



Proprietary & Confidential

FINAL REPORT

City of Salem

GOVERNANCE ASSESSMENT

May 28, 2024

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Table of Contents

I. Executive Summary	1
A. Introduction	1
B. Summary of Observations and Recommendations	1
II. Introduction	6
A. Background	6
B. Scope and Methodology	7
C. Commendations	9
III. Observations and Recommendations	10
A. City Charter Review	10
B. Governance Group Operations	17
C. Governance Group Recruiting and Onboarding	26
D. Staff Support for Governance Groups	29
E. Neighborhood Associations	35
Appendix A: Governance Group Summary	40
Appendix B: Governance Group Member Survey Results	45
Appendix C: Staff Liaison Survey Results	50
Appendix D: Neighborhood Association Survey Results	54
Appendix E: City Charter Analysis	58
Appendix F: Governance Group Eligibility Requirements	65
Appendix G: Neighborhood Association Group Summary	71



I. EXECUTIVE SUMMARY

A. INTRODUCTION

The City of Salem, Oregon (the City) engaged Moss Adams LLP (Moss Adams) to conduct an engagement to assess the effectiveness of key elements of the City's governance framework, including the City Charter; City Council boards, commissions, and committees (collectively referred to as governance groups throughout this document); and relationship with Neighborhood Associations. Specifically, this work included:

- Review of the City Charter for opportunities to improve efficiency, effectiveness, equity, and relevance to today's Salem
- Consideration of opportunities to improve community representation on governance groups and Neighborhood Associations
- Assessment of governance group and Neighborhood Association policies and practices to identify recommended measures to streamline and simplify structure and processes

This assessment was conducted between January 2024 and May 2024. To complete this assessment, we conducted planning, information and data collection, and analysis to gain an understanding of the existing environment, identify opportunities for improvement, and provide practical recommendations. The goal of this report is to detail current conditions and provide constructive and forward-looking recommendations for how the City Charter and governance groups may be improved to best support the City.

B. SUMMARY OF OBSERVATIONS AND RECOMMENDATIONS

Observations and recommendations were grouped into five areas:

1. City Charter Review
2. Governance Group Operations
3. Governance Group Recruiting and Onboarding
4. Staff Support for Governance Groups
5. Neighborhood Associations

Observations and recommendations for these areas are summarized in the following table and provided in more detail in Section III.



OBSERVATIONS AND RECOMMENDATIONS		
City Charter Review		
1.	Observation	There are opportunities to better align some City Charter provisions with best practices.
	Recommendation	<ol style="list-style-type: none">a. Consider revisions to the following provisions of the City Charter to better align with best practices: City Council prohibitions, City Council vacancies, compensation, elections, establishing departments, ethics, mayoral terms, ordinances, and transition and severability.b. Incorporate the use of more gender-inclusive language into the City Charter.c. Consider whether provisions related to the following should be added to the City Charter to better align with best practices: Council power to make investigations, annual independent audits of all City accounts, emergency ordinances, the adoption of standard technical regulations by ordinance, procedures for codification, land use through a social equity lens, the finance function, public engagement, and charter amendments.
Governance Group Operations		
2.	Observation	Not all governance groups have established bylaws, charters, or other formal documentation that outlines things such as their purpose, membership requirements, officer roles and responsibilities, and meeting conduct and frequency. This is a best practice to support clarity, consistency of operations, and transparency in how governance groups operate.
	Recommendation	Establish a common set of bylaws for governance groups and require each governance group to establish bylaws in accordance with this framework.
3.	Observation	Governance groups do not consistently develop annual work plans or annual reports to be reviewed by Council. As a result, governance groups may not have clear direction or a method for prioritizing projects.
	Recommendation	Establish a policy or guideline that requires all governance groups to develop an annual work plan and annual report.
4.	Observation	The City does not clearly define the role of Councilor liaison. Additionally, the City does not have a decision-making framework for when a governance group should be assigned a Councilor liaison.
	Recommendation	<ol style="list-style-type: none">a. Develop a framework for deciding when a governance group should be assigned a Councilor liaison.b. Define Councilor liaison roles and responsibilities to clarify their purpose and how governance groups may be supported by liaisons.
5.	Observation	There is not a clearly defined process for reviewing, consolidating, or sunseting governance groups, which can result in the City continuing to fund and support groups that are no longer necessary or effective.



OBSERVATIONS AND RECOMMENDATIONS	
	<p>Recommendation</p> <ul style="list-style-type: none"> a. Evaluate current governance groups to determine whether any should be sunset, such as the Infrastructure Bond Engagement Steering Committee, System Development Charge Methodology Committee, and Water-Wastewater Task Force. b. Evaluate current governance groups to determine whether any should be consolidated, such as the Riverfront-Downtown, North Gateway, and West Salem Urban Renewal Advisory Boards. c. Develop a process for regularly reviewing governance groups to determine whether any should be added, revised, consolidated, or sunset.
6.	<p>Observation</p> <p>The naming conventions for governance groups (e.g., boards, commissions, committees, and task forces) are inconsistently applied across groups at the City, which may cause confusion in the purpose or authority of each group.</p>
	<p>Recommendation</p> <p>Establish definitions for the various types of governance groups the City uses and review the City’s governance groups to determine whether any names should be adjusted.</p>
7.	<p>Observation</p> <p>Governance group practices may be inequitable leading to the exclusion of members of the community from decision-making processes and a lack of trust and confidence in the City’s governance framework.</p>
	<p>Recommendation</p> <ul style="list-style-type: none"> A. Provide equity-related guidance and training to governance groups and their staff liaisons, including training on potential barriers to access and cultural competency. B. Explore opportunities to promote equity within governance group processes, including related to meeting locations and meeting times.
Governance Group Recruiting and Onboarding	
8.	<p>Observation</p> <p>Recruiting new governance group members is a challenge for the City, which can impact the ability of the City to fill vacant positions and limit member diversity.</p>
	<p>Recommendation</p> <ul style="list-style-type: none"> a. Consider shifting to an annual recruiting cycle to help generate more interest and engagement in governance groups. b. Review governance group eligibility requirements to ensure they are fair, reasonable, and necessary. c. Consider updating the City’s governance group application to gather more information about an applicant’s relevant background and lived experience to help ensure groups are representative.
9.	<p>Observation</p> <p>The City lacks a consistent process to onboard new governance group members, which can limit member understanding of their roles and responsibilities and group procedures.</p>
	<p>Recommendation</p> <p>Formalize governance group onboarding and training to prepare individuals for their new roles.</p>



OBSERVATIONS AND RECOMMENDATIONS		
Staff Support for Governance Groups		
10.	Observation	Staff liaison roles and responsibilities vary widely by governance group and are not always clearly defined, which can impact their effectiveness in their role and result in inconsistencies in how governance groups are supported. Additionally, staff liaisons are provided limited training on their duties as staff liaisons.
	Recommendation	<ul style="list-style-type: none"> a. Clearly define staff liaison roles and responsibilities to support improved clarity and promote consistency between governance group. b. Provide training to staff liaisons annually and when any new individuals take on new staff liaison roles.
11.	Observation	Staff liaison support varies among liaisons and some staff liaisons reportedly have limited capacity to support their governance group.
	Recommendation	To ensure staff liaison workloads are appropriate, review the workloads of staff liaisons and identify those who may need additional support
12.	Observation	Maintaining governance group documentation and ensuring it is accessible to the public is a challenge for the City due to challenges with the City's website, manual processes, and system integration. This contributes to outdated and inconsistent governance group information and can limit civic engagement and compliance with the Oregon Public Meetings Law.
	Recommendation	<ul style="list-style-type: none"> a. Explicitly assign staff liaisons the responsibility for managing the website for the governance group(s) they are assigned to, including keeping meeting information up to date. b. Assign someone in the City the role of overseeing the Boards and Commissions website more holistically to ensure it is well maintained. c. Explore integrating the City's agenda management system (Granicus) with the City website to reduce inefficiencies in managing governance group information in multiple places. d. Continue efforts to review whether Granicus is meeting the needs of the City or if it should be replaced. e. Clearly document processes for keeping governance group information up to date to support improved processes and consistency.
Neighborhood Associations		
13.	Observation	The relationship between Neighborhood Associations and the City is reportedly ambiguous, which has resulted in a lack of clarity over how broadly the City should be supporting Neighborhood Associations.
	Recommendation	<ul style="list-style-type: none"> a. Develop clear guidelines, aligned with Salem Revised Code, that outline the City's expectations for supporting Neighborhood Associations. b. Consider input from Neighborhood Associations with the appropriate context that it represents the views of a specific group of community members, rather than the broader community as a whole. c. Consider reviewing the Salem Revised Code to determine whether additional or alternative recognition requirements should be added to promote diversity, equity, and inclusion.



OBSERVATIONS AND RECOMMENDATIONS		
14.	Observation	The City has only one position that oversees and supports Neighborhood Associations. This has created significant workload challenges.
	Recommendation	<ul style="list-style-type: none">a. Provide backup support through cross-training for the Neighborhood Program Coordinator position.b. Ensure the Neighborhood Program Coordinator position has an updated desk manual to support organizational resiliency and continued operations.c. Explore “self-service” opportunities for Neighborhood Associations.d. Consider limiting the scope of the Neighborhood Program Coordinator position.
15.	Observation	Neighborhood Association boundaries do not align with council member wards, which results in an uneven workload for council members and may result in inconsistent support provided to Neighborhood Associations.
	Recommendation	Explore opportunities to address concerns related to the unequal distribution of council members to Neighborhood Associations, such as assigning primary Council liaisons to associations that straddle wards, providing additional staff support to council members assigned to multiple Neighborhood Associations, and providing clarity in council member roles.



II. INTRODUCTION

A. BACKGROUND

This governance assessment includes a review of key elements of the City of Salem's governance framework, including its City Charter; City Council boards, commissions, and committees (collectively referred to as governance groups throughout this document); and relationships with Neighborhood Associations. The governance framework of the City of Salem, Oregon (the City) is established by its City Charter, which outlines its governance structure and establishes the roles and responsibilities of key officials.

The City is governed by a council-manager form of government. The City Council is made up of eight City Councilors (Councilors or council members), each elected to represent one of Salem's wards, and the Mayor, who is elected by voters throughout the City. The City Manager is appointed by the City Council and is responsible for the day-to-day operations of the City, while the City Council is responsible for setting policy, adopting the budget, and making decisions on major issues affecting the City. Additionally, the City has many commissions, committees, advisory boards, and other groups (collectively referred to as governance groups throughout this report) that provide input to the City Council on various issues.

City Charter

The City's 1996 City Charter (City Charter) provides the framework for governance in Salem. It outlines various provisions and regulations that govern the City's operations and administration, including the powers and functions of the organization and the roles of the Mayor, City Council, and City Manager. Additionally, it allows for the adoption of ordinances and codes that serve as laws within the City.

Governance Groups

Commissions, committees, and advisory boards play an important role in local government by acting in an advisory capacity, providing in-depth analyses, and making recommendations to inform city council decision-making.¹ Some governance groups may also have the authority to issue binding decisions. Overall, governance groups are an effective way of involving community members in the engagement processes of local government.

Generally, the City's boards and commissions are comprised of Salem residents appointed by City Council or the Mayor. Committees are subcommittees of the City Council that may include members of the public and are typically appointed by the Mayor.

The City currently has 34 governance groups that make decisions or recommendations to the full City Council in specific subject areas, such as budgeting, land use, and social services. A complete list of the City's governance groups is included in [Appendix A](#).

¹ [Local Government Citizen Advisory Boards, MRSC](#)



The City assigns one or two staff liaisons to support each governance group as the primary point of contact between the governance group and the City. Currently, 37 staff are engaged in supporting governance groups at the City. In general, the role of staff liaisons is to facilitate the work of governance groups by providing information, answering questions, and helping ensure groups are well-informed. They also perform administrative functions, like recording meetings and posting meeting agendas and records to the City website.

Neighborhood Associations

In addition to its governance groups, the City also has a Neighborhood Association program, which supports 17 Neighborhood Associations. According to [Section 64.250 of the Salem Revised Code](#), Neighborhood Associations at the City were developed to:

- Involve citizens in local government planning and decision-making that affects their neighborhoods and the City as a whole
- Provide an effective mechanism whereby the citizens of the City sharing common neighborhood identity, goals, and concerns may form neighborhood associations and undertake an advisory role for the Council and all boards and commissions engaged in community planning and development
- Provide a mechanism for citizens to provide input to Council on livability and quality of life issues affecting their neighborhood and the City as a whole
- Provide a mechanism for local community involvement, neighborhood improvement, and volunteer opportunities

Neighborhood Associations are not part of the City government. They are independent organizations and are not considered public bodies under Oregon law. However, the City provides certain types of assistance to these groups. Chapter 64 of the Salem Revised Code outlines the roles and responsibilities of Neighborhood Associations and the support provided to them by the City.

B. SCOPE AND METHODOLOGY

The City engaged Moss Adams to conduct an engagement to assess the effectiveness of key elements of the City's governance framework, including the City Charter, governance groups, and relationship with Neighborhood Associations. Specifically, this work included:

- Review of the City Charter for opportunities to improve efficiency, effectiveness, equity, and relevance to today's Salem
- Consideration of opportunities to improve community representation on governance groups and Neighborhood Associations
- Assessment of governance group and Neighborhood Association policies and practices to identify recommended measures to streamline and simplify structure and processes

Moss Adams conducted this assessment between January 2024 and May 2024. This project consisted of four major phases described in the following table.



PHASE	DESCRIPTION
1	Start-Up and Management <ul style="list-style-type: none">➤ Project initiation consisted of collaborative project planning with the City and project management, including developing our scope of work and final work plan.
2	Fact-Finding and Data Collection <ul style="list-style-type: none">➤ The second phase included interviews, document review, surveys, and best practice research. We worked with City staff to obtain the most current information and insights.<ul style="list-style-type: none">● <i>Interviews:</i> We conducted interviews with City staff members and City council members.● <i>Surveys:</i> We conducted three surveys, described below.<ul style="list-style-type: none">○ <i>Governance Groups:</i> The survey was provided to all governance group members from February 26, 2024 to March 14, 2024. Out of the 117 members invited to take the survey, 63 members responded (a participation rate of 54%). Summarized survey results are included in Appendix B.○ <i>Staff Liaisons:</i> The survey was provided to all staff liaisons from February 26, 2024 to March 14, 2024. Out of the 36 staff invited to take the survey, 30 staff responded (a participation rate of 83%). Summarized survey results are included in Appendix C.○ <i>Neighborhood Associations:</i> The survey was provided to all Neighborhood Association Chairs from February 26, 2024 to March 14, 2024. Out of the 33 individuals invited to take the survey, 22 individuals responded (a participation rate of 67%). Summarized survey results are included in Appendix D.● <i>Document review:</i> We reviewed documents including but not limited to the City Charter, the Salem Revised Code, governance group member information and group purpose statements, bylaws, agendas, and Neighborhood Association rosters.● <i>Best practice research:</i> Based on the opportunities for improvement identified, we conducted research to ascertain relevant best practices within the public sector.
3	Analysis <ul style="list-style-type: none">➤ Based on the information gained during our fact-finding phase, we assessed the current conditions and identified opportunities for improvement.<p>This analysis included a review of the City Charter for alignment with best practices. We also analyzed the City's governance framework from the following perspectives:</p><ul style="list-style-type: none">● Structure, alignment, and support● Policies and procedures to guide activities and promote consistency● Process efficiencies and technology● Community representation and diversity<p>With this analysis and in leveraging best practice information as well as our own experience from working with similar cities, we developed practical recommendations.</p>
4	Reporting Results <ul style="list-style-type: none">➤ We communicated the results of our analysis with observations and recommendations presented first in a draft report that was reviewed with management to confirm the practicality and relevance of recommendations before finalizing the report.



C. COMMENDATIONS

It is important to note the areas of strength that can be leveraged for further improvement within the City. The following is a list of commendations that the Moss Adams team would like to note:

- **City Charter:** While opportunities for improved alignment were identified, the City Charter is largely aligned with best practices. This supports efficient, effective, and transparent government operations.
- **Engaged and satisfied governance group members:** The City has many engaged governance group members who actively participate in meetings and advise the City Council. In general, governance group members reported positive experiences serving on governance groups in the City.
- **High-quality staff support:** Governance group members rated support from staff liaisons highly. Of respondents to the governance group member survey, 88% indicated their group either usually or always gets the support they need to function effectively.
- **Dedication to continuous improvement:** Staff demonstrated a dedication to continuous improvement in City governance structures and processes throughout this engagement.

We would like to commend the City and management for their willingness to assist us in this assessment.



