- ❖ Goal 1 – Citizen Involvement
- ❖ Goal 2 – Land Use Planning
- ❖ Goal 3 – Agricultural Lands
- ❖ Goal 4 – Forest Lands
- ❖ **Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Space**
- ❖ Goal 6 – Air, Water and Land Resources Quality
- ❖ Goal 7 – Areas Subject to Natural Hazards
- ❖ Goal 8 – Recreational Needs
- ❖ Goal 9 – Economic Development
- ❖ Goal 10 – Housing
- ❖ Goal 11 – Public Facilities and Services
- ❖ Goal 12 – Transportation
- ❖ Goal 13 – Energy Conservation
- ❖ Goal 14 – Urbanization
- ❖ Goal 15 – Willamette River Greenway
- ❖ Goal 16 – Estuarine Resources
- ❖ Goal 17 – Coastal Shorelands
- ❖ Goal 18 – Beaches and Dunes
- ❖ Goal 19 – Ocean Resources

# What is Goal 5?

- ❖ Project focus is **Riparian Corridors**
- ❖ Requires local governments to adopt programs that will:
  - ❖ protect natural resources
  - ❖ conserve scenic, historic, and open space resources for present and future generations
- ❖ Establishes a two-part process
  1. **Local resource inventories** and
  2. Comprehensive plan policies (zoning and land-division ordinances)



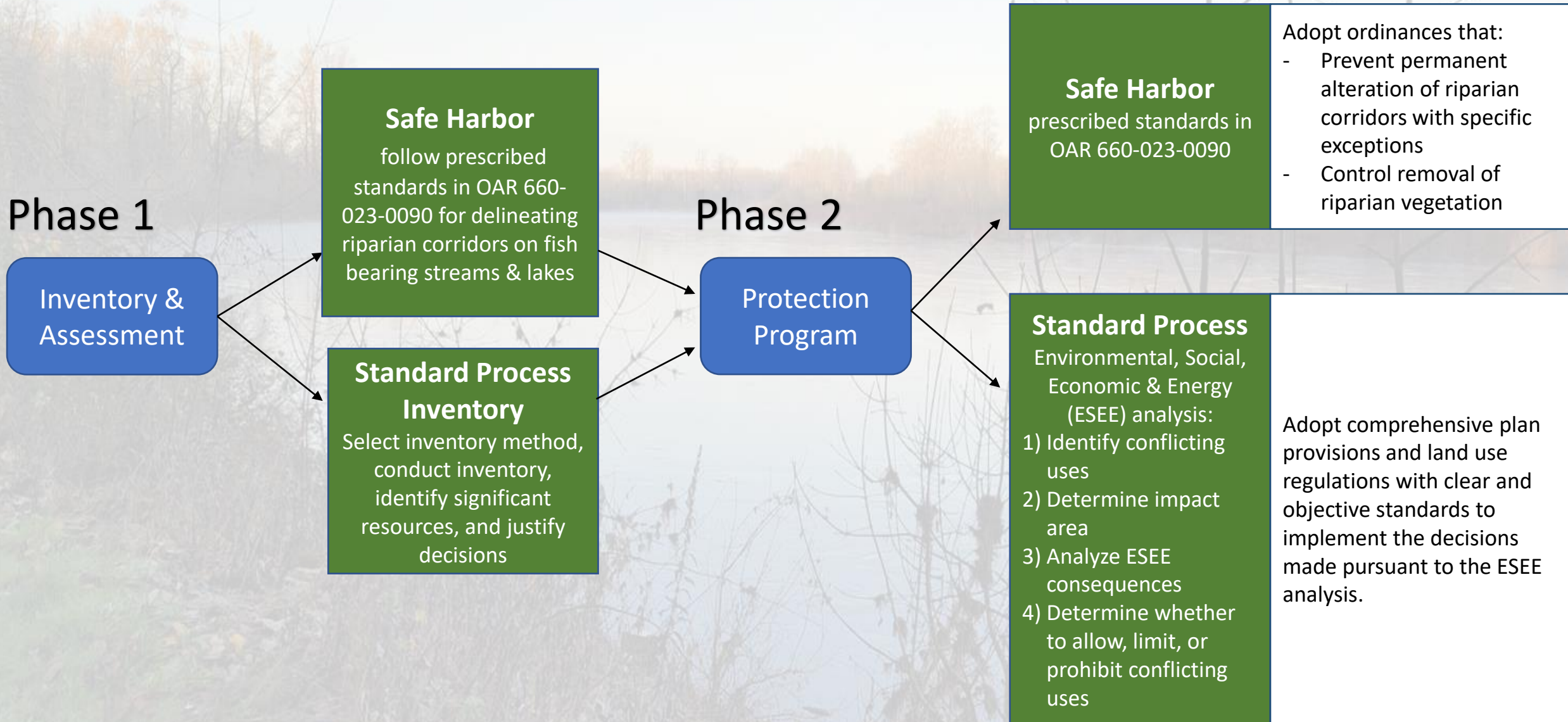
Riparian Corridor = a Goal 5 resource that includes the water areas, fish habitat, adjacent riparian areas, and wetlands within the riparian area boundary (OAR 660-023)