III. OBSERVATIONS AND RECOMMENDATIONS

A. CITY CHARTER REVIEW

City Charter Alignment with Best Practice

1.	Observation	There are opportunities to better align some City Charter provisions with best practices.
	Recommendation	<p>A. Consider revisions to the following provisions of the City Charter to better align with best practices: City Council prohibitions, City Council vacancies, compensation, elections, establishing departments, ethics, mayoral terms, ordinances, and transition and severability.</p> <p>B. Incorporate the use of more gender-inclusive language into the City Charter.</p> <p>C. Consider whether provisions related to the following should be added to the City Charter to better align with best practices: Council power to make investigations, annual independent audits of all City accounts, emergency ordinances, the adoption of standard technical regulations by ordinance, procedures for codification, land use through a social equity lens, the finance function, public engagement, and charter amendments.</p>

We analyzed Salem’s City Charter in comparison to the Municipal Research and Services Center (MRSC) Guide for Charter Commissions² and the National Civic League (League) Model Charter.³ We also compared the City Charter to those of five peer cities of similar sizes, including Bend, Eugene, Hillsboro, Gresham, and Medford. Overall, we found Salem’s City Charter, which was last updated in 1996, is largely aligned with best practices, but there are some opportunities to better align with best practices and strengthen the City Charter, as detailed throughout this section. The full City Charter analysis is included in [Appendix E](#).

While this charter review compared the City Charter to MRSC best practices and the League’s Model Charter, it is important to recognize that not all best practices may be applicable or feasible for every city. The purpose of these results is to provide guidance on City Charter best practices, rather than a prescriptive list of requirements that must be met. The City should consider City Charter revisions in the context of the unique situation of the City and should prioritize changes that are most relevant and feasible for the City specifically.

² <https://mrsc.org/getmedia/64cb955c-fb66-4fb9-9f71-e21c9ce257d5/chartercommissions.pdf>

³ <https://www.nationalcivicleague.org/resources/model-city-charter-9th-edition/>



City Council Prohibitions

The League's Model Charter includes three prohibitions for City council members:

- Cities should prohibit against council controlling or demanding the appointment or removal of any city administrative officer or employee whom the city manager or a city manager subordinate is empowered to appoint. Though, city councils should be allowed to express their views and discuss them with the city manager.
- Cities should prohibit city council interference with administration, i.e., council members should be required to work through the city manager and not direct employees publicly or privately.
- Cities should prohibit council members from holding other elective offices such as state legislator or from holding any other city office during term or for one year after leaving office. Cities should be clear that such provisions do not prohibit council members representing the city on the governing board of any regional or other intergovernmental agency.

The City Charter includes the first prohibition above. It also prohibits any council member from being appointed as city manager until one year has passed following the expiration of the council member's term. However, the City Charter does not address prohibitions on council members interfering with administration by giving orders to employees publicly or privately. The City Charter also does not address prohibitions on holding other elective offices or other City offices.

City Council Vacancies

The League's Model Charter states cities should address events or conditions that create a vacancy, grounds for forfeiture of office, and how the council shall fill vacancies.

The League's Model Charter specifically suggests a council member shall forfeit their office if they:

- Fail to meet the residency requirements
- Violate any express prohibition of the charter
- Are convicted of a crime involving moral turpitude
- Fail to attend three consecutive regular meetings of the council without being excused by the council

The City Charter addresses several events or conditions that create a vacancy, including but not limited to recall, failure to meet residency requirements, and absence from all meetings of the council within a 60-day period with the council's consent; however, it does not address forfeiture of office in the case of violating any express prohibition of the charter. Such a provision protects the City by ensuring council members are held accountable for their actions, maintaining the integrity of the council, and supporting trust in the community.

The City Charter also requires a special election if there is more than one year to the next primary election when a vacancy occurs. This is not required in the League's Model Charter. Instead, the League's Model Charter suggests city council by a majority vote should temporarily fill vacancies until the next regular election. While a special election allows voters to choose a representative, special elections can be costly and time-consuming and can result in periods of time where the council is not fully staffed. Temporarily filling council member vacancies may be a more practical solution that would be aligned with the League's Model Charter.



Additionally, the City does not have any provisions regarding what to do if council fails to fill a vacancy within a certain time (i.e., if there is a deadlock), which is recommended by the League’s Model Charter. The League’s Model Charter suggests cities hold a special election if the council fails to fill a vacancy within 30 days. Such a provision ensures the council acts, or that there is a method in place to resolve the situation if there is a deadlock.

Compensation

Salem is one of two cities reviewed for this assessment that does not compensate its Mayor or council members; the other four cities provide compensation either through a salary or monthly stipend. The City Charter states the Mayor and council members should receive no compensation for their services. On average, peer city mayors receive a monthly stipend of \$2,911 and council members receive a monthly stipend of \$1,204.

CITY	MAYOR COMPENSATION	COUNCIL PRESIDENT COMPENSATION	COUNCIL MEMBER COMPENSATION
Salem	Not compensated	Not compensated	Not compensated
Bend*	\$1,628.34 monthly stipend	N/A	\$814.17 monthly stipend
Eugene	\$1,500 monthly stipend	N/A	\$1,000 monthly stipend
Gresham	\$66,194 per year	\$29,428 per year	\$27,040 per year
Hillsboro	\$3,000 monthly stipend	\$950 monthly stipend	\$750 monthly stipend
Medford	Not compensated	Not compensated	Not compensated

**In September 2023, Bend’s City Council appointed a Council Compensation Review Committee to consider and recommend an increase in the monthly stipend paid to council members and the mayor.*

The City should consider compensating the Mayor and council members for their time and service to align with industry standards and peer city practices. Compensation can help attract and retain qualified council members and enhance the equity and diversity of the group by providing the opportunity to serve as a council member regardless of financial circumstances. Serving as a council member is also a significant time commitment and compensation can help attract qualified candidates who may not otherwise be able to afford to serve.

The financial sustainability of compensating the mayor and councilmembers should be considered. While compensation has many benefits, council member compensation can be a significant expense that may not be feasible for the City given its current financially restrained environment. If the timing is not right to pursue compensation, the City could also consider other forms of compensation to reduce barriers to entry, such as covering the cost of childcare or eldercare.

The League’s best practices recommend cities set Mayor and council member compensation amounts based on the specific needs of their community. According to the League’s Model Charter, the actual amount of compensation should not be set in the City’s charter. Instead, it is recommended compensation amounts be set in ordinance, as shown in the following suggested language from the League:



“The city council may determine the annual salary of the mayor and council members by ordinance, but no ordinance increasing such salary shall become effective until the date of commencement of the terms of council members elected at the next regular election. The mayor and council members shall receive their actual and necessary expenses incurred in the performance of their duties of office.”

When setting compensation levels, the League best practices also recommend that cities provide extra compensation for the mayor because the Mayor has intergovernmental, ceremonial, and city-related promotional responsibilities in addition to their regular responsibilities as a council member.

Other cities, including the [City of Bend](#), have established independent advisory committees to review Council member compensation and recommend changes. Establishing an independent advisory committee can be helpful to establish independence between Council members and recommendations about Council member compensation. Additionally, any change to allow for compensation of Council members would need to take effect after a subsequent election of the Council positions to comply with City and Oregon ethics laws.

The City will need to update the following two sections of its City Charter should the City implement compensation for its Mayor and council members:

- Chapter 6, Section 25(3): No city officer or employee who receives compensation from the city shall hold a city elective office other than the office of municipal judge
- Chapter 6, Section 26: The mayor and councilors shall receive no compensation for their services

Elections

Best practices recommend cities should outline the various facets of the election process including election methods, when elections are held, whether elections are partisan or non-partisan, and initiative, referendum, and recall. It is also recommended city charters address the establishment of council districts and processes for adjusting those districts. The City addresses many of these elements in its City Charter but does not address the powers of initiative, referendum, or recall. Additionally, the City does not address adjustment of council wards (i.e., districts). The League’s Model City Charter recommends redistricting by independent commission. Such processes support transparency, accountability, and fair representation.

Establishing Departments

Best practices recommend cities authorize city council to establish city departments in their city charter, but do not enumerate the operating departments or detail their internal organization. The League’s Model Charter states an administrative code is the appropriate place for the details of department organization to allow for change without necessitating a charter amendment. While the City is aligned with this approach of detailing departments and organization in the Salem Revised Code instead of the City Charter, the City Charter does not specifically state the City Council has authorization to establish City departments. The League’s Model City Charter includes the following suggested language:

“The city council may establish city departments, offices, or agencies in addition to those created by this charter and may prescribe the functions of all departments, offices, and agencies. No function assigned by this charter to a particular department, office, or agency may be discontinued or, unless this charter specifically so provides, assigned to any other.”



Ethics

Salem's Charter includes a section on ethical decision-making, but, in general, this section of Salem's Charter is vague and could be strengthened to address ethical considerations more directly, including conflicts of interest, prohibited activities, and rules on campaign finance. The League's Model Charter includes recommended language in these areas. Some specific areas of improvement include:

- Though the section of the City Charter on Ethical Standards for Decision Making includes references to conflict-of-interest concepts like the requirement to disclose any past or present business relationships or direct and indirect campaign contributions or gifts, the City Charter does not explicitly state conflicts of interest are prohibited or clearly describe what constitutes a conflict of interest. The League's Model Charter includes recommended language for such provisions that is simple and straightforward and suggests city charters mandate council passage of relevant ordinances to provide more detail. This permits necessary amendments without a referendum, which would be necessary if the charter covered such provisions in too much detail.
- The section of the City Charter on Ethical Standards for Decision Making does not address all prohibited activities included in the League's Model Charter. The League's Model Charter recommends several sections that outline prohibited activities. These sections include recommendations around civil rights, bribery, campaign contributions, and public fund use. The League's Model Charter also states the penalties for violating these sections results in ineligibility for a period of five years following the conviction to hold any city office or position and, if an officer or employee of the City, immediate forfeiture of their position.
- The City includes language about campaign finances but does not include that reporting must be timely. The League's Model Charter recommends cities provide for timely disclosure of campaign finances as this information may impact a council member's ability to engage on certain matters.

Gendered Language

The City Charter currently includes four instances of the use of pronouns "his or her." This terminology is out of alignment with the City's practice of using gender-neutral language. This gendered language is located in the following sections of the City Charter:

- Section 19 (2)(a)
- Section 20 (1)
- Section 23 (4)
- Section 24 (9)

As the use of gender-neutral language is becoming standard practice, Salem's Charter should be adjusted to remove any gendered language. Instances where "his or her" is used, the City should adjust to say "their."

Mayoral Term

Salem's City Charter sets the mayoral term at two years, while the League's Model Charter and MRSC best practices recommend four years. The League also recommends the mayoral term should be the same term as other council members, which is four years in the City. In our review of peer cities, all five peers had four-year mayoral terms.



CITY	MAYORAL TERM
Salem	2 years
Bend	4 years
Eugene	4 years
Hillsboro	4 years
Gresham	4 years
Medford	4 years

When considering an increase to the mayoral term, the City should consider the needs and priorities of the community, the effectiveness of the current system, and the potential benefits and drawbacks of a longer mayoral term. A longer mayoral term can provide greater stability and continuity in City leadership, more time for the Mayor to develop and implement long-term plans and initiatives, and reduced costs associated with more frequent elections.

Ordinances

Best practices suggest city charters should describe ordinance processes, including the form of ordinances, the procedures for establishing ordinances, the effective dates of ordinances, and the types of action that require an ordinance. While the City Charter is largely aligned with these best practices, the City Charter does not address which types of actions require an ordinance. The League’s Model Charter notes the following types of actions should be done by ordinance:

- Adopting or amending an administrative code or establishing, altering, or abolishing any city department, office, or agency
- Providing for a fine or other penalty or establishing a rule or regulation for violation of which a fine or other penalty is imposed
- Levying taxes
- Granting, renewing, or extending a franchise
- Regulating the rate charged for its services by a public utility
- Authorizing the borrowing of money
- Conveying or leasing or authorizing the conveyance or lease of any lands of the city
- Regulating land use and development
- Amending or repealing any ordinance previously adopted
- Adopting, with or without amendment, ordinances proposed under the initiative power

Currently City practices require either ordinances or resolutions for these items; however, this is not documented. The City should consider which, if any, of these actions should require an ordinance and consider adding such provisions to the City Charter, Salem Revised Code, and/or council policy. Adding such provisions would provide clarity to the community and the council when an ordinance is required and when other types of actions may be appropriate. This supports consistency, transparency, and accountability in council decision-making processes.



Transition and Severability

The League's Model Charter recommends cities address transition and severability in their charters. It notes cities may address the possibility of governmental transition from one form of government to another; however, this practice is not widely used in practice. While the City addresses severability in its Charter, there is limited information included related to transition. Best practices state that care is needed in the preparation of such provisions to comply with state law.

Additional Considerations

The following provisions are included in the League's Model Charter but not the City Charter:

- A provision specifying the council, not the city manager, has the power to make investigations including powers to subpoena witnesses and compel production of evidence
- A provision stating the city should have an annual independent audit of all city accounts (this provision is covered in policy, so may not need to be covered in the City Charter)
- A provision describing procedures for emergency ordinances to facilitate timely action (this provision is covered in state law, so may not need to be covered in the City Charter)
- Provisions permitting the adoption of standard technical regulations, such as building and sanitary codes, by an ordinance which simply incorporates and adopts the code by reference (these provisions are covered in state law, so may not need to be covered in the City Charter)
- Provisions describing procedures for codification, maintaining legally authenticated records of all ordinances and resolutions and for making the available to the public
- Provisions regarding land use through a social equity lens
- Provisions documenting the finance function of local government, particularly the budget, while allowing maximum flexibility within the boundaries of sound fiscal practices
- Provisions documenting information around public engagement, including establishing public engagement as a critical part of civic infrastructure; establishing institutional structures to support and coordinate engagement; and establishing principles of public engagement; accountability, transparency, accessibility, collaboration, and evaluation of engagement
- Provisions describing processes for amending the charter

Recommended language for each of these provisions is provided in the League's Model Charter. Not all cities include such provisions, but the City should consider whether these provisions would be helpful to provide increased transparency and accountability around these processes and requirements.

Additionally, throughout our analysis, several provisions were identified by City staff, leadership, or Council as needing review that are not otherwise noted in this report. As the City considers updates to its City Charter, it should also consider these areas:

- Section 24. Municipal Court and Judge
 - Sections 9 and 10 regarding vacancies should be updated for clarity and readability
 - Several interviewees expressed interest in having the City Council review the court structure and role
- Sections 28-47. Civil Service System of Personnel Administration for the Fire Service



- Should be reviewed and updated as needed to ensure compliance with state and federal law
- Section 28 needs to be corrected to reference sections 28 through 47, as opposed to sections 28 through 48
- Section 54. Prohibition on Hotel and Convention Center in Riverfront Park area
 - Should be reviewed and potentially eliminated to ensure compliance with state and federal law
- Section 55. Regional Shopping Center
 - Should be reviewed and updated as needed to ensure compliance with state and federal law
 - Should be reviewed for relevance and potentially eliminated
- Section 56. Transient Occupancy Tax
 - Several interviewees expressed interest in adjusting the TOT percentage rate and/or use of funds
- Section 61. Annexations
 - Should be reviewed and updated as needed to ensure compliance with state law

B. GOVERNANCE GROUP OPERATIONS

Roles and Responsibilities

2.	Observation	Not all governance groups have established bylaws, charters, or other formal documentation that outlines things like their purpose, membership requirements, officer roles and responsibilities, and meeting conduct and frequency. This is a best practice to support clarity, consistency of operations, and transparency in how governance groups operate.
	Recommendation	Establish a common set of bylaws for governance groups and require each governance group to establish bylaws in accordance with this framework.

The City currently has 34 governance groups. [Appendix A](#) includes a complete list of current governance groups.) These groups are made up of residents or individuals of the community and were established by City Council to advise them in specific subject areas, such as budgeting, land use, and social services.

Of the City’s 34 governance groups, 14 have established bylaws, charters, or other formal documentation (referred to as bylaws throughout this section) that outline things like the group’s official name, purpose, membership requirements, officer roles and responsibilities, and meeting conduct and frequency. However, some governance groups do not have bylaws, as detailed in [Appendix A](#). Additionally, existing bylaws are not necessarily consistent, and staff reported developing a common set of bylaws would be helpful. Having a common set of bylaws can help ensure consistency and clarity in the governance of various groups, promote fair and equitable approaches, and promote streamlined staff support.



The City should establish a common set of bylaws that can be used as a template for all governance groups and require each governance group to establish bylaws in accordance with this framework. At a minimum, bylaws typically include the group’s official name, purpose, membership requirements, officer roles and responsibilities, meeting conduct and frequency, processes for making advisory recommendations to city council, rules of common courtesy and procedure, and processes for amendment. Governance groups may add additional elements specific to their group’s function and purpose. The City of Portland has [developed a bylaw template](#) for its governance groups that the City might find helpful.

Bylaws should be communicated to all members of governance groups to ensure all members understand their roles and responsibilities and any other details outlined in the bylaws. Additionally, governance groups should review their bylaws at least every three years to ensure they remain relevant and effective. Current bylaws should be stored in an accessible location, such as on each governance group’s webpage.

Annual Work Plans and Reports

3.	Observation	Governance groups do not consistently develop annual work plans or annual reports to be reviewed by Council. As a result, governance groups may not have clear direction or way to prioritize projects.
	Recommendation	Establish a policy or guideline that requires all governance groups to develop an annual work plan and annual report.

Annual Work Plans

The City’s governance groups do not consistently develop annual work plans. It is best practice for governance groups to develop an annual work plan.⁴ Typically, annual work plans outline the goals and objectives the governance group plans to achieve in the upcoming year, as well as any strategies and tactics the governance group plans to use to achieve its aims. Annual work plans may also include expected timelines, assigned responsibilities, and detail on any resources that are needed to implement the plan.