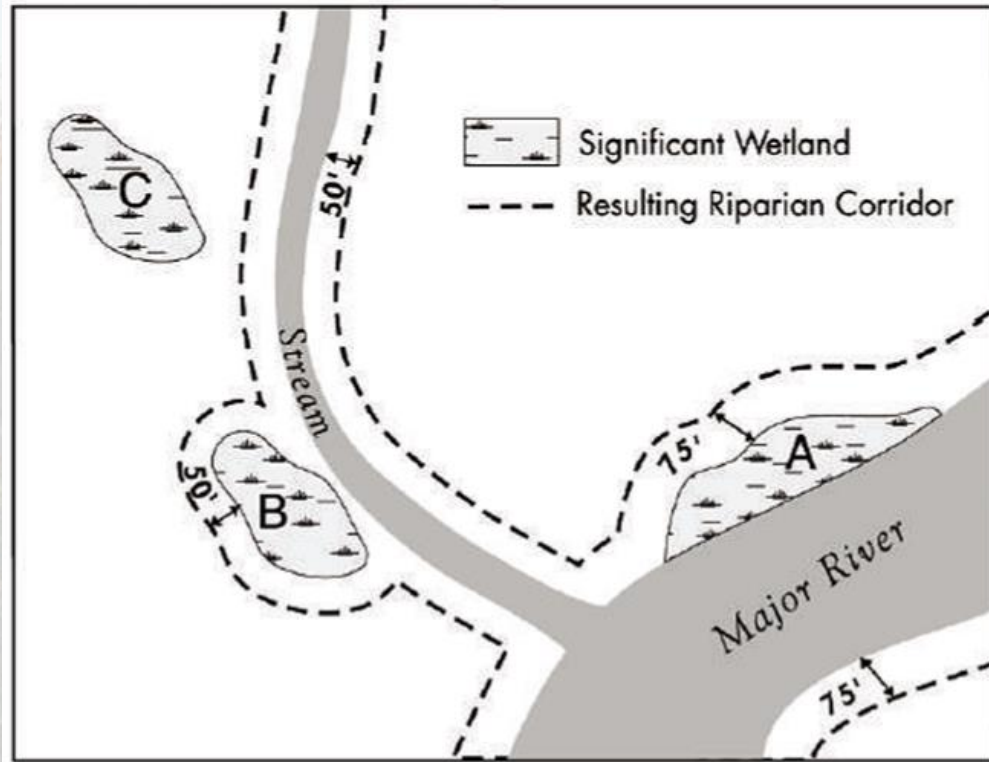
# Why Plan for Riparian Corridors?

- ❖ Facilitates locally-appropriate and effective resource protection beyond state and federal permitting programs
- ❖ Reduces uncertainty for future development
- ❖ Optimizes values of Salem's streams to residents
- ❖ Safeguards functions of riparian corridors
- ❖ Safeguards fish and wildlife habitat
- ❖ Satisfies Statewide Planning Goal 5

# Riparian Corridor Planning Process

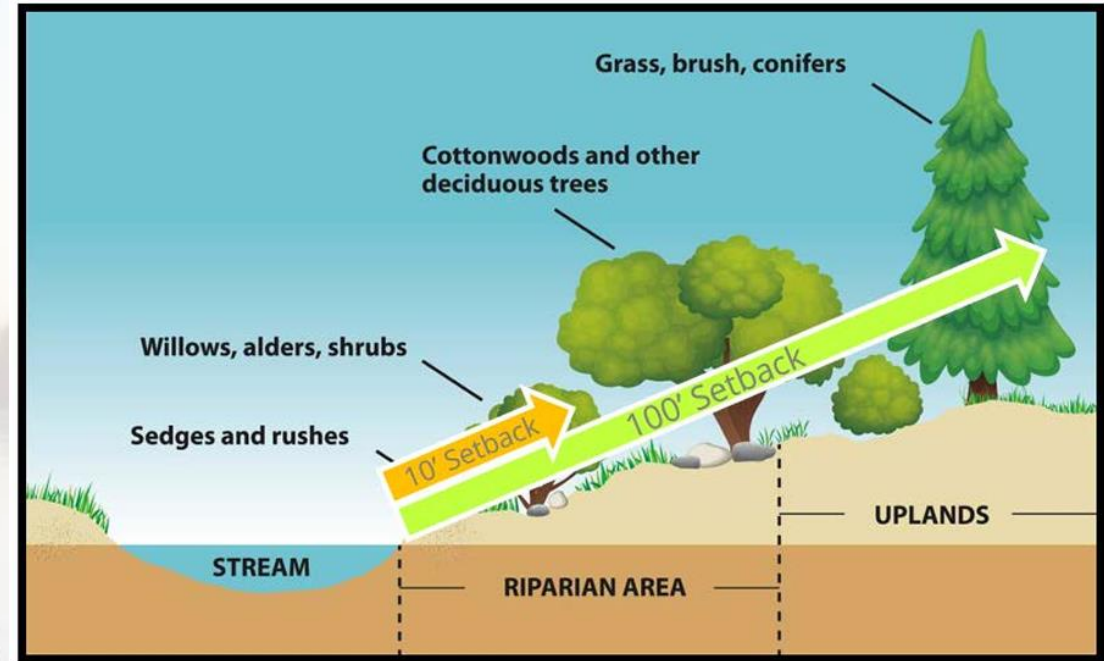


## Safe Harbor:



- ❖ Standard setbacks from top of bank of all fish-bearing lakes and fish-bearing streams
- ❖ Normally applied only to fish-bearing streams, lakes, and adjacent wetlands
- ❖ May also be applied to non-fish bearing streams with justification

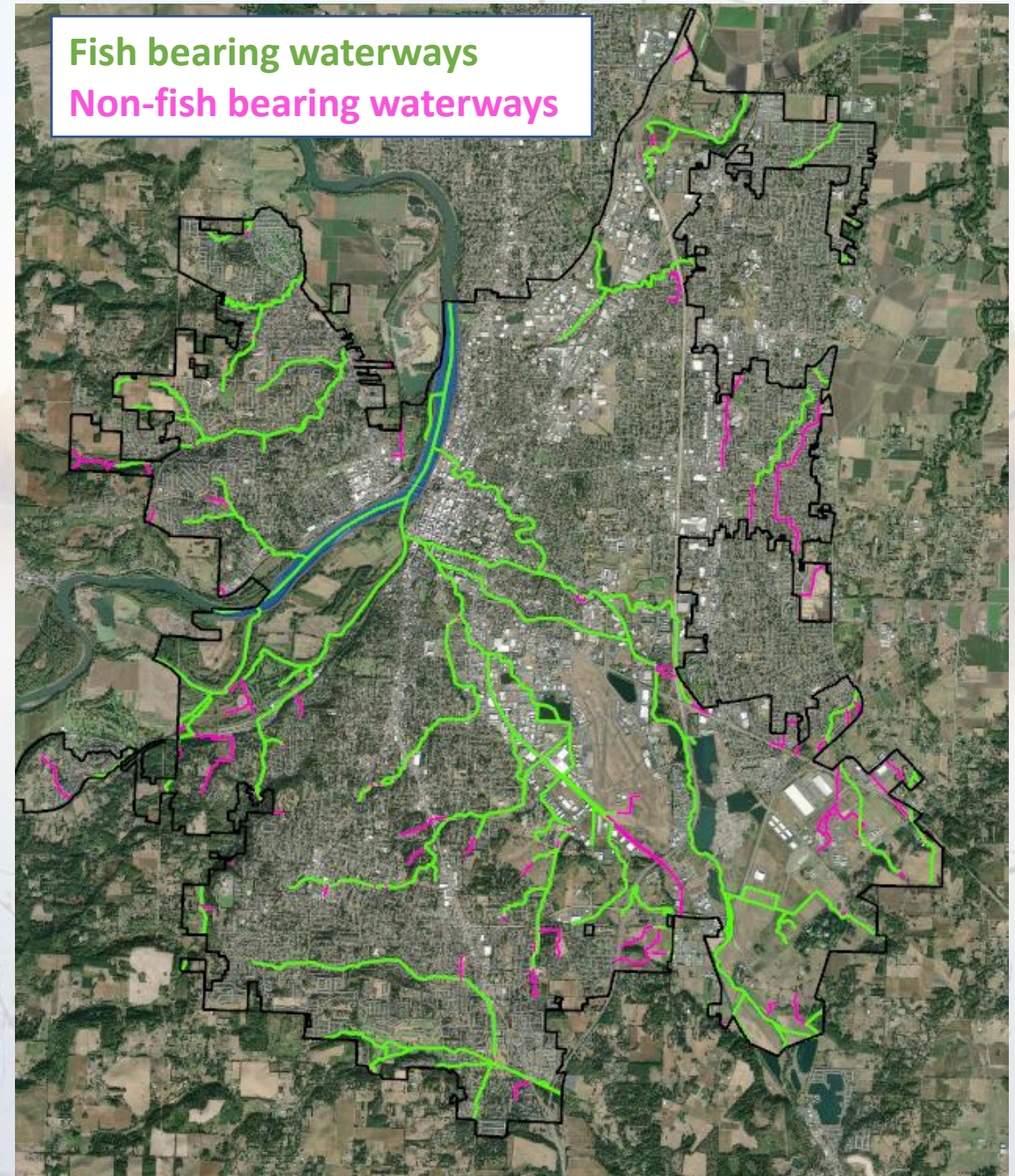
## Standard Inventory:



- ❖ Inventory all tributaries
- ❖ Riparian setbacks may vary by reach depending on dominant riparian vegetation
- ❖ Provides site-specific information to inform appropriate protection of non-fish bearing streams and their headwaters

# Salem's Waterways Preliminary Map

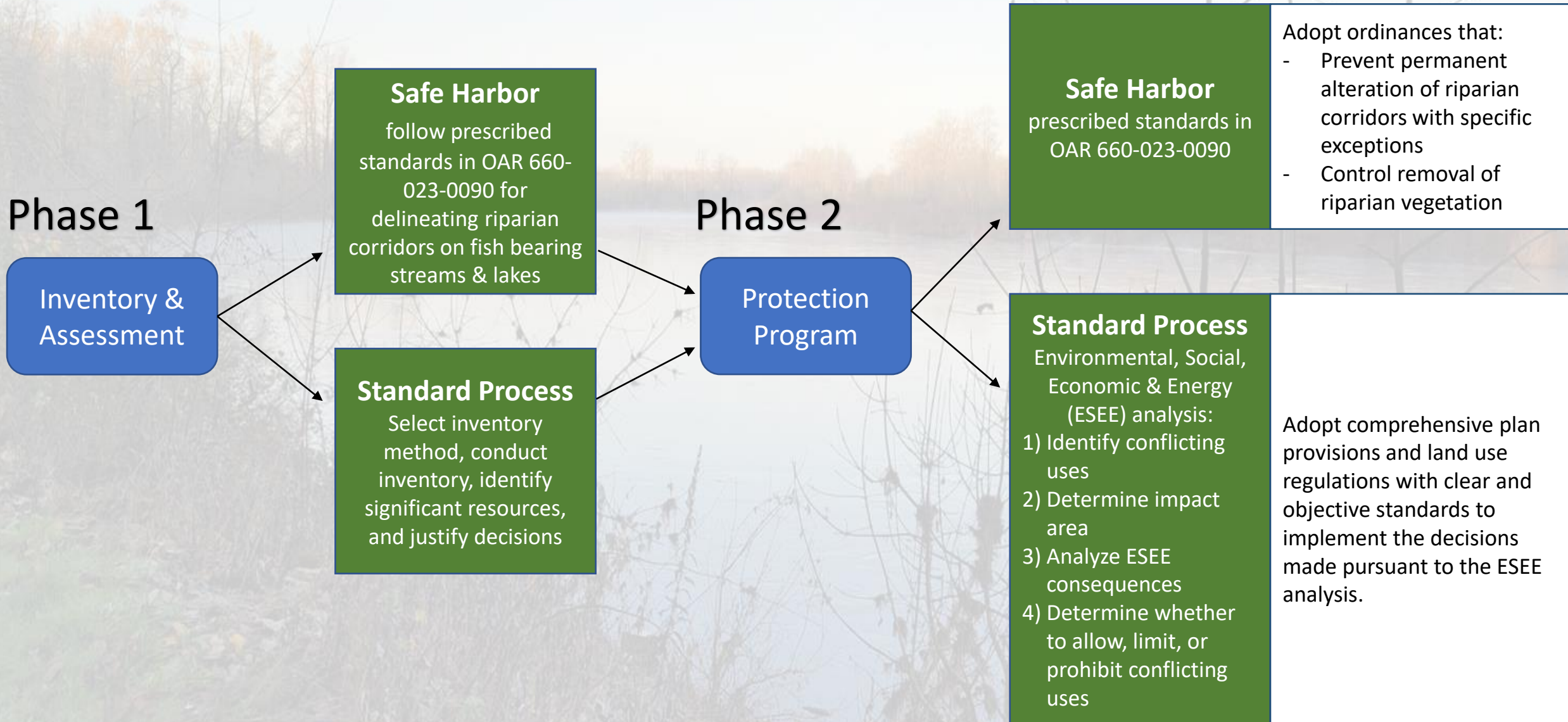
- ❖ 110.4 miles of waterways in the City
- ❖ 78.4 miles of fish-bearing waterways
- ❖ 32 miles of non-fish-bearing waterways