This type of planning document can help ensure groups are focused on the highest priority work and reduce scope expansion. In addition, work plans should be aligned with the City’s strategic plan and can provide assurance to Council that each governance group is pursuing activities that are aligned with and support City goals and priorities.

Of governance group members surveyed, 44% reported their group does not develop an annual work plan. Without a work plan, Council may be unaware of the goals of each governance group, which can limit Council’s ability to holistically review governance groups to determine where there may be overlap in initiatives and priorities between different governance groups. Council review of annual work plans would also support better alignment of governance group activities with Council direction and the overall goals of the City and promote governance group efficiency.

⁴ [Local Government Citizen Advisory Boards, MRSC](#)



The City's [Historical Landmarks Commission's 2023 work plan](#) is a good example of an annual work plan. This work plan outlines goals, specific strategies linked to each goal, and several specific action items to achieve the strategies. In addition, each goal has proposed timelines, funding needed, and identifies the lead for each goal.

Annual Reports

Currently, the City does not require annual reports from each governance group. While some groups choose to share their work with City Council, there is no consistent format or expectation for how or when information is shared with Council.

Annual reports typically provide an overview of the governance groups' activities and achievements during the previous year. An annual report should include an update on progress toward achieving the goals and objectives outlined in the group's work plan. It can also be helpful for annual reports to identify any challenges or opportunities the governance group encountered during the year and how they were addressed. Ultimately, the purpose of annual reports is to promote effective and efficient governance by providing increased transparency and accountability over the work of governance groups and promoting trust and confidence among stakeholders. By providing a clear and detailed account of the group's activities and achievements, City Council can also stay up to date on the work of each governance group, which can support Council's ability to ensure the work of governance groups is aligned with overall City priorities and to monitor any overlap between different governance groups.

The City should establish a policy or guideline that requires all governance groups to develop an annual work plan and annual report. This policy or guideline should outline the following:

- The key elements that should be included in the annual work plan and annual report
- The timeline for development and submission of annual work plans and annual report
- The process for reviewing and approving annual work plans and annual reports, such as review by staff and Council
- The process for tracking progress on annual work plans such as regular updates to Council

The City should provide training and support to governance group members on how to develop an annual work plan and annual report, which may include templates and guidance on best practices. Annual work plans and reports should be used to identify areas of overlap in initiatives and priorities between different governance groups and to promote alignment with Council direction and the overall goals of the City.



Councilor Liaisons

4. Observation	The City does not clearly define the role of Councilor liaison. Additionally, the City does not have a decision-making framework for when a governance group should be assigned a Councilor liaison.
Recommendations	<p>A. Develop a framework for deciding when a governance group should be assigned a Councilor liaison.</p> <p>B. Define Councilor liaison roles and responsibilities to clarify their purpose and how governance groups may be supported by liaisons.</p>

City council members serve as members on a variety of governance groups. However, only six governance groups currently have assigned Councilor liaisons to provide Council-level support and input ([Appendix A](#) notes which governance groups have assigned Council liaisons). Several respondents to the survey of governance group members reported a desire for Councilor liaisons to support their governance groups; however, the City does not have a decision-making framework or consistent process to determine when a governance group should be assigned a Councilor liaison.

Councilor liaisons can be important in supporting and pushing governance group initiatives forward at the council level. Councilor liaisons may also support governance group alignment with the City’s overall goals and priorities. Though there are many benefits to assigning Councilor liaisons to governance groups, there are also concerns about council member capacity to support this work (especially given the high number of governance groups at the City and the current lack of Councilor compensation) and concerns about whether Council members would have outsized influence over group decisions given their position of authority.

The City should develop a framework for deciding when a governance group should be assigned a Councilor liaison. Some criteria to consider includes the following:

- **Size and scope:** Governance groups that are larger in size or have a broader scope of activities may be more likely to require Councilor support and input.
- **Impact on the community:** Groups whose work largely impacts the community may benefit from a Councilor liaison who can provide information about community matters from Council. In addition, matters that have large impacts on the community should have greater oversight to support positive engagement with the larger community.
- **Alignment with Council priorities:** Groups whose purpose and initiatives are strongly tied to work the Council is doing would benefit from a Councilor liaison who can ensure there is alignment in priorities and initiatives as well as provide relevant information between the group and Council.
- **Level of Council interest:** Governance groups that have a high level of Council interest may be more likely to require a Council liaison to ensure effective engagement and alignment.
- **Complexity or nature of issues:** Governance groups that deal with highly complex or technical issues, such as those related to land use or infrastructure, may be more likely to require council member support or input. Additionally, groups that require funding or policy changes to effectively achieve their goals and objectives may require a Councilor liaison to operate effectively.



Another challenge that was noted is that there is currently no documented definition of the roles and responsibilities of a Council liaison. If the City intends to use this structure more frequently, it should also define the Council liaison position. Clearly delineated roles and responsibilities will help promote consistent and effective support by Council liaisons and help council members be successful in their liaison roles. Typical roles and responsibilities include the following:

- Attending and observing governance group meetings to stay informed about the group’s activities and progress, and to provide support or input as needed
- Providing guidance and support as needed, such as advice on best practices, resources, or strategies for achieving the group’s goals, but not participating in votes or decision-making of the governance group
- Advocating for the governance group at the Council level to support the ability of the group to achieve its goals and objectives
- Reporting back to Council on the governance group’s activities and progress and facilitating communication between the governance group and Council
- Promoting alignment between the governance group and Council priorities and goals and identifying opportunities for collaboration and coordination

The City of Beaverton, Oregon’s [Board & Commissions Member Manual](#) includes a description of Council liaison roles and responsibilities that may be helpful for the City. Additionally, the City of Bainbridge Island, Washington developed a [Councilmember Liaison Job Description](#) that includes the duties and expectations of Council liaisons in their city.

Reviewing Governance Groups

5.	Observation	There is not a clearly defined process for reviewing, consolidating, or sunseting governance groups, which can result in the City continuing to fund and support groups that are no longer necessary or effective.
	Recommendation	<p>A. Evaluate current governance groups to determine whether any should be sunset, such as the Infrastructure Bond Engagement Steering Committee, System Development Charge Methodology Committee, and Water-Wastewater Task Force.</p> <p>B. Evaluate current governance groups to determine whether any should be consolidated, such as the Riverfront-Downtown, North Gateway, and West Salem Urban Renewal Advisory Boards.</p> <p>C. Develop a process for regularly reviewing governance groups to determine whether any should be added, revised, consolidated, or sunset.</p>

There is not a clearly defined process for reviewing, consolidating, or dissolving governance groups. Consolidating governance groups can be beneficial to align groups that have a similar purpose. Sunseting governance groups may be necessary for a variety of reasons such as if the governance group has achieved its goals, is no longer necessary, or is not functioning effectively. Consolidating or dissolving governance groups may help reduce staff liaison workloads and support efficient use of City resources and community members’ time. Reviewing governance groups can also provide an



opportunity for the City to consider whether any new groups are needed, such as an Economic Development Committee or Bike and Pedestrian Advisory Committee, which were mentioned as potential opportunities for the City during this assessment. Having a clear and transparent process for reviewing, consolidating, and dissolving governance groups can help to ensure decisions are made in a fair and equitable manner and that all stakeholders are informed and involved in the process.

The City should develop a process for regularly reviewing governance groups to determine whether any should be added, revised, consolidated, or sunset. This process can be incorporated into the annual work plan and report process previously noted (see also [Annual Work Plans and Reports](#)), which will support City leadership’s understanding of the work of the City’s various governance groups. When City leadership reviews the annual work plans and reports of the various governance groups, they can consider whether there are any governance groups that should be further evaluated to ensure their effectiveness, whether there are any groups that are no longer needed, and whether there is any overlap of governance groups. The following groups were identified as potential options for further review, consolidation, or dissolution during this assessment:

GOVERNANCE GROUP	RECOMMENDED ACTION	JUSTIFICATION
Riverfront-Downtown Urban Renewal Advisory Board, North Gateway Urban Renewal Advisory Board, and West Salem Urban Renewal Advisory Board	Consider for consolidation	Several staff liaisons and governance group members surveyed reported these boards could be considered for consolidation. These three boards all advise the Urban Renewal Agency Board regarding conservation, rehabilitation, and redevelopment matters for different areas of the City. Though each area may require specialized time and support, individuals surveyed reported there is overlap in certain development projects and decisions in one group may impact the other. Staff surveyed also reported it can be difficult to recruit members for these groups. If consolidation is not appropriate, the City should consider opportunities to better coordinate the work of these groups.
Infrastructure Bond Engagement Steering Committee	Consider for sunseting	It appears this Committee evolved into the Bond Oversight Steering Committee after the City’s 2022 Safety and Livability Bond was approved, but the original Committee was not sunset and still appears as active on the City’s website. Formally sunseting this Committee would be helpful to provide clarity to the public.
Mayor’s International Council	Consider for sunseting	Several staff questioned whether this group is still functioning. The most recent meeting minutes posted on their website are from 2019.
System Development Charge Methodology Committee	Consider for sunseting	This group guided the process for updating all five of the City’s system development charge methodologies (parks, transportation, water, sewer, and stormwater). It appears this Committee’s work is complete, but the group has not been formally sunset.



GOVERNANCE GROUP	RECOMMENDED ACTION	JUSTIFICATION
Water-Wastewater Task Force	Consider for sunseting	This group was established to advise the Public Works Department and City Council on utility rate setting and to review the utility code. However, according to the City’s website, this group has not met since 2022. Additionally, there are no current members listed on the City’s website or the group is not listed on the City’s master roster of governance groups and their members. If this group is still active, the City should reconsider its name, as it is referred to as a task force but its length of term is listed as ongoing (see also Governance Group Titles).
Community Police Review Board	Consider for further review	This group was established to review unresolved complaints against sworn members of the Police Department. In addition to hearing unresolved complaints, the group may also review and advise on Police Department policies and procedures, review and analyze complaint summaries and trends, and refer issues to the Chief of Police. The group meets regularly but it appears a complaint has not been brought to the group since 2015. It is unclear why complaints have not been brought to the group, but this may result in the group not being able to fulfill the purpose it was established to perform. Staff reported they have been actively working to engage the group in other activities that fall within their scope; however, additional review of this group may be beneficial to ensure its effectiveness.

Consolidation and sunseting of governance groups should be carefully considered to reduce impacts such as loss of expertise, public participation, or community representation. While there is no established standard for the ideal number of governance groups, leadership groups should consider the following factors when deciding to eliminate or combine groups:

- Is the group governed by Salem’s Revised Code and able to be eliminated or consolidated?
- Is this group fulfilling a high priority need for the community that is not addressed in another group and would be missed if the group were eliminated?
- Has the group fulfilled or is this group fulfilling a distinct purpose for our community?
- Could additional scope and/or responsibilities be added to a current group?
- Do we have sufficient staff to effectively support this group?
- Is the group dormant and not meeting regularly?

The process for consolidating and sunseting governance groups should also detail the administrative processes that should be completed when a group is sunset or consolidated. At a minimum, this should include:

- Notification to the governance group and the community of the decision to consolidate or sunset the group, along with the rationale for the decision
- A timeline for consolidating or sunseting the group, including deadlines for the completion of any outstanding work if the group is being sunset



- A transition plan to ensure any activities or responsibilities that should continue are transferred appropriately depending on whether the group is consolidated or sunset
- Archiving of governance group documents in accordance with City policies and procedures (see also [Governance Group Documentation](#))

Governance Group Titles

6.	Observation	The naming conventions for governance groups (e.g., boards, commissions, committees, and task forces) are inconsistently applied across groups at the City, which may cause confusion in the purpose or authority of each group.
	Recommendation	Establish definitions for the various types of governance groups the City uses and review the City’s governance groups to determine whether any names should be adjusted.

Based on a review of the City’s governance groups, the terms for naming these groups (e.g., board, commission, committee, and task force) are inconsistently applied, and the City does not have clearly established definitions for each type of governance group. Additionally, several interviewees reported that the definitions of different governance body types are unclear. While boards, commissions, and committees are loosely defined in the Salem Revised Code, task forces are not. Additionally, some of the City’s governance groups do not use any of these names, e.g., the Equity Round Table, the Stormwater Advisory Group, and the Mayor’s International Council.

Additional guidance around naming for all governance group types would be helpful to support effectively establishing new governance groups. It would also support clarity around the different types of governance groups and their authority, roles, and responsibilities.

Section 2.530 of the Salem Revised Code includes the following definitions:

- Board or commission means a group of persons to whom the Council has given official authorization to perform certain functions or to undertake certain duties
- Committee means a group of persons to whom consideration of a matter has been committed by the Council

Using these definitions as a starting place, the City should further define each type of governance group to guide the City in naming these groups consistently. The specific definitions used are often a matter of local preference, but the table below describes common definitions for different types of governance groups.

GROUP TYPE	TIME FRAME	PURPOSE	HOW ESTABLISHED
Board	Standing	A group that has powers or duties established by ordinance or resolution and typically oversees specific entities or areas of governance, e.g., a Library Board	Ordinance or resolution



Commission	Standing	A group that has powers or duties established by ordinance or resolution and typically has some regulatory or oversight responsibilities, in addition to advisory responsibilities	Ordinance or resolution
Committee	Standing	A group that is advisory in nature	Ordinance, resolution, or motion
Task Force	Time-Limited	A group to advise on specific initiatives for a limited period of time	Resolution or motion

Once definitions are clarified, the City should review its existing governance groups to determine if any names should be adjusted. Additionally, the framework should be used when any new governance groups are established.

Promoting Equitable Governance Group Practices

7.	Observation	Governance group practices may be inequitable leading to the exclusion of members of the community from decision-making processes and a lack of trust and confidence in the City’s governance framework.
	Recommendation	<p>A. Provide equity-related guidance and training to governance groups and their staff liaisons, including training on potential barriers to access and cultural competency.</p> <p>B. Explore opportunities to promote equity within governance group processes, including related to meeting locations and meeting times.</p>

Interviewees reported concerns that governance group practices related to meeting times and meeting locations may be inequitable. Additionally, some concerns were raised about the need to build cultural competency. Inequitable practices can lead to members of the community being excluded from decision-making processes and a lack of trust and confidence in the City’s governance framework. They can also impact recruiting efforts and overall participation from residents in governance groups (see also [Recruiting Governance Group Members](#)).

The City should explore options for how it can promote equity within governance groups, including in the following areas:

- **Community understanding:** Each governance group should have a clear understanding of the diverse populations in the City and of the diverse populations most impacted by the work they do. They should also understand any barriers to access that may exist for these populations. This understanding is important to develop a shared understanding of equity and identify potential equity-related concerns that should be addressed.
- **Meeting locations:** When possible, meetings should be offered at various locations within the community to allow greater access to people who live in different areas or who do not have



access to certain locations due to a lack of transportation. Video meetings may also be offered to those who are not able to meet in person.

- **Meeting times:** A variety of meeting times should be offered to accommodate different schedules. This promotes greater likelihood that more members of the community will have the opportunity to participate in decision-making processes and have their voice be heard.
- **Cultural competency:** Both governance group members and staff liaisons should be trained in cultural competence. Cultural competence is the ability of a person to effectively interact, work, and develop meaningful relationships with people of various cultural backgrounds.⁵ It is important for governance groups and their staff liaisons to be trained in cultural competence to promote inclusivity and support decision-making processes that are inclusive and responsive to the needs of all members of the community.

Providing guidance and training in these areas will help promote diversity and encourage inclusivity across governance groups and city decision-making practices.

C. GOVERNANCE GROUP RECRUITING AND ONBOARDING

Recruiting Governance Group Members

8.	Observation	Recruiting new governance group members is a challenge for the City, which can impact the ability of the City to fill vacant positions and limit member diversity.
	Recommendations	<p>A. Consider shifting to an annual recruiting cycle to help generate more interest and engagement in governance groups.</p> <p>B. Review governance group eligibility requirements to ensure they are fair, reasonable, and necessary.</p> <p>C. Consider updating the City’s governance group application to gather more information about an applicant’s relevant background and lived experience to help ensure groups are representative.</p>

Aligned with best practice, the City lists its current governance group vacancies [in one location on its website](#). This makes it easy for residents to see quickly what opportunities are available. Additionally, the City has a relatively straightforward online application form that residents can use to apply to serve on one or more governance groups. Despite these strengths, recruiting new governance group members is a challenge for the City. As of April 2024, there were 27 governance group vacancies posted on the City’s website. Recruitment challenges may be due to a variety of reasons; however, some key concerns were identified that can impact the ability of the City to effectively recruit potential applicants, including concerns related to recruitment and engagement process and eligibility requirements.

In addition to the general challenges of recruitment, the City has an interest in ensuring that the governance groups are representative of the broader community. With the exception of ward

⁵ <https://extensionpubs.unl.edu/publication/g1375/html/view>



residency, the City generally does not collect demographic or background information on governance group applicants. As such, there is both limited information about the current diversity of governance group members and limited ability to take community representation into account when appointing new members. Of staff liaison survey respondents, 31% reported there is not good community representation on the governance group(s) they support. As noted in the section on Promoting Equitable Governance Group Practices, practices related to governance group and meeting accessibility (e.g., meeting times, meeting locations, cultural competency) can also impact recruiting efforts, since individuals may be hesitant to submit applications if they are unable to fully participate in governance group activities.