# Proposed Approach

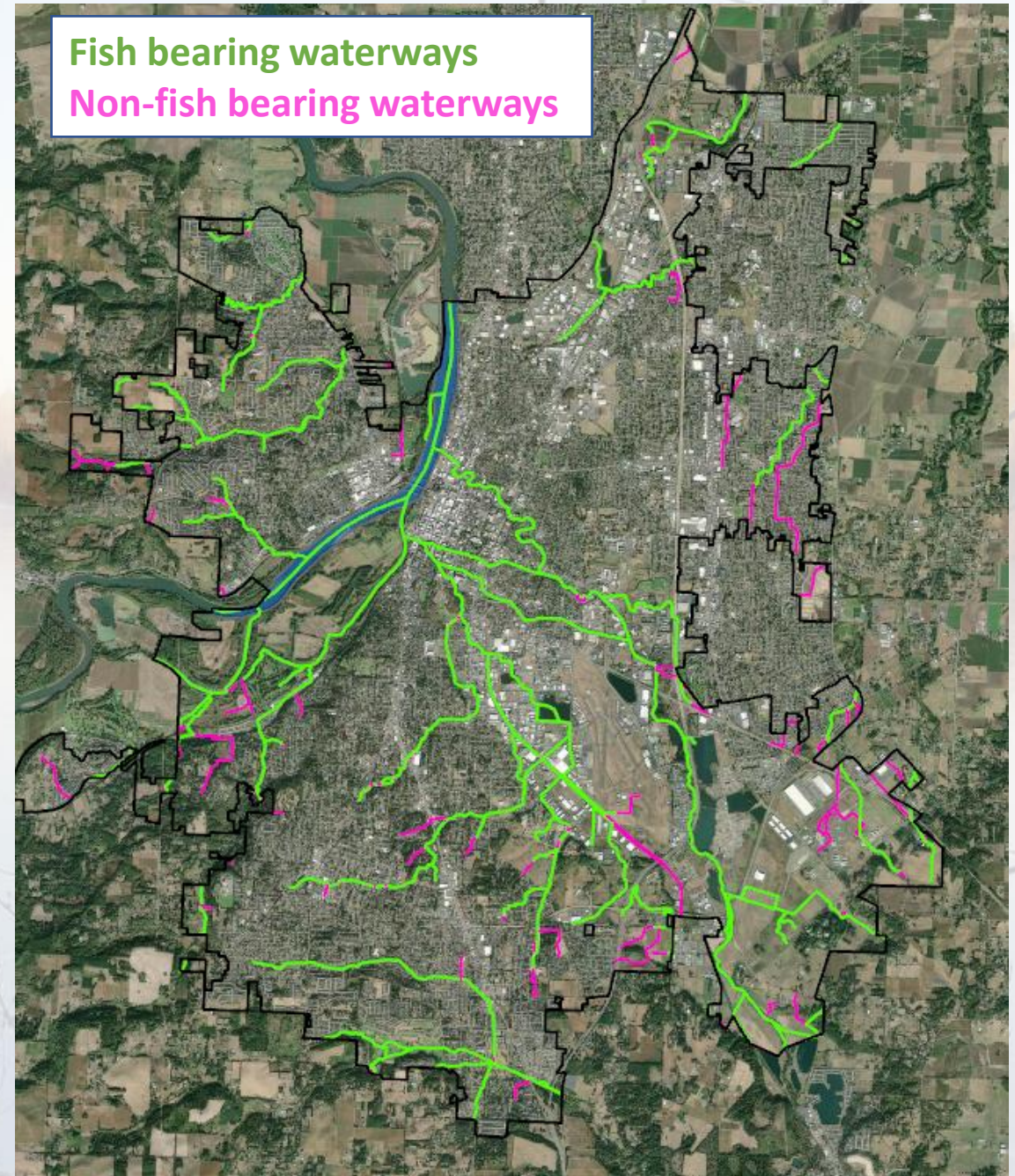
- ❖ Hire consultant to complete Standard Process Inventory
  - ❖ Fish bearing streams
  - ❖ Non-fish bearing streams
- ❖ Continue outreach to neighborhood and community groups
- ❖ Request public input on draft Inventory map
- ❖ Refine map based on public input
- ❖ Provide final map to Community Development Department for Phase 2 (Protection Plan)

# Riparian Corridor Planning Process



# Salem's Waterways Preliminary Map

- ❖ 110.4 miles of waterways in the City
- ❖ 78.4 miles of fish-bearing waterways
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# Questions?

**Jeffery Johnson**

*Natural Resources Planner*

City of Salem | Public Works

Department

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# Spare Slides



# Safe Harbor vs. Standard Approach

## Pros

Creates consistent and definitive standards throughout the City, increasing clarity, certainty, and equity for the City, property owners, and developers

May decrease the risk of litigation

Eliminates need for expensive inventory and analysis processes

Could be applied to non-fish bearing streams

Level of protection based on actual conditions

May be preferred by conservationists

## Cons

### Safe Harbor

A one-size-fits-all approach, not tailored to site specific conditions and may not offer the best protection for resources or property owners

Approach generally applied to only fish-bearing streams

Not necessarily sufficient to protect endangered fish and wildlife species under ESA

### Standard Process

More room for subjectivity and interpretation

May increase risk of litigation

# Current Riparian Protection Framework

## Federal & State Regulations

- ❖ Federal Clean Water Act, Section 401 and 404
- ❖ Federal Endangered Species Act
- ❖ Oregon State Removal-Fill Law
- ❖ Oregon State Fish Passage Statutes

## Intersecting Existing Local Regulations, Programs, Plans

- ❖ SRC 808 - Riparian Vegetation Protection
- ❖ SRC 601 – Provisions for Flood Hazard Reduction
- ❖ SRC 600 - Willamette River Greenway protections
- ❖ SRC 511 - Middle Housing waterway setback (100 feet)
- ❖ Floodplain Management Plan
- ❖ Stormwater Management Program
- ❖ Total Maximum Daily Load Implementation Plan
- ❖ Natural Hazards Management Plan

# Goal 5 Resource Categories

## ❖ Riparian Corridors

- ❖ Wetlands
- ❖ Wildlife Habitat
- ❖ Greater Sage-Grouse
- ❖ Federal Wild and Scenic Rivers
- ❖ Oregon Scenic Waterways
- ❖ Groundwater Resources
- ❖ Approved Oregon Recreational Trails

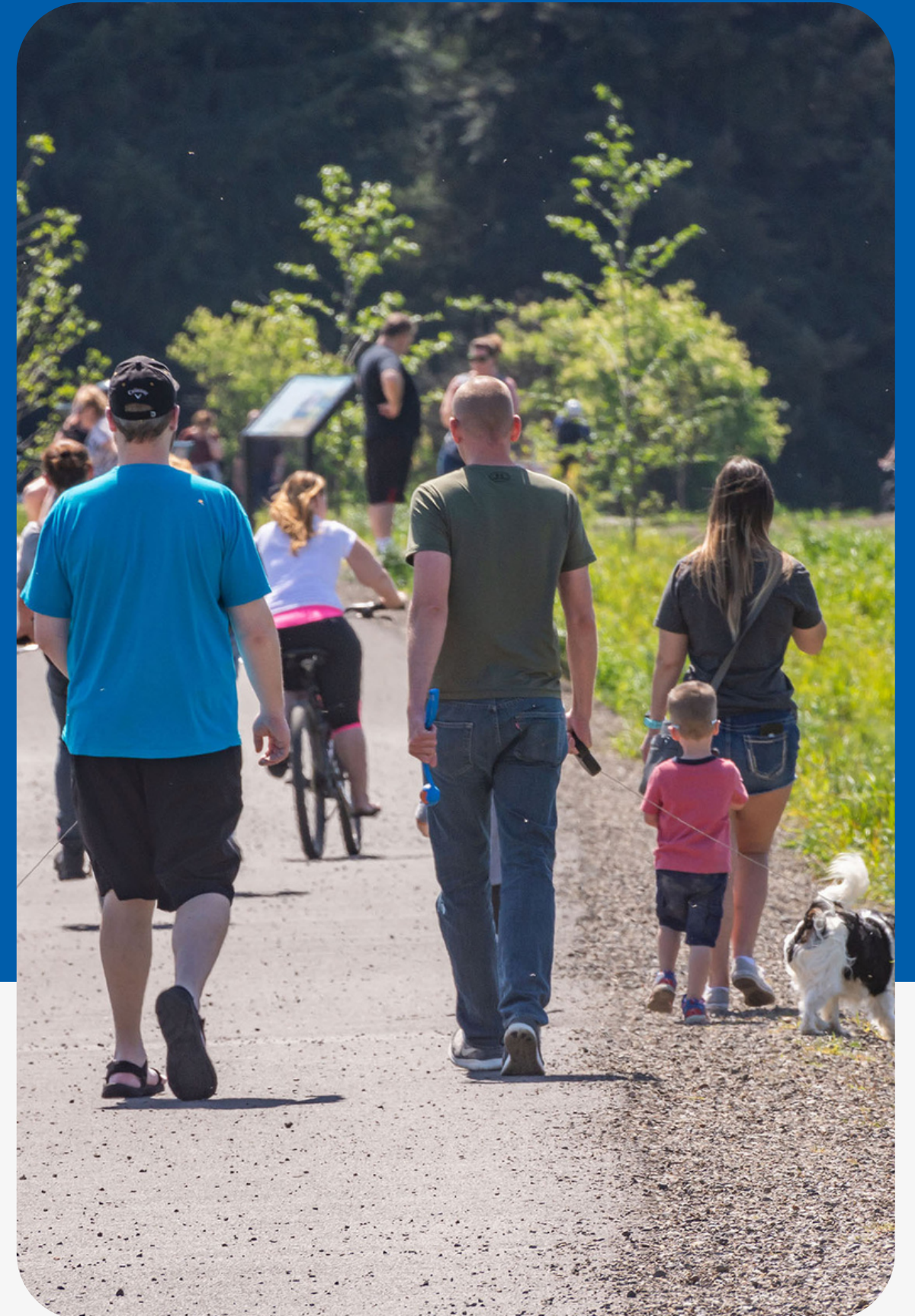
- ❖ Natural Areas
- ❖ Wilderness Areas
- ❖ Mineral and Aggregate Resources
- ❖ Energy Sources
- ❖ Historic Resources
- ❖ Open Space
- ❖ Scenic Views and Sites



# Parks for All

A project to update the Salem Comprehensive Park System Master Plan

Presented to Salem Equity Roundtable  
November 21, 2023



# Why?

Salem has some beautiful and enjoyable parks. However, there is a perception of corresponding disinvestments in some areas – an inequitable park system.