Recruitment and Engagement Processes

Currently, recruiting new governance group members is done as needed, rather than through a regular recruiting cycle (e.g., annually). An annual recruitment campaign could help the City generate more interest and engagement in governance groups as a whole and establish a stronger pool of potential candidates. Ideally, the City should conduct outreach through a variety of methods, such as by outreaching directly to community organizations, schools, and other groups to promote governance group opportunities; posting on social media; and hosting informational sessions. The City should also consider targeted messaging to reach underrepresented populations or communities to increase member diversity.

Eligibility Requirements

Each governance group has its own set of eligibility requirements and group composition/size ([Appendix F](#) includes a summary of the current eligibility requirements for each group). Several interviewees reported some membership eligibility requirements seem arbitrary and may be too restrictive, preventing qualified people from becoming members and discouraging a diversity of perspectives. Restrictive eligibility requirements can limit the applicant pool, exclude qualified individuals who may be interested in participating, and limit diversity and representation.

The City should review its eligibility requirements to ensure they are fair, reasonable, and necessary. Eligibility requirements should be inclusive and open to a wide range of perspectives and experiences. Additionally, eligibility requirements should be revised regularly to ensure they are effective and meet the needs of the community.

The City can also consider changing some eligibility requirements to suggestions or recommendations. For instance, the Historical Landmarks Commission requests five of the nine members meet specific historic preservation standards to the extent that professionals meeting these standards are available in the community. This provides the City flexibility when applicants who meet the more specific qualification requirements are difficult to find.

Application Information

The City's current governance group application requires contact information, previous service, and details on what the applicants feels they could contribute to the individual governance group. In addition, applicants can volunteer information about how they heard about the opening, their disability status, their ethnicity, sex, and age.



However, individual groups can create their own applications. For instance, both the Community Police Review Board and the Salem Revenue Task Force applications were designed to gather input about applicants' backgrounds and lived experience with topics that are directly relevant to the work of the group.

As the City strives to bring an equity lens to the governance group applicant process, it may be beneficial to update the standard application to include more information that can assist the Board and Commission Appointment Committee in ensuring that governance groups include applicants who have first-hand experience with relevant subject matter.

Onboarding Governance Group Members

9. Observation	The City lacks a consistent process to onboard new governance group members, which can limit member understanding of their roles and responsibilities and group procedures.
Recommendation	Formalize governance group onboarding and training to prepare individuals for their new roles.

The City lacks a consistent process to onboard new governance group members. Members surveyed reported they are not consistently provided guidance documentation or onboarding training when they become members of a governance group. Some members who reported a positive onboarding process attributed this to their governance group's staff liaison who supported their onboarding process. Without effective onboarding, members may not have a clear understanding of their roles and responsibilities, procedures for decision-making and communication, or the goals and priorities of their governance group. Additionally, members may not be aware of proper processes or City regulations they must follow while serving as a member of their governance group.

Onboarding and training for new governance group members is crucial for a smooth transition into their roles and for the effective functioning of the governance group. By implementing a robust onboarding and training program, governance groups can facilitate effective participation and engagement of new members. Consistent bylaws, titles, work planning, and reporting, as noted above, will increase the effectiveness of onboarding. This leads to informed decision-making, collaboration, and overall success of the group's work in serving the community.

Comprehensive onboarding for governance groups typically includes the following components:

- Overview of the City's governance structure, including City Council
- Overview of the governance group's purpose, functions, goals, and objectives
- Subject matter training or resources to help new members familiarize themselves with the area of focus of the governance group and help new members build their knowledge and expertise in their respective areas
- Insights into the local community's history, demographics, priorities, and challenges, as well as a clear understanding of the diverse populations in the City, particularly those impacted by the work of the governance group (see also [Promoting Equitable Governance Group Practices](#))



- Overview of the roles and responsibilities of governance group members, including specific duties of the governance group chair and other members, expectations, areas of focus, and understanding of how roles contribute to the overall work of the group
- Ethics policies and procedures, including meeting protocols, code of conduct, ethical standards, and conflict of interest guidelines
- Relevant laws and regulations and compliance requirements
- Municipal budget processes and financial management to help governance group members understand budgetary constraints, revenue sources, and expenditure allocation
- Understanding of the role of the staff liaison assigned to the governance group and what type of support the group will receive from their staff liaison, as well as an introduction to other important staff contacts

The City should continue efforts to expand and formalize onboarding and training expectations for governance groups. In particular, it may be helpful to establish consistent processes that provide subject matter training for relevant groups. Providing opportunities for peer-to-peer learning across governance groups may also be helpful, such as holding annual meetings for governance group chairs and vice chairs to support learning and collaboration. These opportunities may include periodic meetings or social hours with all governance groups or more targeted group meetings with groups or similar purpose. Peer-to-peer learning may also come from staff and Councilor liaisons who share information they have gathered from other groups.

D. STAFF SUPPORT FOR GOVERNANCE GROUPS

Staff Liaison Roles and Responsibilities

10.	Observation	Staff liaison roles and responsibilities vary widely by governance group and are not always clearly defined, which can impact their effectiveness in their role and result in inconsistencies in how governance groups are supported. Additionally, staff liaisons are provided limited training on their duties as staff liaisons.
	Recommendation	<p>A. Clearly define staff liaison roles and responsibilities to support improved clarity and promote consistency between governance group.</p> <p>B. Provide training to staff liaisons annually and when any new individuals take on new staff liaison roles.</p>

The City assigns one or two City staff to support each governance group as the primary liaison between the governance group and the City. Currently, 37 staff are engaged in supporting this work. In general, the role of staff liaisons is to facilitate the work of governance groups by providing information, answering questions, and helping ensure groups are well-informed. They also perform administrative functions, like recording meetings, posting meeting agendas and records to the City website, and informing the Mayor’s Assistant when there are member vacancies.



While respondents to the staff liaison survey generally reported they have a clear understanding of their roles and responsibilities, staff liaison roles and responsibilities vary widely by governance group and are not always clearly defined, which can impact their effectiveness in their role and result in inconsistencies in how governance groups are supported.

Staff liaisons also reported they are provided with limited training on how to best support their assigned governance group(s). Currently there is no staff liaison training to set expectations and there are no guidance documents on how staff liaisons should be supporting their governance groups. Several liaisons reported they receive most support from their department and the level of support across departments varies. Several training needs identified by staff include:

- Meeting management (i.e., taking minutes, posting minutes, recording meetings, updating the City website, etc.)
- Facilitation techniques and best practices
- Engaging diverse communities and ideologies with respect
- Promoting access and inclusion
- Helping members stay within the defined scope and authority of their governance group
- Ensuring compliance with relevant laws and regulations, including the Oregon Public Meetings Law

The City should document staff liaisons roles and responsibilities and provide regular training to staff liaisons to support improved clarity around staff liaison roles and responsibilities and promote consistency between governance groups. Many cities like [City of Beaverton](#), [City of Florence](#), [City of Hillsboro](#), and [City of Medford](#), document staff liaison roles and responsibilities in a staff liaison section of a Boards and Commission Manual to guide staff liaisons in effectively supporting the governance groups they work with. Best practices, including practices from the [Oregon Municipal Handbook](#), recommend providing guidance related to the following activities in a staff liaison handbook:

- Understanding roles and responsibilities
- Ensuring that the required meetings occur
- Preparing the meeting agendas in coordination with the governance group chair
- Properly noticing the public meetings, which includes recording or taking written minutes and coordinating the in-person and virtual meetings
- Researching and investigating the issues for the governance group and preparing alternatives and recommendations when needed
- Implementing governing body decisions as they relate to the governance group
- Facilitating the communication of group interests, concerns, and recommendations to City staff
- Helping the governance group stay focused on priorities
- Addressing conflicts
- Supporting the creation of the governance group bylaws and/or annual workplan

The City should also provide training for staff liaisons annually and when new individuals take on liaison roles. This training may also provide opportunities for staff liaisons across the City to engage together and gain insight into how other staff liaisons are supporting their group(s). This can be



greatly beneficial in the sharing of information and expertise and allow for improved processes and guidance staff liaison may use.

Staff Liaison Support

11.	Observation	Staff liaison support varies among liaisons and some staff liaisons reportedly have limited capacity to support their governance group.
	Recommendation	To ensure staff liaison workloads are appropriate, review the workloads of staff liaisons and identify those who may need additional support.

The amount of time required to support governance groups varies across staff liaisons depending on the scope and role of the governance group(s) supported and the frequency of meetings. Most respondents to the staff liaison survey (72%) reported they have enough capacity to support the governance group(s) they work with, and most respondents to the governance member survey (88%) reported their governance group receives sufficient support from their staff liaison. However, 23% of respondents to the staff liaison survey reported they do not have enough capacity to support their assigned governance group. Those who reported they are over capacity noted this is because they support more than one group, have other City responsibilities that reduce their ability to support their governance group, or the work required of the liaison is difficult to manage.

When staff liaisons do not have appropriate capacity to support their assigned governance groups, they may be limited in their ability to help promote efficient and effective governance group operations and timely activities such as posting of meeting agendas and minutes.

The City should review the workloads of staff liaisons to identify which areas may need additional support. The City may consider the following factors:

- Time spent supporting each group. Staff liaisons who spend lots of time on one group may need additional support from another staff liaison. According to the staff liaison survey 7% of respondents reported working six to eight hours per week on this area, and 15% reported investing three to five hours per week.
- Responsibilities required of the staff liaison, not related to their governance group. Staff liaisons who already have many other responsibilities may need additional support to balance the work and maintain their workload.
- Frequency of governance group meetings. Governance groups that meet more frequently may require additional support from another staff liaison as meetings can require a lot of work for staff liaisons.
- Departmental support. Staff liaisons who have more support from their department may not need support from an additional staff liaison if they are able to lean on the help from their department.

For those staff liaisons who need more support, the City should consider rebalancing their workloads and responsibilities to support a more appropriate workload. The City should also remind governance groups about requesting the use of staff time. [Section 2.656 of the Salem Revised Code](#) provides procedures for when members of governance groups must request the use of staff time. If a governance group member needs staff assistance that requires more than an hour of staff time, they must first raise the issue at a meeting of the governance group and the governance group must



approve the request before staff time is used. These procedures, which are consistent with many other cities, help prevent staff from being diverted from priority projects for the City.

Governance Group Documentation

12.	Observation	Maintaining governance group documentation and ensuring it is accessible to the public is a challenge for the City due to challenges with the City’s website, manual processes, and system integration. This contributes to outdated and inconsistent governance group information and can limit civic engagement and compliance with the Oregon Public Meetings Law.
Recommendation		<ul style="list-style-type: none"> A. Explicitly assign staff liaisons the responsibility for managing the website for the governance group(s) they are assigned to, including keeping meeting information up to date. B. Assign someone in the City the role of overseeing the Boards and Commissions website more holistically to ensure it is well maintained. C. Explore integrating the City’s agenda management system (Granicus) with the City website to reduce inefficiencies in managing governance group information in multiple places. D. Continue efforts to review whether Granicus is meeting the needs of the City or if it should be replaced. E. Clearly document processes for keeping governance group information up to date to support improved processes and consistency.

Maintaining governance group documentation and ensuring it is accessible to the public is a challenge for the City due to challenges with the City’s website, manual processes, and system integration.

Governance Group Webpages

The City maintains an overarching [Board and Commissions webpage](#) on its website that includes links to webpages for its various governance groups. The webpages for individual governance groups vary, but generally each includes information such as the membership roster, bylaws, agendas, and minutes. Information on these webpages is not consistently kept up to date by staff liaisons. For example, several governance groups do not have meetings posted for the meetings they held in



2024.⁶ Several groups also have members listed with expired terms.⁷ Transparency in this information is important for adherence to the Oregon Public Meetings Law and for providing visibility into the activities of different governance groups, which can promote civic engagement.

The Board and Commissions webpage is also difficult to navigate, contributing to accessibility and participation challenges.

- The City’s list of governance groups on its main [Board and Commissions webpage](#) includes a list of most of the City’s governance groups, including committees. However, one of the [links is for City Committees](#), which links to another webpage with more committees listed. It is unclear why some committees are listed on the main webpage and some are on a different page.
- The City maintains a separate webpage for agendas and minutes for the various governance groups. Not only is this confusing, but it also results in the need to post agendas and minutes in two places—on the main agendas and minutes webpage and each governance group’s individual page.
- Several governance groups listed on the City’s website are reportedly inactive, but this is not clearly indicated, which makes it confusing to understand which groups are active and which are not active.⁸

Currently, staff liaisons are responsible for updating their governance group webpage, but as previously noted, expectations for staff liaisons have not been formally documented or consistently communicated to staff liaisons (see also [Staff Liaison Roles and Responsibilities](#)). The City should explicitly assign staff liaisons the responsibility for managing their governance group’s website and define how staff liaisons should keep information updated. This may include the following:

- Requesting all governance group members communicate with their staff liaisons when their information changes to ensure updated information like member names, assignments, and contact information is captured. Staff liaisons must also communicate these changes to the Mayor’s Assistant to ensure the master roster is also updated.
- Periodically reviewing information posted on the governance groups webpage to ensure the information is correct and making changes when needed.
- Uploading meeting notices, agendas, minutes, and other documentation in a timely manner. If the staff liaison doesn’t have capacity for this, they should ensure they cross-train another staff member who can do this work so information is posted timely and in accordance with the Oregon Public Meetings Law.

The City should also assign a staff member the role of overseeing the Boards and Commissions webpage more holistically. This should include reviewing the webpage for opportunities to streamline

⁶ Governance groups without meetings posted on the City’s website for meetings held in 2024 includes but is not limited to: the Community Police Review Board, the Cultural and Tourism Promotion Advisory Board, the Downtown Advisory Board, the North Gateway Redevelopment Advisory Board, Salem Parks and Recreation Advisory Board, and the West Salem Redevelopment Advisory Board.

⁷ Governance groups with members listed with expired terms on the City’s website includes but is not limited to: the Community Police Review Board, the North Gateway Redevelopment Advisory Board, the Civil Service Commission, and the Salem Public Arts Commission.

⁸ Governance groups listed on the City’s website that are reportedly inactive include: the Congestion Relief Task Force, Downtown Homeless Solutions Task Force, Food and Sundries Distribution to the Homeless Community Task Force, Police Facility Council Committee, Salem City Council Public Transit Committee, Sustainable Services Revenue Task Force, Stormwater Advisory Group, and the Managing Flood Risks Committee.



the information to make it more accessible to the public and easier to navigate. This should also include periodically reviewing and confirming staff liaisons keep governance group information up to date and posted to the website timely. It should also include regular review of the website to indicate when governance groups are no longer active, such as by presenting inactive governance groups separately from the list of active groups on the webpage.

Manual Processes and Lack of System Integration

Processes for keeping governance group information up to date are highly manual and inefficient. The governance groups' master roster—which includes the names, contact information, and membership eligibility requirements for all governance group members—is maintained in a spreadsheet. The Mayor's Assistant coordinates with the staff liaisons to keep the spreadsheet up to date, but it can be difficult to do this because information is constantly changing. This process can lead to the master roster being out of date and inaccurate. Having an accurate master roster is important for effective communication with governance group members and appropriate tracking of governance group information.

Additionally, the Granicus system, where governance group information is stored (e.g., meeting minutes, agendas, and applications), does not currently integrate with the City's website. This results in staff needing to update governance group information in three locations: Granicus, the City website, and the master roster spreadsheet. This process increases the likelihood of errors and creates challenges in tracking governance group data, analysis of information, and ultimately decision-making related to governance groups. Staff reported the City is reviewing the effectiveness of Granicus to determine whether it is meeting the City's needs or if a new or modified system is required. Granicus can reportedly integrate with the City's website, but the City has not fully explored this option as it would require additional funding.

The City should explore integrating Granicus with the City website to reduce the inefficiencies in managing information in three locations. The City should also continue efforts to review whether Granicus is meeting the needs of the City. This review should include an evaluation into the following:

- Effectiveness of the system in achieving the intended goals and objectives. Systems that help the City achieve its goals and objectives should be maintained.
- Efficiency in terms of time, cost, and resources needed to use the system. Systems that require less staff time to manage or use and are less costly should be maintained.
- Ease of use of the system. Systems that are easier to use are more likely to be supported by employees and used to their full extent should be maintained.
- Functionality of the system in the range of operations available for use. Systems with multiple functionalities should be maintained.
- Integration of the system with other systems used at the City. Systems that integrate with other City systems require less staff and system resources and should be maintained.

The City should also ensure processes are documented and followed so information is consistently updated in all locations. These processes should include at a minimum:

- Processes for keeping Granicus up to date, including what information is maintained in Granicus, who updates the information, and how information is updated in the system.



- Processes for keeping the website up to date, including what information should be on the website, who updates the information, and how information is updated on the website.
- Processes for updating the master roster, including what information should be maintained in the master roster, who updates the master roster, and how information is updated in the master roster.

E. NEIGHBORHOOD ASSOCIATIONS

City Relationship

13.	Observation	The relationship between Neighborhood Associations and the City is reportedly ambiguous, which has resulted in a lack of clarity over how broadly the City should be supporting Neighborhood Associations.
	Recommendations	<p>A. Develop clear guidelines, aligned with Salem Revised Code, that outline the City’s expectations for supporting Neighborhood Associations.</p> <p>B. Consider input from Neighborhood Associations with the understanding that it represents the views of a specific group of community members, rather than the broader community as a whole.</p> <p>C. Consider reviewing the Salem Revised Code to determine whether additional or alternative recognition requirements should be added to promote diversity, equity, and inclusion.</p>

There are 17 City-recognized Neighborhood Associations within Salem. Each Neighborhood Association serves a geographic neighborhood boundary. The City has supported Neighborhood Associations since 1972, and their function has developed and changed over time. Neighborhood Associations are led by residents and are independent entities from the City.

[Section 64.290 of the Salem Revised Code](#) describes the responsibilities of Neighborhood Associations. These responsibilities include, but are not limited to engaging in community building, partnering with the City to educate and involve citizens in local government decision-making, acting as an advisor to the City in legislative land use matters and general quality of life issues affecting the neighborhood, and preparing a neighborhood plan as City staff and funding are available.

[Section 64.280 of the Salem Revised Code](#) describes the standards and activities that the City requires of the Neighborhood Associations in order for them to be formally recognized. This includes standards such as holding an annual meeting, maintaining bylaws, and taking and filing meeting minutes with the City.

[Section 64.95 of the Salem Revised Code](#) describes the support Neighborhood Associations will receive from the City. The Salem Revised Code states that subject to the availability of resources, Neighborhood Associations will receive the following:



- City staff, who will conduct research, provide information, and assist the neighborhood association in organizational development and maintenance and implementation of the neighborhood associations' projects
- Distribution, printing, clerical, and graphic services to assist the neighborhood association
- Grants of financial assistance for communication to members and outreach to the geographic area encompassed by the neighborhood association
- Assistance in the preparation and update of neighborhood plans
- Timely notice of any proposals affecting the geographic area encompassed by the neighborhood association that are to come before advisory boards and Council
- Solicitation of a neighborhood association's position and reasoning on any issue especially affecting the geographic area encompassed by the neighborhood association

Given the City's active and codified support of Neighborhood Associations, the relationships between these groups and the City can be ambiguous at times. Interviewees raised questions related to:

- The degree of support that the City is responsible for providing to the Neighborhood Associations
- The degree to which input from Neighborhood Associations should be used to inform City decision-making, especially given that some groups have narrow participation (32% of Neighborhood Association survey respondents noted that their group was not representative of their local community)
- The degree to which the City can help ensure that Neighborhood Associations are a safe and inclusive space for community participation

The City should ensure that the expectations of City staff outlined in the Salem Revised Code are clear to City staff and Neighborhood Associations. Where additional guidance is needed, the City should develop guidelines, aligned with the Salem Revised Code, that provide more specific details about the level of service that should be provided, especially given the Salem Revised Code states services are subject to the availability of resources. This is important to balance the workload of the Neighborhood Program Coordinator (see also [Neighborhood Associations Staff Support](#)) and to clarify expectations with the community.

As stakeholders of the City, feedback from Neighborhood Associations is valuable. However, Neighborhood Associations are participatory, opt-in groups and feedback from Neighborhood Associations should be considered with the appropriate context that it represents the views of a specific group of community members, rather than the broader community as a whole. Given this, the City should be sure to promote alternative channels for community input, such as public forums, surveys, or other mechanisms, to ensure the opinions shared by Neighborhood Associations are not viewed as the sole source of community sentiment.

While the Neighborhood Associations are separate entities from the City, the City does have specific requirements that each group must fulfill in order to be recognized and receive City support. The City could review these requirements to ensure that any groups receiving support are aligned with the City's goals and values. For example, the City could add a requirement that each group must:

- Develop and adopt a code of conduct (including a process to hold participants accountable to set standards) to ensure that meetings are constructive, respectful, and inclusive
- File meeting minutes with the City within a specific timeframe after each meeting



- Consider ways to promote equity and access to meetings and discussions

Neighborhood Associations Staff Support

14. Observation	The City has only one position that oversees and supports Neighborhood Associations. This has created significant workload challenges.
Recommendations	<ul style="list-style-type: none"> A. Provide backup support through cross-training for the Neighborhood Program Coordinator position. B. Ensure the Neighborhood Program Coordinator position has an updated desk manual to support organizational resiliency and continued operations. C. Explore “self-service” opportunities for Neighborhood Associations. D. Consider limiting the scope of the Neighborhood Program Coordinator position.

The Neighborhood Program Coordinator (the Coordinator) is the only position at the City that oversees and supports Neighborhood Associations. Currently, the Coordinator supports Neighborhood Associations through a variety of activities, including but not limited to:

- Providing guidance on City policies and procedures
- Facilitating communication between Neighborhood Associations and City staff
- Providing training and technical assistance
- Building relationships with Neighborhood Associations
- Answering questions and providing other general support
- Assisting with finding meeting locations if requested
- Managing the annual review process for Neighborhood Associations to ensure they are compliant with Salem Revised Code recognition requirements

The Coordinator does not have any backup support for their responsibilities and duties, which may result in slow or delayed processes in times of high workload or staff absences. Though 59% of respondents to the survey of Neighborhood Association leadership reported they receive sufficient staff support for their Neighborhood Association, many respondents noted the City lacks adequate capacity with only one person serving in this role.

As a best practice, the City should establish backup support through cross-training to support organizational resiliency and continued operations in the case of employee absence or turnover, and to promote employee wellbeing. Establishing backups and cross-training also supports the City’s succession needs by proactively preparing individuals to fill other positions and protecting institutional knowledge. Backup positions who may be cross-trained include subordinates, peers, and even supervisors.



Typically, cross-training involves three basic steps:

1. Identifying the skills needed for the position
2. Cross-referencing the skills with an inventory of current staff abilities
3. Assigning secondary responsibilities to employees who overlap with the Coordinator

Additionally, the City should ensure a desk manual is developed and updated for times when backup support is required to ensure all responsibilities and duties are documented and not missed. The use of backup staffing, and desk manuals can improve the City’s ability to deliver a consistent level of service to Neighborhood Associations throughout the year.

Another opportunity to reduce the Coordinator’s workload is in creating “self-service” opportunities where Neighborhood Associations can find answers and support on their own. This may include a frequently asked questions document on the City’s website to reduce the number of questions from Neighborhood Associations or providing space like a shared drive for Neighborhood Associations to share resources. These self-service opportunities may reduce the number of requests or tasks requested of the Coordinator, allowing them more time for strategic planning and outreach to Neighborhood Associations.

The City may also consider limiting the scope of the support provided by the Coordinator as the Salem Revised Code states the City support is subject to the availability of resources. This may include, for example, limiting the amount of technical assistance and training provided or no longer helping find meeting locations.

Neighborhood Associations Council Support

15. Observation	Neighborhood Association boundaries do not align with council member wards, which results in an uneven workload for council members and may result in inconsistent support provided to Neighborhood Associations.
Recommendation	Explore opportunities to address concerns related to the unequal distribution of council members to Neighborhood Associations, such as assigning primary Council liaisons to associations that straddle wards, providing additional staff support to council members assigned to multiple Neighborhood Associations, and providing clarity in council member roles.

Salem council members represent eight wards, but the 17 Neighborhood Associations are not organized by ward. Council members often attend all Neighborhood Associations that overlap with their ward. Consequently, some council members collaborate with one association, while others liaise with up to eight (see [Appendix G](#)). Interviewees noted that most Neighborhood Associations expect that their Council representative will attend their meetings and include specific items in the Neighborhood Association agenda for council members to share out. However, it is ultimately up to each Councilor to decide whether they can or will attend meetings as part of their constituent outreach.



Given the time commitment required to prepare for and attend Neighborhood Association meetings, this unequal distribution can create an uneven workload for council members. Ultimately, this may result in inconsistent support provided to Neighborhood Associations, since this may impact each council member's capacity to support their assigned Neighborhood Association(s) and each Neighborhood Association's ability to interact with a council member.

Since it would not be feasible to revise the boundaries of Neighborhood Associations to align with the wards, the City should consider other options to address this concern and support council members in their roles supporting Neighborhood Associations. Some possibilities include:

- **Assigning primary Council liaisons:** The City can consider assigning a primary Council liaison for Neighborhood Associations that cross ward lines (and therefore have more than one Council liaison). By doing so, the City could maintain the current assignments so that council members are still assigned to all Neighborhood Associations that overlap with their ward. However, this would provide a clear point of contact for each Neighborhood Association and support more even council member workloads.
- **Providing additional resources:** The City can provide additional staff support to council members who are responsible for supporting a larger number of Neighborhood Associations.
- **Provide clear expectations:** For new council members, it would be helpful for the City to address Neighborhood Associations as part of the onboarding process. As part of this work, the City can clarify that association participation is not a required duty but a choice for each council member.



APPENDIX A: GOVERNANCE GROUP SUMMARY

The following table includes a listing of each governance group; the group purpose according to the group webpage; whether the group has established bylaws, charter, or rules of procedure according to the group webpage; and if the group has a Council liaison as reported in interviews and surveys.

GROUP	GROUP TYPE	PURPOSE	GOVERNING DOCUMENT?	COUNCIL LIAISON?
Airport Advisory Commission	Commission	Advises the City Council on all airport matters.	Rules of Procedure	Yes
Boards and Commission Appointments Committee	Committee	Considers volunteer applications and vacancies among the City's advisory boards and commissions.	No	Members of Council in Group
Bond Implementation Oversight Committee	Committee	Provides guidance on developing the Bond Implementation ballot measure for approval, works on community engagement for the projects part of the bond package, and receives public testimony.	No	Yes
Center 50+ Advisory Commission	Commission	Advises the City Council and Center 50+ staff in matters related to the operations of the center.	No	No
Citizen Budget Committee	Committee	Sets the City's tax levy and recommends a budget to the City Council.	Meeting Procedures and Member Guide	Members of Council in Group
Citizens Advisory Traffic Commission	Commission	Advises the City Council on traffic movement and safety.	No	No
City Council Rules Committee	Committee	Considers updates to its rules of and guidelines for City Council meetings and the City Council's communications.	No	Members of Council in Group



GROUP	GROUP TYPE	PURPOSE	GOVERNING DOCUMENT?	COUNCIL LIAISON?
City Manager's Performance Review Committee	Committee	Selects the community stakeholders who will complete the City Manager's evaluation form.	No	Yes
Civil Service Commission	Commission	Administers the Civil Service system for employees of fire services.	No	No
Climate Action Committee	Committee	Reviews implementation activities and program updates, provides feedback to staff and the City Manager, and brings any actions requiring Council approval forward to the full City Council.	No	Members of Council in Group
Community Police Review Board	Board	Conducts external reviews of complaints against Salem Police Department employees.	Bylaws	No
Cultural and Tourism Promotion Advisory Board	Board	Advises the City Council on matters pertaining to the use of the transient occupancy tax, cultural activities, and convention and tourism business in Salem.	Rules of Procedure	No
Equity Round Table	Committee	Advises City Council on planning, housing, transportation, and other projects and programs to help ensure the perspectives of underserved communities are included in the City's work.	No	Yes
Floodplain Management Plan Committee	Committee	Helps to update the previously adopted City of Salem Floodplain Management Plan.	No	No
Historic Landmarks Commission	Commission	Advises the City Council on matters pertaining to the historic sites and structures in Salem, administers the Historic Preservation Ordinance, and helps property owners preserve historic structures.	Commission Rules	No
Infrastructure Bond Engagement Steering Committee	Committee	Provides guidance on developing the Infrastructure Bond ballot measure.	No	Members of Council in Group



GROUP	GROUP TYPE	PURPOSE	GOVERNING DOCUMENT?	COUNCIL LIAISON?
Legislative Committee	Committee	Adopts policy statements to guide City response to and position on legislative matters and may provide recommendations to City Council on support for or opposition to specific measures as they arise during the legislative session.	No	Members of Council in Group
Mayor's International Council	Committee	Recognizes, celebrates, and promotes the diverse and international culture of the City.	No	No
Municipal Judge Compensation Commission	Commission	Recommends municipal judge compensation to the City of Salem's Council.	No	No
North Gateway Urban Renewal Advisory Board	Board	Advises the Urban Renewal Agency on conservation, rehabilitation, and redevelopment matters within the North Gateway Urban Renewal project area.	Bylaws	No
Public Works Operations Building Council Oversight Committee	Committee	Unknown	Unknown	Unknown
Riverfront-Downtown Urban Renewal Advisory Board	Board	Advises the Urban Renewal Agency Board on matters related to urban renewal and tax increment fund allocations, and the City Council on matters related to the Downtown Parking District and the Parking Fund.	Operating Principles	Yes
Salem City Council Finance Committee	Committee	Advises the City Council and City Manager on financial policy, planning, and management issues.	No	Members of Council in Group
Salem Housing Advisory Committee	Committee	Advises the City of Salem Housing Authority Board of Commissioners on housing goals and policies, including low- and moderate-income housing needs, housing assistance programs, and Housing Authority budgets.	Bylaws	No
Salem Human Rights Commission	Commission	Advises the City Council on human rights and relations issues. This Board assists residents by hearing and resolving discrimination complaints and promoting harmony. The Commission also has a	No	No



GROUP	GROUP TYPE	PURPOSE	GOVERNING DOCUMENT?	COUNCIL LIAISON?
		subcommittee titled the LGBTQIA+ Intersectional Task Force, which addresses LGBTQIA+ rights in the community.		
Salem Parks and Recreation Advisory Board	Board	Advises City Council on park land and recreational facilities (acquisition, development, and maintenance). The Board also issues decisions on appeals to tree removal permits for City-owned trees and makes recommendations on nominations for Heritage Tree designations under Salem Revised Code SRC 86 Trees on City Owned Property.	Bylaws	Yes
Salem Planning Commission	Commission	Advises the City Council on planning matters and promotes the growth and orderly development of the City.	Bylaws	No
Salem Public Art Commission	Commission	Oversees the City's public art collection and recommends the Public Art Fund annual budget to City Council.	Bylaws and Guidelines, Policies, and Procedures	No
Salem Public Library Advisory Board	Board	Advises the Council on the operation of the City Library.	Bylaws	No
Solid Waste Committee	Committee	Advises the City Council and City Manager on matters concerning solid waste management.	No	Members of Council in Group
System Development Charge Methodology Committee	Committee	Guides the process for updating all five of the committee's methodologies (parks, transportation, water, sewer, and stormwater) as adopted under Resolution No. 2019-7 by City Council on February 25, 2019.	No	Members of Council in Group
Water-Wastewater Task Force	Task Force	Advises the Public Works Department and City Council on utility rate setting and reviews the utility code.	No	No
West Salem Urban Renewal Advisory Board	Board	Advises the Urban Renewal Agency Board regarding conservation, rehabilitation, and redevelopment matters within the West Salem Urban Renewal Area.	Bylaws	No



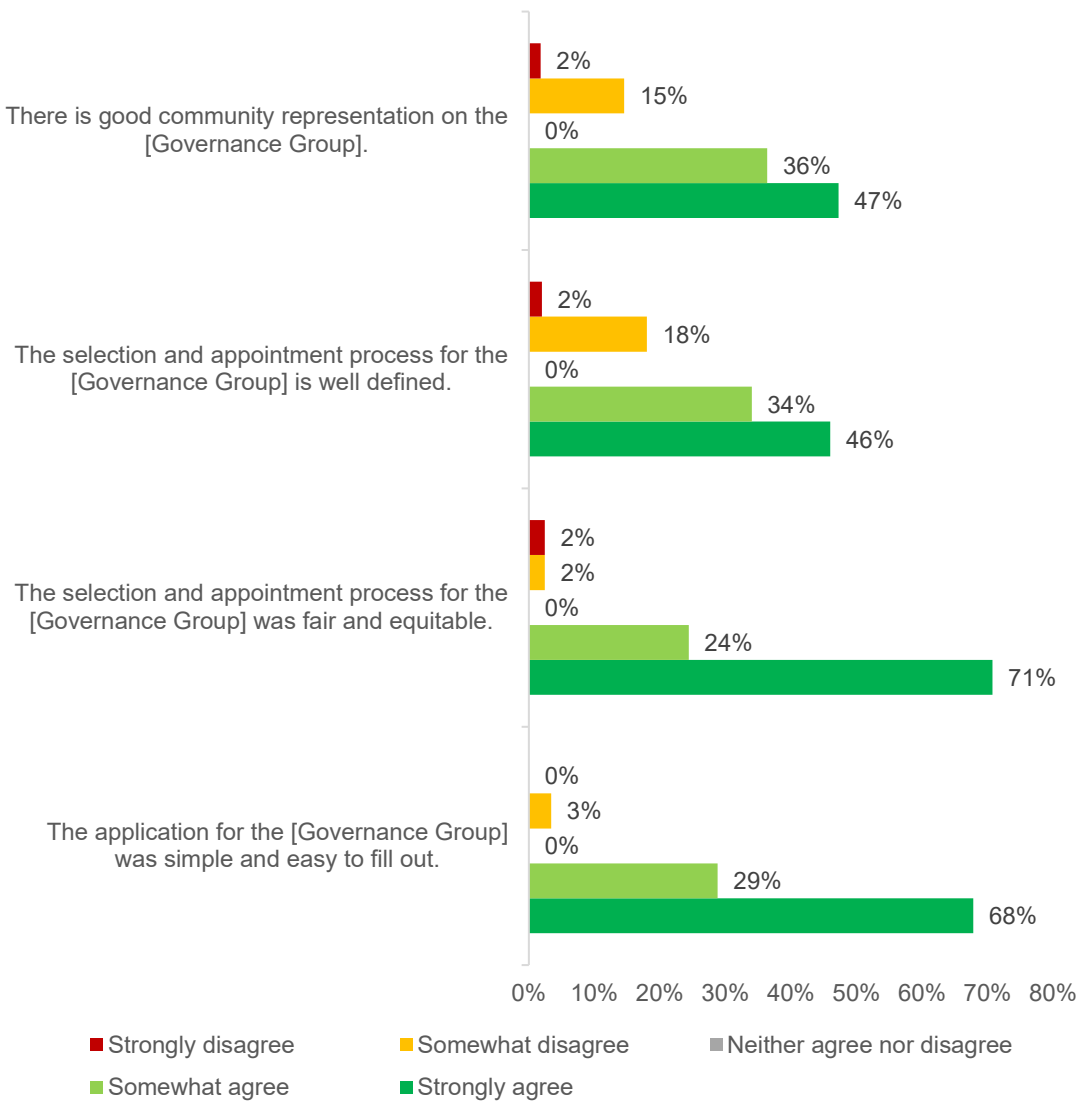
GROUP	GROUP TYPE	PURPOSE	GOVERNING DOCUMENT?	COUNCIL LIAISON?
2024 Revenue Task Force	Task Force	Explores new and additional revenue sources and adjustments to fees to sustain those services that do not have a dedicated revenue stream consistent with the motion adopted by City Council that created this Task Force.	Charter	No

APPENDIX B: GOVERNANCE GROUP MEMBER SURVEY RESULTS

We distributed a confidential online survey to all governance group members between February 26 and March 14, 2024. Out of 117 individuals invited to take the survey, 63 individuals submitted a response (a participation rate of 54%). Of the City's 34 governance groups, members from 19 governance groups responded.