# Why now?

In 2022, we adopted OUR SALEM, an update to the City's Comprehensive Plan.





*The term equity refers to the fairness or justice of a situation or distribution.*

The Dictionary of Human Geography, second edition, 1986



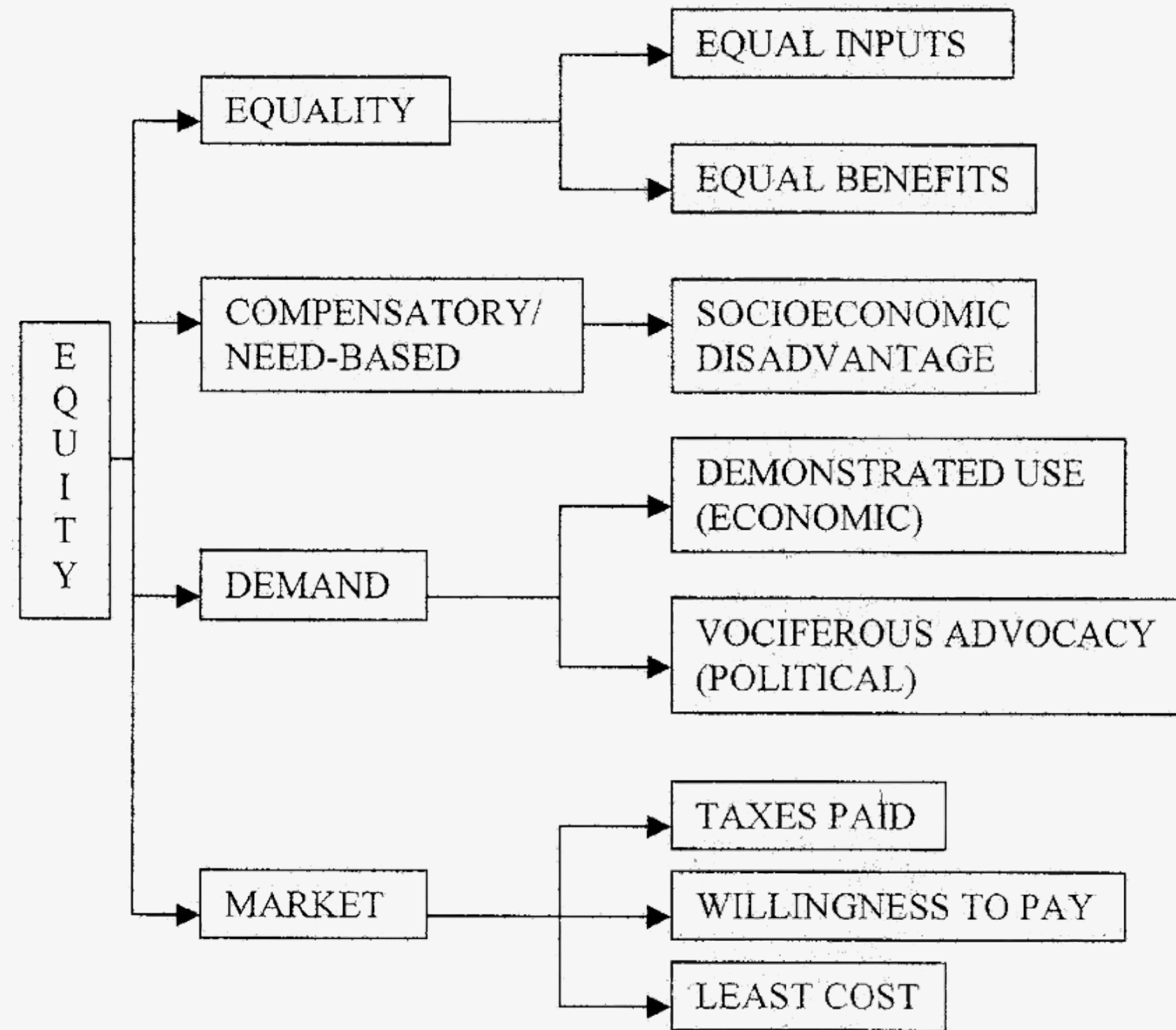
# Equality



# Equity



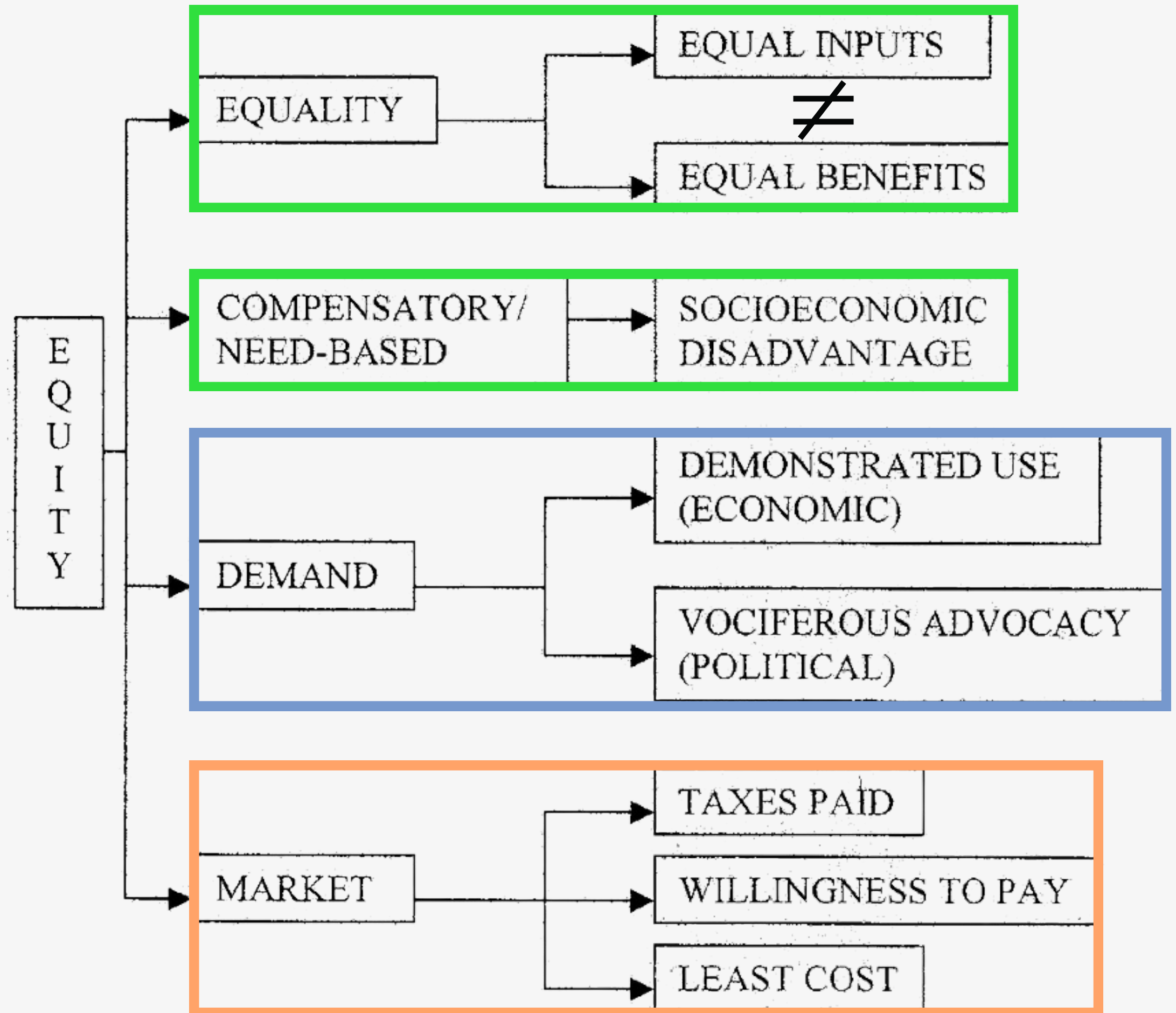
# Taxonomy of equity models



Borrowed from Nicholls (2001), after Lucy (1981), and Crompton and Wicks (1988)

Nicholls, Sarah. (2001). Measuring the accessibility and equity of public parks: A case study using GIS. *Manag. Leis.* 6. 10.1080/13606710110084651.

# Taxonomy of equity models



# New level of service framework

	Level of service		
	<i>Provision</i>	<i>Development</i>	<i>Operations</i>
<i>Quality</i>	✓	✓	✓
<i>Function</i>	✓	✓	✓
<i>Capacity / Utilization</i>	✓	✓	

# Condition

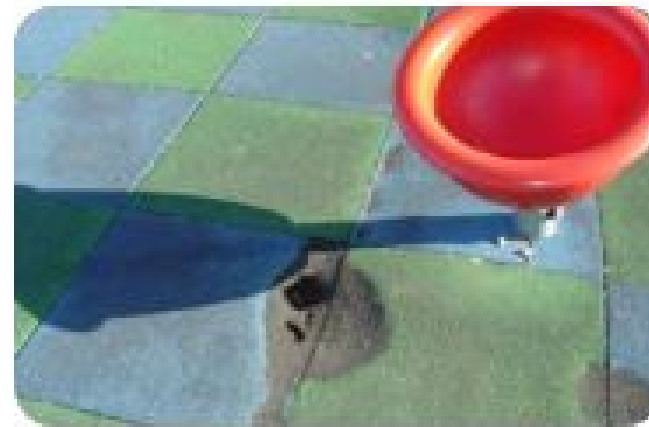
## PLAYGROUNDS

**GOOD**



*Play Equipment* is fully intact and generally compliant with safety standards. Equipment may have minor cosmetic flaws that do not affect use. *Safety Surfacing* is installed where recommended and well maintained. Surfacing meets safety standards. Edging and borders successfully contain sand, wood chips, or other loose material. *Drainage* is functional and the playground is generally usable the day after rain.