Application and Appointment

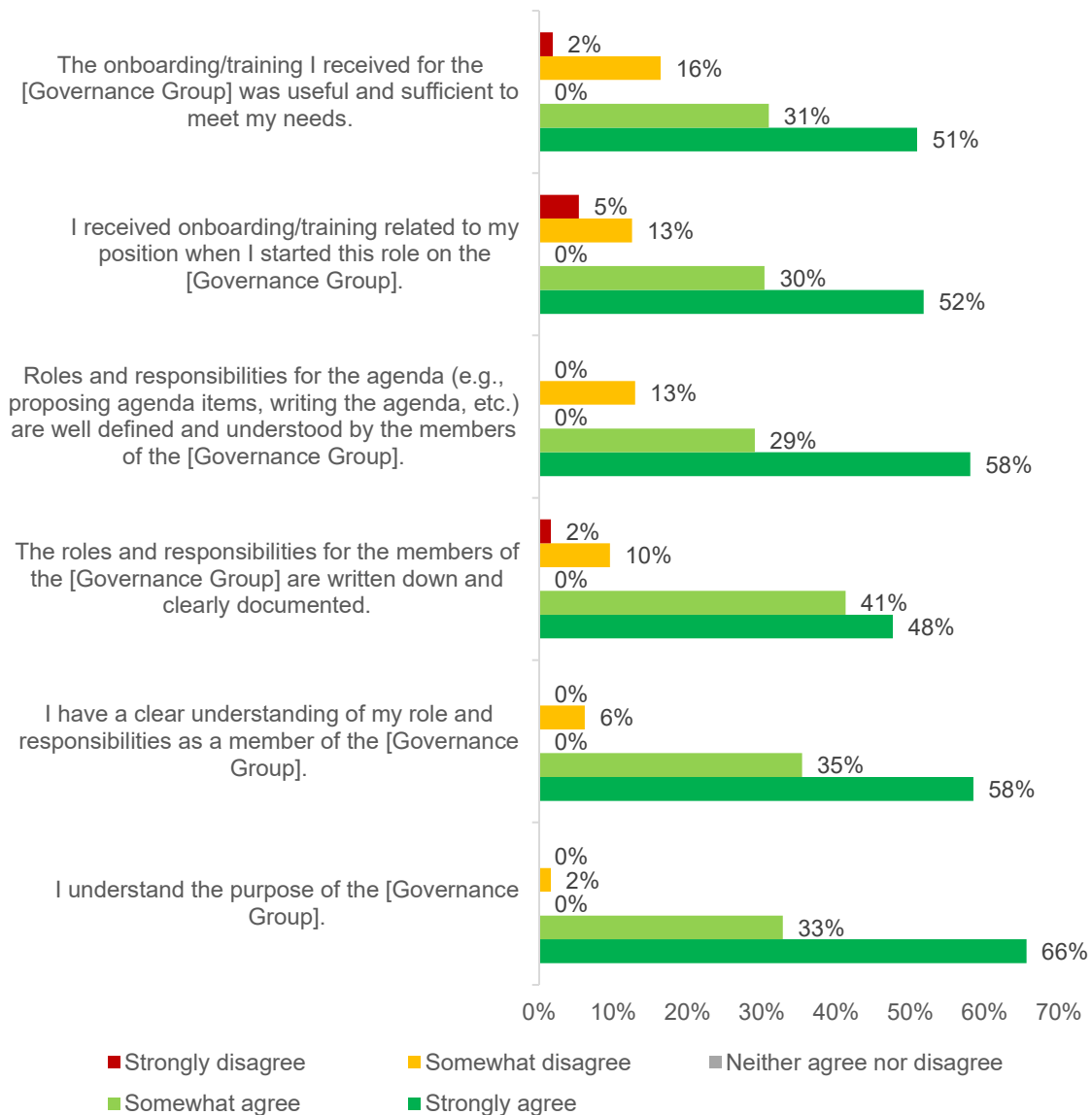
How much do you agree with the following statements?





Roles and Responsibilities

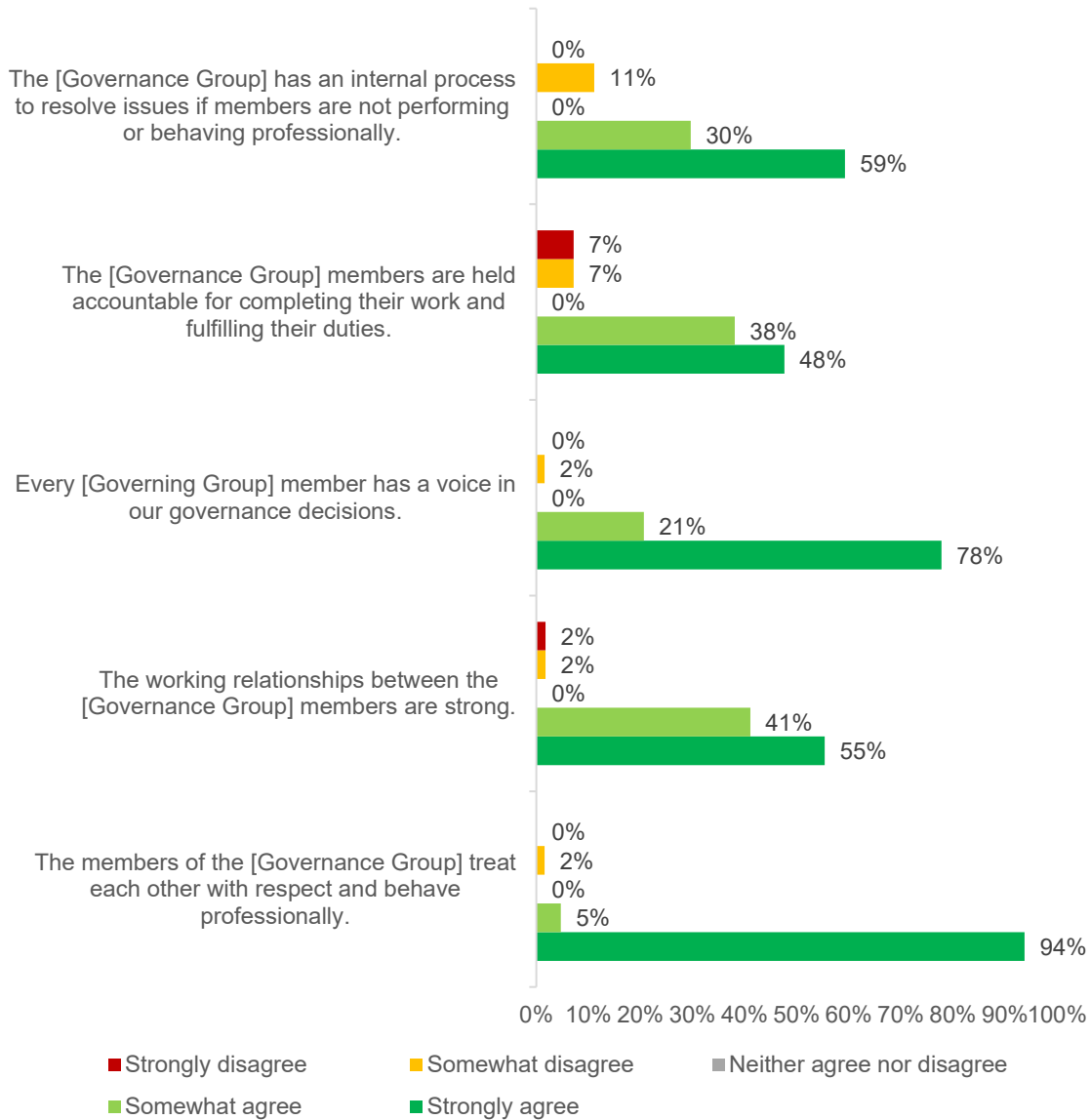
How much do you agree with the following statements?



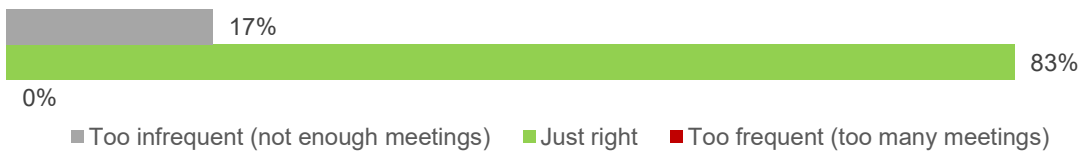


Working Together

How much do you agree with the following statements?

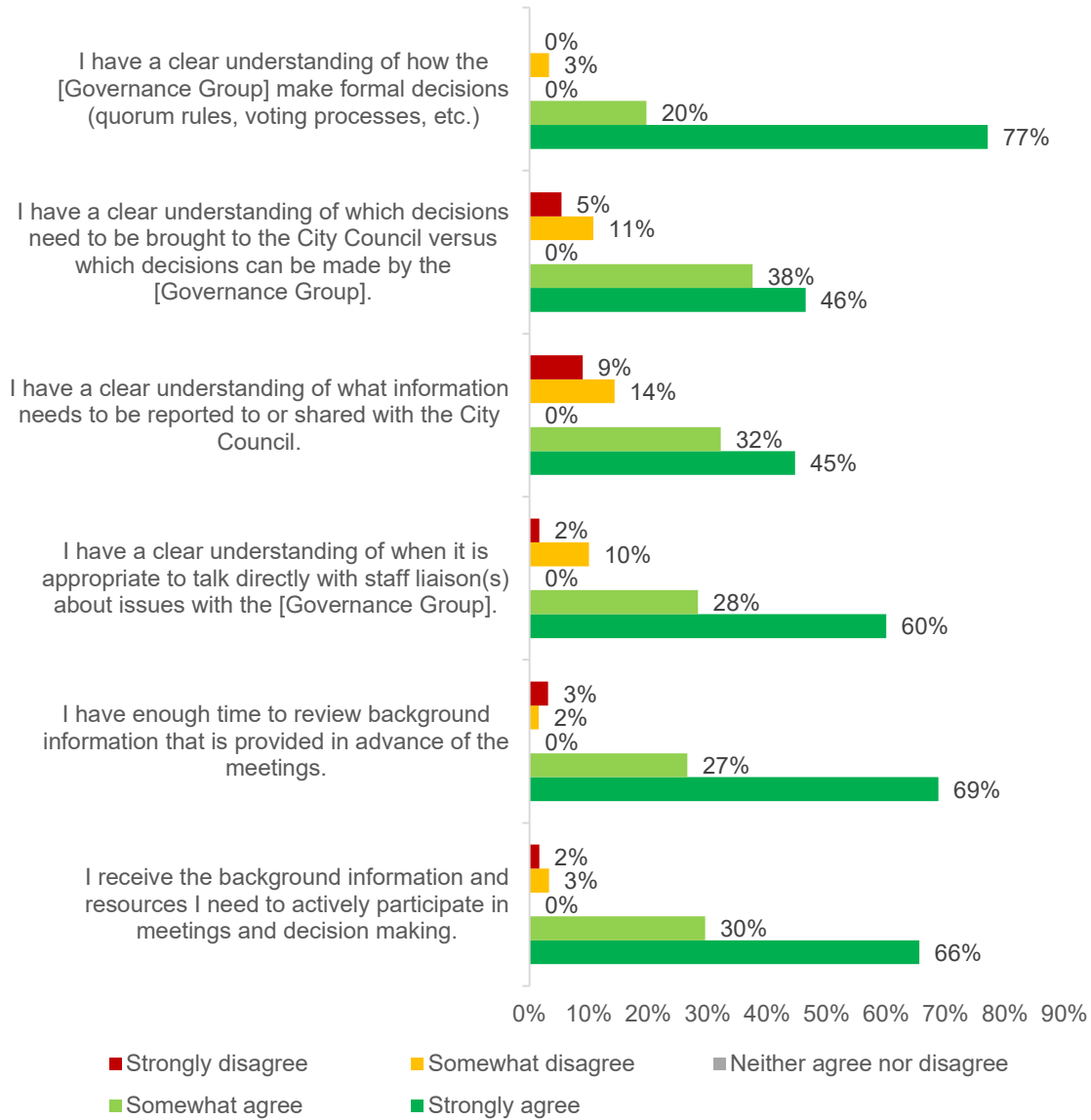


The frequency of meetings for the governing group(s) you are a member of is:



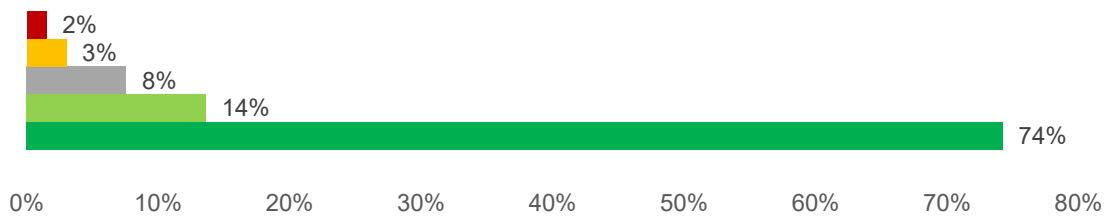


How much do you agree with the following statements?





How would you rate the level of staff liaison support your governing group(s) receive?



■ Very inefficient: Our group does not get the level of support we need to function effectively.

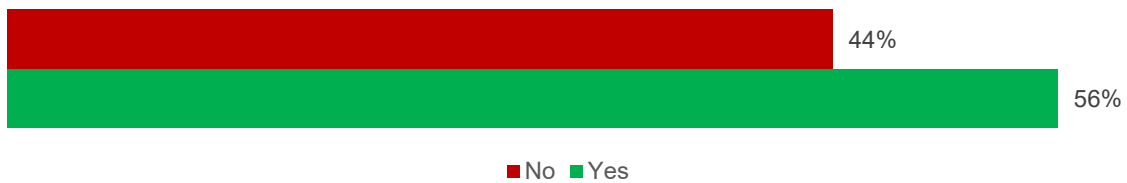
■ Somewhat insufficient: Our group generally does not get the level of support we need to function effectively.

■ Sufficient: Our group sometimes gets the support that we need to function effectively.

■ Somewhat sufficient: Our group usually gets the support that we need to function effectively.

■ Very sufficient: Our group always gets the support that we need to function effectively.

Does your governing group(s) develop an annual work plan?