**FAIR**



*Play Equipment* is damaged in parts or missing minor pieces, but the majority of the equipment is usable and compliant with safety standards. *Safety Surfacing* is installed where recommended but may need repair or replenishment to meet safety standards. Edging and borders only partially contain loose materials. *Drainage* issues create muddy areas or pooled water after a rain, but use is rarely affected.

**POOR**



*Play Equipment* needs major repairs or replacement to be compliant with safety standards. Damaged or missing components limit play opportunities. *Safety Surfacing* is absent or damaged beyond repair in multiple areas. Loose material is not contained and requires frequent replenishment. *Drainage* is poor and regularly affects use. Rain and/or irrigation create large areas of pooled water or mud that limits use and damages safety surfacing.

# Inclusivity



# Utilization

## Current

Facility Type	Existing Quantity	Current Service Level	Proposed Standard	Total Additional Facilities Needed to Meet Proposed Standard		
				Current (2010)	Future (2035)	Total
<b>Park Amenities</b>						
Picnic Area	53	1 / 2,918	-	-	-	-
Group Picnic Area/Shelter	10	1 / 15,464	1 / 10,000	5	12	17
Playground	49	1 / 3,156	-	-	-	-
Community Garden	8	1 / 19,330	-	-	-	-
Amphitheater/Stage	7	1 / 22,091	-	-	-	-
Dog Park	2	1 / 77,319	1 / 25,000	4	5	9
Dock (Fishing or Boat)	6	1 / 25,773	-	-	-	-

## Example from City of Portland



Increased distance from home means increased travel time, increased length of stay and decreased frequency of visits.



# Need-based equity

## Example from Los Angeles County

### Social Barriers Dimension:



- Prevalence of:
- » Young Children
  - » Elderly
  - » Non-English Speaking Residents
  - » Single Parent Households
  - » Poverty
  - » Unemployment
  - » Majority-Minority Population

### Transportation Barriers Dimension:



- » Limited Active Commuting
- » Limited Automobile Access
- » Limited Public Transit Access
- » High Traffic Density
- » High Pedestrian Injuries

### Health Vulnerability Dimension:



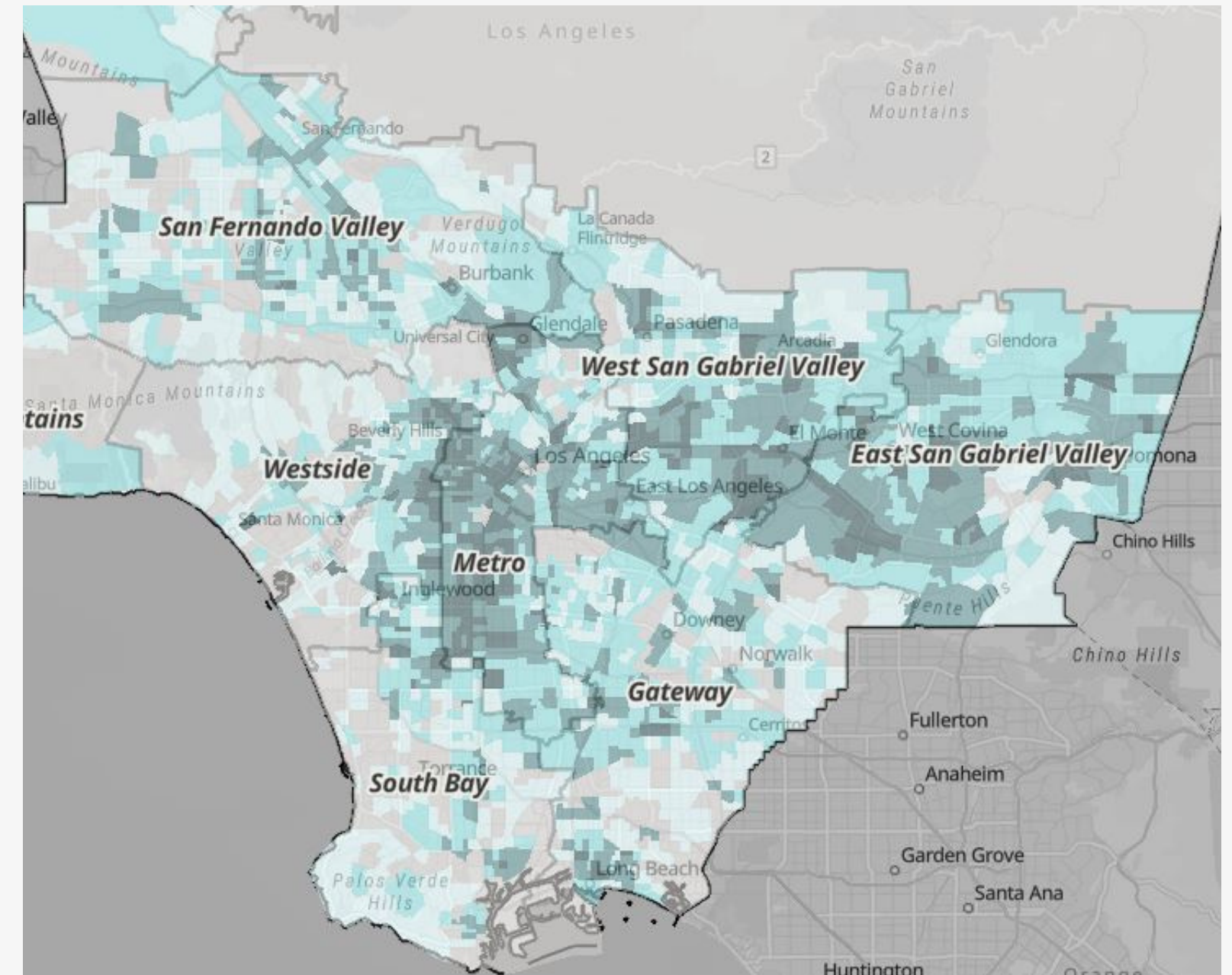
- » Reduced Life Expectancy at Birth
- » High Pollution Levels

### Environmental Vulnerability Dimension:



- » Limited Park Access
- » Limited Tree Canopy
- » High % of Impervious Surface
- » High Excessive Heat Days
- » High Urban Heat Island Index Score

## Dimensions of Population Vulnerability





# Process

## Phase 1

Where does Salem Parks and Recreation stand today?

**GOAL**

Understand our community dynamics and existing park system



## Phase 2

Where does Salem Parks and Recreation want to be in the future?

**GOAL**

Develop a shared community vision and identify key projects



## Phase 3

How does Salem Parks and Recreation get there?

**GOAL**

Prioritize implementation actions and identify funding strategies



# Steering and Advising the Project

- Project Streeting Committee
- Salem Equity Roundtable
- Staff Technical Advisory Committee



# Potential partnerships

- **University of Oregon, College of Design**
  - Spatial justice course (winter term)
  - Dedicated park course (spring term)
- **Oregon State University, College of Forestry**
  - Recreation survey
- **Enterprise Services - internal**
  - Data strategy pilot

# Questions