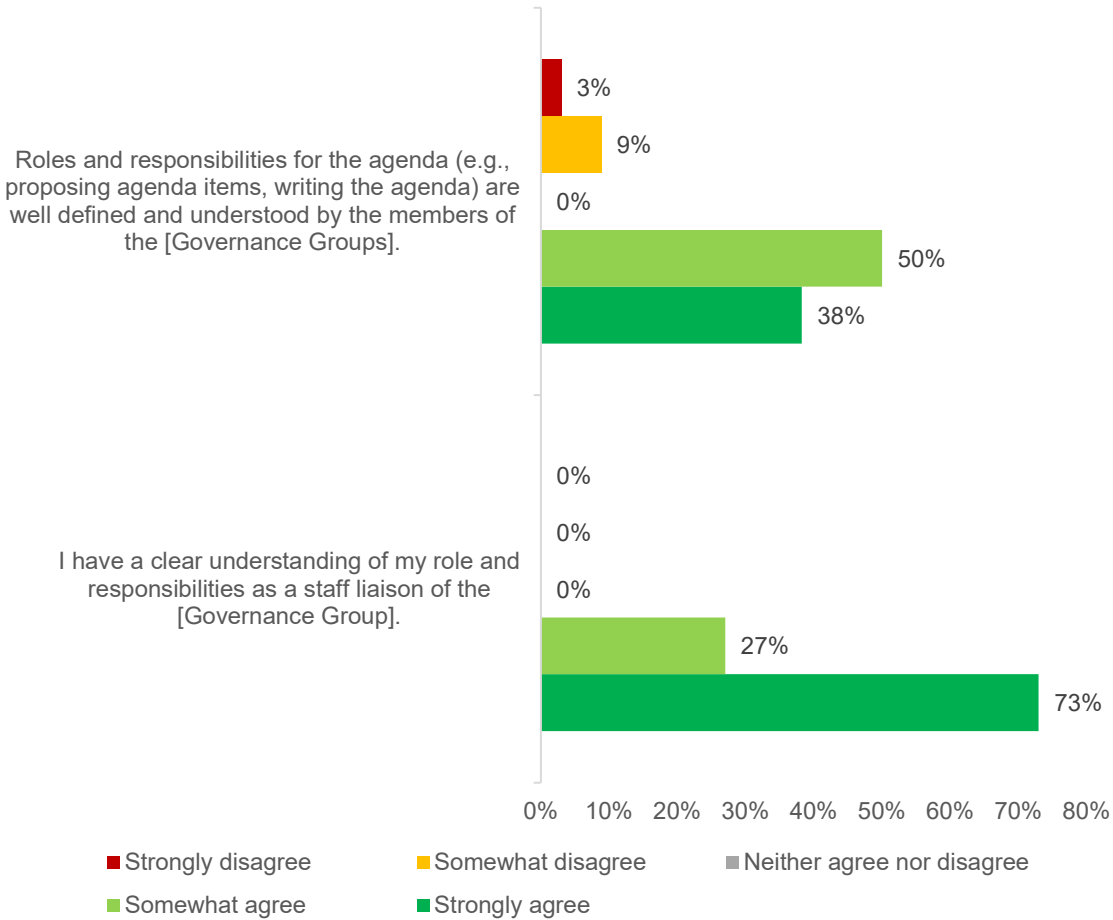
■ No ■ Yes



APPENDIX C: STAFF LIAISON SURVEY RESULTS

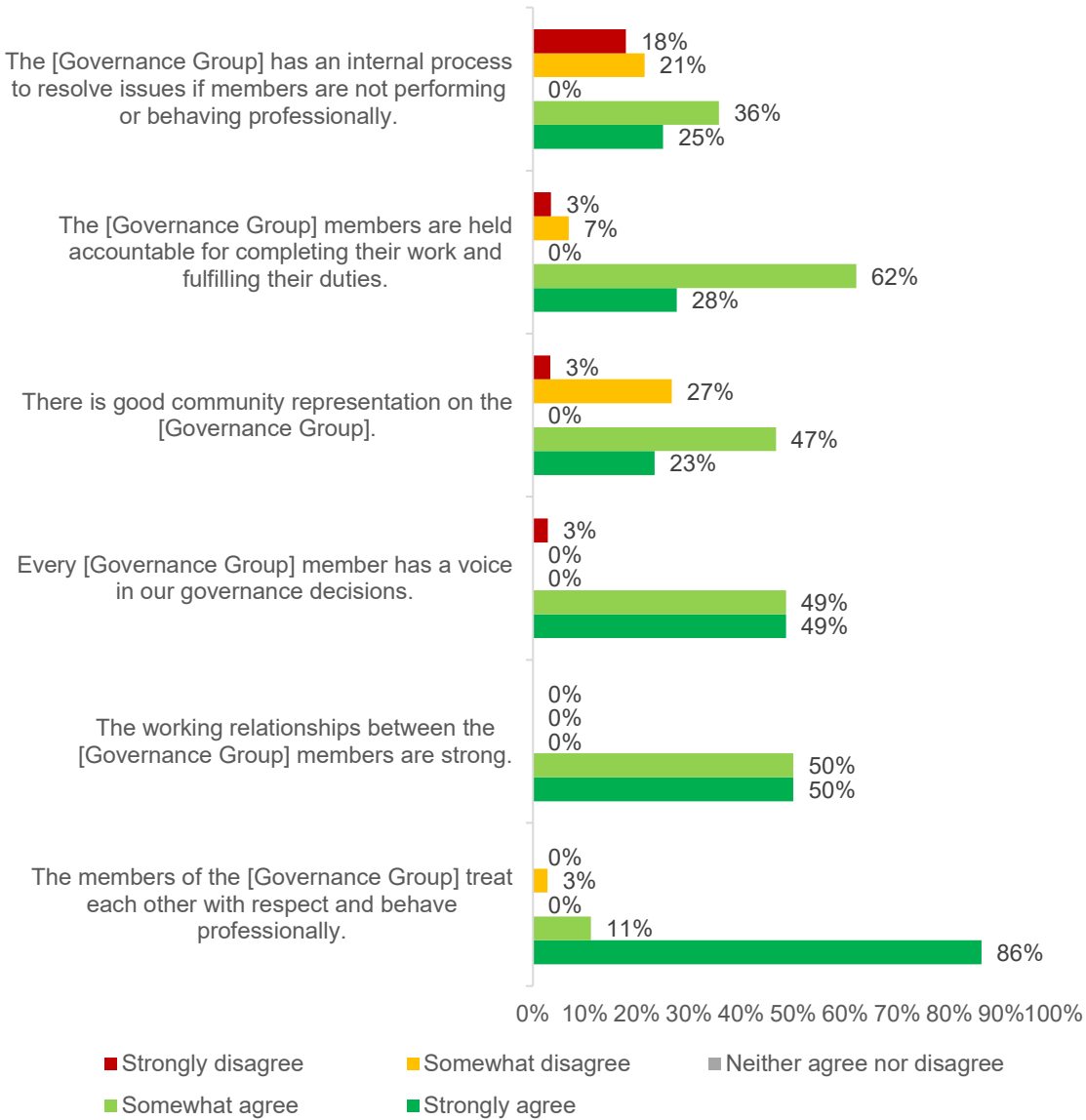
We distributed a confidential online survey to all staff liaisons between February 26 and March 14, 2024. Out of 36 staff liaisons invited to take the survey, 30 individuals submitted a response (a participation rate of 83%).

Please rate your level of agreement with the following statements:



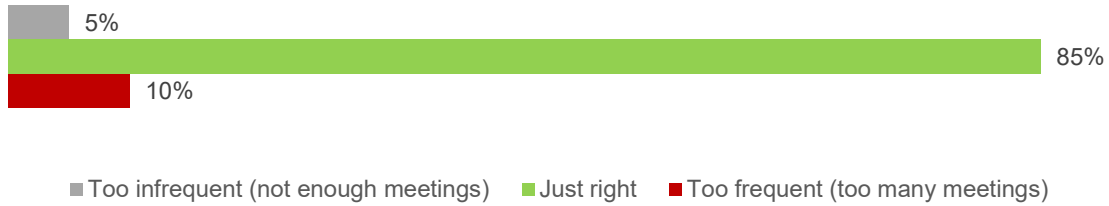


Please rate your level of agreement with the following statements

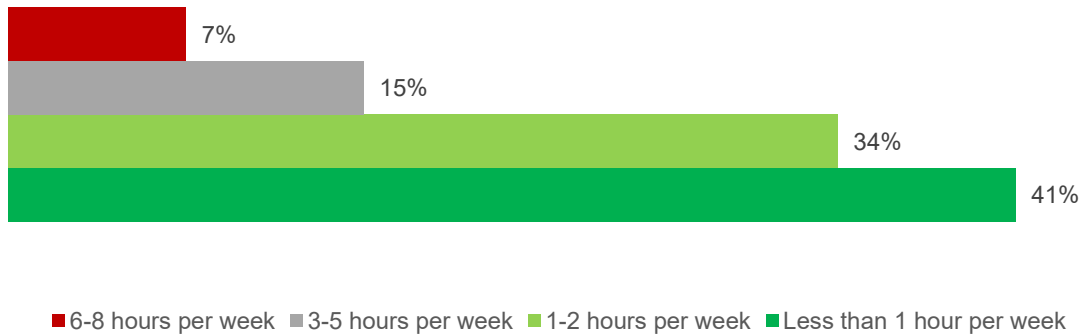




The frequency of meetings for the [Governance Group] is:

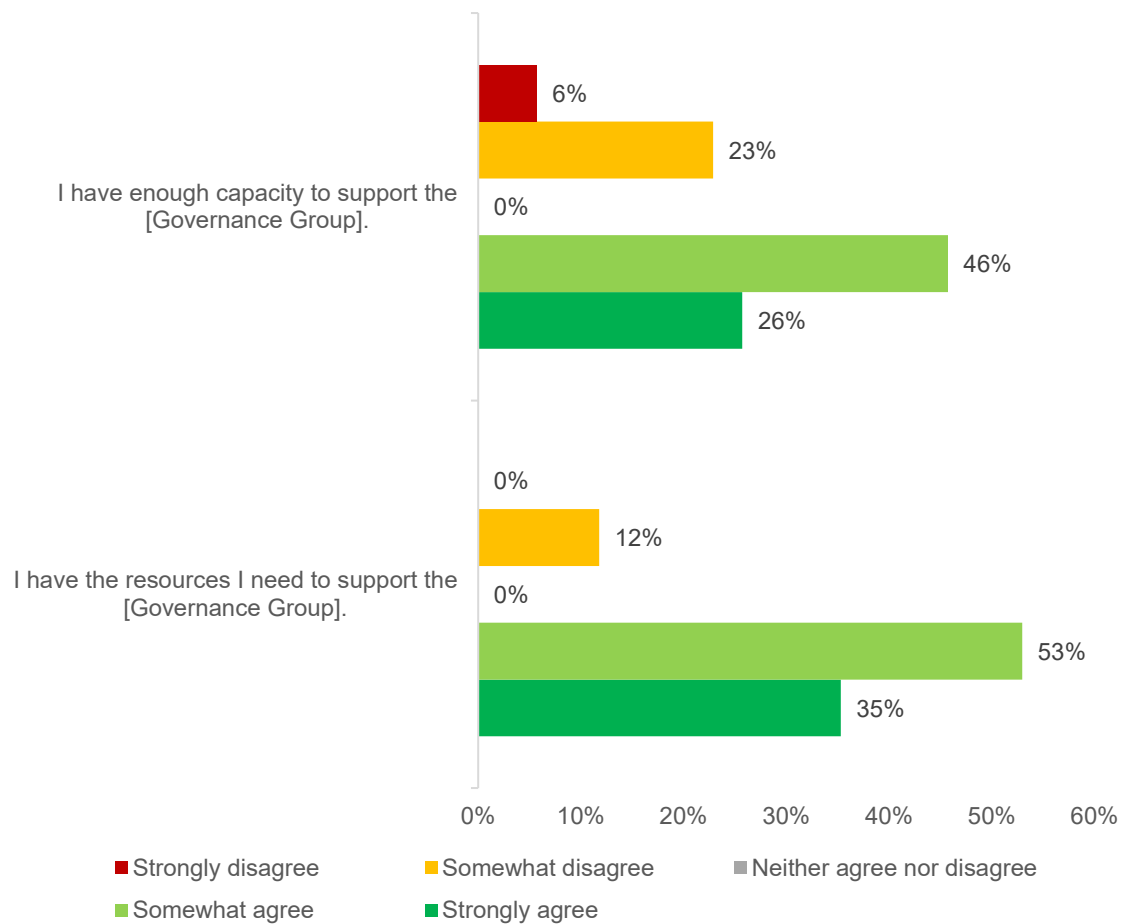


How much time per week do you spend supporting the [Governance Group]?

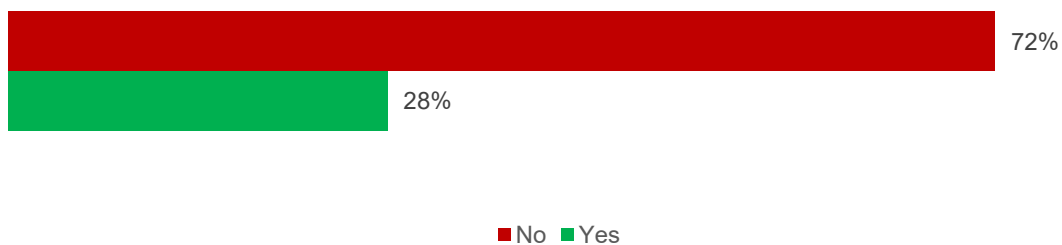




How much do you agree with the following statements for the [Governance Group]?



Do you think the [Governance Group] could consolidate with other governing group(s)?

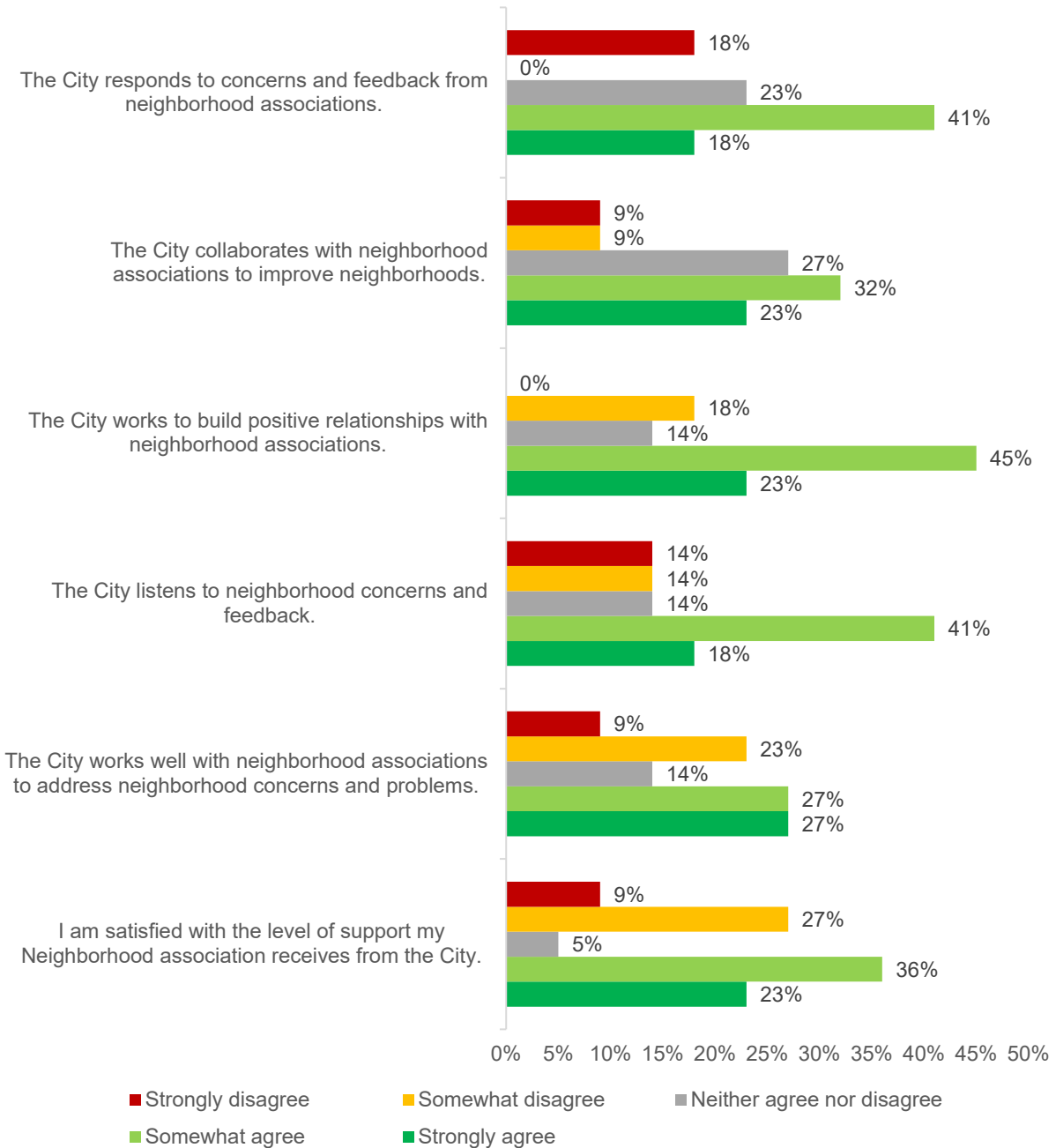




APPENDIX D: NEIGHBORHOOD ASSOCIATION SURVEY RESULTS

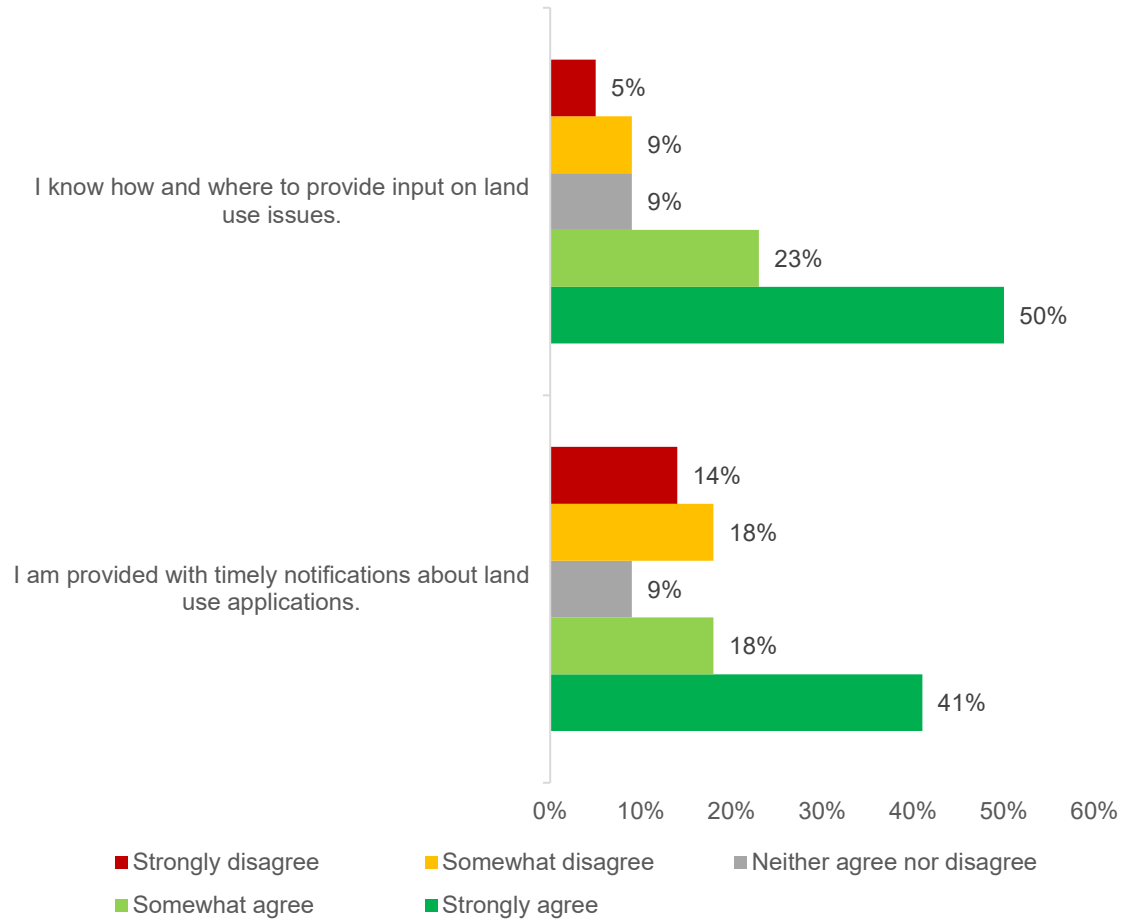
We distributed a confidential online survey to the chairs of each Neighborhood Association between February 26 to March 14. Out of 33 individuals invited to take the survey, 22 individuals submitted a response (a participation rate of 67%).

Please rate your level of agreement with the following statements



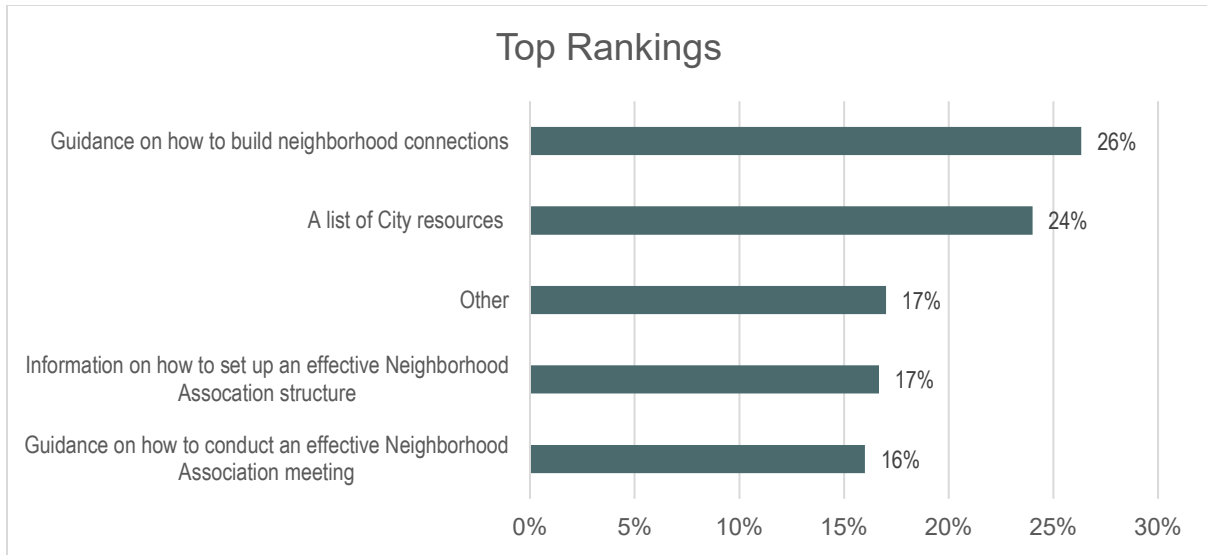


Please rate your level of agreement with the following statements related to land use:



Select the top three resources that would be helpful to your Neighborhood Association:

To determine the overall ranking of each item, we calculated the weighted average ranking score for each item. This is done by applying weights to the ranking positions (e.g. 1st place = 5 points, 2nd place = 4 points, 3rd place = 3 point) and summing the weighted scores for each item. The item with the highest average ranking score is the most preferred overall:



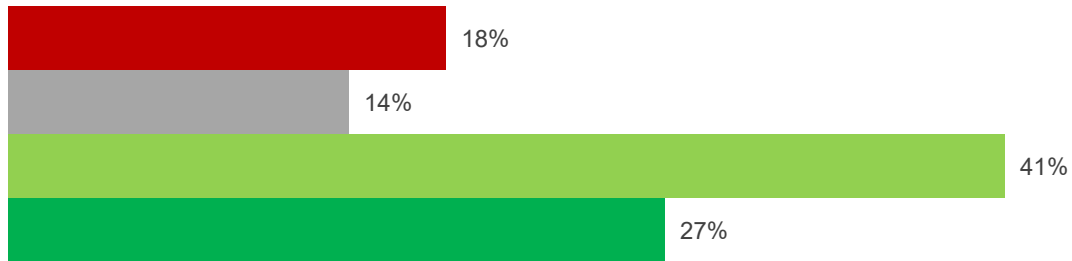
How would you rate the level of staff support your Neighborhood Association receives from the City?



- Very inefficient: My Neighborhood Association does not get the level of support we need.
- Somewhat insufficient: My Neighborhood Association generally does not get the level of support we need.
- Sufficient: My Neighborhood Association sometimes gets the support that we need.
- Somewhat sufficient: My Neighborhood Association usually gets the support that we need.
- Very sufficient: My Neighborhood Association always gets the support that we need.



How would you rate the level of community representation on your Neighborhood Association?



- Not diversified: My Neighborhood Association does not have a diverse group of members that is not representative of my neighborhood.
- Somewhat not diversified: My Neighborhood somewhat does not have a diverse group of members that is somewhat not representative of my neighborhood.
- Somewhat diversified: My Neighborhood Association has a somewhat diverse group of members that is somewhat representative of my neighborhood.
- Diversified: My Neighborhood Association has a diverse group of members that is representative of my neighborhood.



APPENDIX E: CITY CHARTER ANALYSIS

We analyzed Salem’s City Charter in comparison to Municipal Research and Services Center (MRSC) Guide for Charter Commissions⁹ and the National Civic League (League) Model Charter¹⁰.

This analysis does not include a review of elements of the City Charter that are not included in MRSC best practices or the League’s Model Charter, which includes sections on the Municipal Court and Judge, Civil Services, and some other miscellaneous provisions (Urban Renewal Revenue Bonds, Prohibition on Participation in Hotel and Convention Center, Regional Shopping Center, Transient Occupancy Tax, and Voter Approval of Annexation provisions).

The following table details the alignment of Salem’s City Charter with best practices.

CATEGORY	BEST PRACTICE	ALIGNMENT
City Council – Council Powers and duties	Cities should not specifically enumerate the powers of the council because it will not enlarge the powers and may operate to diminish them if used by courts to support restrictive interpretations.	Aligned
City Council – Elected by district or at-large	Cities should address whether City Council is elected by district or at large.	Aligned
City Council – Judge of qualifications	Cities should make council the judge of qualifications for office and of grounds for forfeiture. This is to provide procedural safeguards to protect a council member who is charged with conduct constituting grounds for forfeiture.	Aligned
City Council – Procedure	Cities should define city council procedures in describing the requirements for meetings, rules and journal, and voting.	Aligned

⁹ <https://mrsc.org/getmedia/64cb955c-fb66-4fb9-9f71-e21c9ce257d5/chartercommissions.pdf>

¹⁰ <https://www.nationalcivicleague.org/resources/model-city-charter-9th-edition/>



CATEGORY	BEST PRACTICE	ALIGNMENT
City Council – Relationship to City Manager	Cities should address the relationship of council to the city manager including the city council’s responsibility to hold the city manager and staff accountable to their actions, annually evaluate the city manager’s performance, and monitor policy proposals and administrative actions taken by the city manager and staff to ensure council expectations are met.	Aligned
City Council – Residency requirements	Cities should consider reducing residency requirements to only requiring prospective council members be a registered voter of the city.	Aligned
City Council – Term limits	Cities should not restrict reelection to subsequent four-year terms but allow unlimited terms that allow voters to provide a vote of confidence for council members who represent majority sentiment and a vote of opposition for members in the minority.	Aligned
City Manager – Appointment, qualifications, compensation, and removal	Cities should define the appointment, qualifications, compensation, and removal of the city manager. The League’s Model Charter recommends the appointment of the city manager by majority vote of the entire membership of council (not a majority of quorum), for an indefinite term, and based on education and experience in the accepted competencies and practices of local public management.	Aligned
City Manager – Powers and duties	Cities should define the powers and duties of the City Manager such as appointing, suspending, or removing city employees; directing and supervising the administration of all departments; attending city council meetings; executing laws, provisions of the charter, and acts by city council, preparing and submitting the annual budget, etc.	Aligned
Departments, Offices, and Agencies – Merit	Cities should state their commitment to appointments and promotions of city officers and employees being made based on merit and provide for the establishment of a merit system by ordinance.	Aligned



CATEGORY	BEST PRACTICE	ALIGNMENT
Mayor – Powers and duties	Cities should define the powers and duties of the mayor, such as being a voting member of city council, attending and presiding at meetings of the council, representing the city in intergovernmental relationships, appointing the members and officers of council committees, etc.	Aligned
Powers of the City	Cities should address and define their scope of power in their city charter, including laying claim to all powers it may legally exercise under the state's constitution and laws.	Aligned
Powers of the City – Construction of Power	Cities should encourage courts to interpret the city as broadly as possible so as not to encourage a restrictive interpretation of the general powers statement.	Aligned
City Council – Compensation	Council salary level depends on a variety of factors specific to each community, including the parttime nature of the position and the emphasis on policymaking rather than administration. Cities should reimburse council members for expenses incurred in performing their duties, e.g., travel to the state capital to testify on behalf of the city. Cities should provide extra compensation for the mayor because, in addition to regular responsibilities as a council member, the mayor has intergovernmental, ceremonial, and city-related promotional responsibilities.	Partially Aligned – The City Charter is aligned in that it addresses compensation. However, given best practices suggest compensation varies depending on each community, the City should consider whether its current compensation practices for City Council are appropriate (see Compensation).
City Council – Conditions that create vacancies	<p>Cities should address events or conditions that create a vacancy, grounds for forfeiture of office, and how the council shall fill vacancies. The League’s Model Charter specifically suggests a council member shall forfeit their office if they:</p> <ul style="list-style-type: none"> Fail to meet the residency requirements Violate any express prohibition of the charter Are convicted of a crime involving moral turpitude Fail to attend three consecutive regular meetings of the council without being excused by the council 	Partially Aligned – The City does not address forfeiture of office in the case of violating any express prohibition of the City Charter or failing to attend three consecutive regular meetings of the council without being excused by the council.



CATEGORY	BEST PRACTICE	ALIGNMENT
City Council – Filling vacancies	<p>The League’s Model Charter suggests city council by a majority vote should temporarily fill vacancies until the next regular election. It also suggests cities hold a special election if the council fails to fill a vacancy within thirty days. Such a provision ensures the council act, but in the event of a deadlock a special election will be used to resolve the situation.</p>	<p>Partially Aligned – The City Charter requires a special election if there is more than one year to the next primary election when a vacancy occurs. This is not required in the League’s Model Charter.</p> <p>Additionally, the City does not have any provisions regarding what to do if council fails to fill a vacancy within a certain time, i.e., if there is a deadlock, which is recommended by the League’s Model Charter (see City Council Vacancies).</p>
City Council – Ordinances	<p>Cities should describe ordinance processes, including the form of ordinances, the procedures for establishing ordinances, the effective dates of ordinances, and the types of action that require an ordinance.</p>	<p>Partially Aligned – The City does not address which types of actions require an ordinance (e.g., amending an administrative code, establishing or abolishing a department, levying taxes, etc.).</p>
City Council – Prohibitions	<p>Key prohibitions noted in best practice include:</p> <p>Cities should prohibit council members from holding other elective offices such as state legislator or from holding any other city office during term or for one year after leaving office. This does not prohibit representing the city on the governing board of any regional or other intergovernmental agency.</p> <p>Cities should prohibit against council controlling or demanding the appointment or removal of any city administrative officer or employee whom the City Manager or a City Manager subordinate is empowered to appoint. The council may express its views and discuss with the City Manager.</p> <p>Cities should prohibit interference with administration, i.e., requiring council members to work through the City Manager and not give orders to employees publicly or privately.</p>	<p>Partially Aligned – With the exception of the City Manager, the City does not address prohibitions on holding other elective offices or other city offices. The City also does not address prohibitions on interfering with administration as it relates to not giving orders to employees publicly or privately, i.e., working through the city manager.</p>



CATEGORY	BEST PRACTICE	ALIGNMENT
City Council – Terms of office	Cities should set terms of office to four-year, staggered terms.	Partially Aligned – The City’s Mayor has a two-year term while the Model Charter recommends a four-year term.
Departments, Offices, and Agencies – General provisions	Cities should authorize city council to establish city departments but details of these departments and internal organization should not be detailed in the City Charter.	Partially Aligned – The City is aligned with the approach of broadly mentioning the establishment of city departments (i.e., not enumerating, or detailing departments or organization in the City Charter). However, the League’s Model Charter and MRSC guidance states the governing body typically has responsibility to establish city departments, offices, or agencies, which is not included in Salem’s City Charter.
Elections	Cities should outline the various facets of the election process including election methods, when elections are held, partisan vs. nonpartisan elections, council districts and adjusting those districts, and initiative, referendum, and recall.	Partially Aligned – The City does not address the powers of initiative, referendum, or recall. Also, the City does not address adjustment of council wards.
General Provisions	Cities should address conflicts of interest, ethics, prohibitions, and campaign finance.	Partially Aligned – The City includes these elements, but in general, this section of Salem’s Charter is vague and unclear and could be strengthened to address conflict of interests more directly, prohibited activities, penalties, rules on campaign finance, etc. (see Ethics).



CATEGORY	BEST PRACTICE	ALIGNMENT
Mayor – Election	Cities should define the requirements of electing the mayor and deputy mayor, if applicable. Mayor terms should be the same length term as other council members.	Partially Aligned – The City’s Mayor has a two-year term while the Model Charter recommends a four-year term and the same length term as other council members (see Mayoral Terms).
Transition and Severability	Cities may address the possibility of governmental transition from one form of government to another, however this practice is not widely used in practice.	Partially Aligned – The City addresses severability but has limited information related to transition. (Note that best practices state care is needed in the preparation of this article to comply with state law.)
Charter Amendment	Cities should include provisions for amending a charter.	Not Aligned – The City does not include this provision in its Charter.
City Council – Audit provision	Cities should have annual independent audits of all city accounts in accordance with Generally Accepted Auditing Standards and Generally Accepted Governmental Auditing Standards. The League’s Model Charter authorizes and charges the council to conduct them.	Not Aligned – The City does not include this provision in its Charter, but it is addressed in policy.
City Council – Authentication and Recording; Codification; Printing or Ordinances and Resolutions	Cities should describe procedures for codification, maintaining legally authenticated records of all ordinances and resolutions and for making the available to the public.	Not Aligned – The City does not include this provision in its Charter.
City Council – Code of Technical Regulations	Cities should permit the adoption of standard technical regulations, such as building and sanitary codes by an ordinance which simply incorporates and adopts the code by reference.	Not Aligned – The City does not include this provision in its Charter.
City Council – Emergency Ordinance	Cities should describe procedures for emergency ordinances to facilitate timely action.	Not Aligned – The City does not include this provision in its Charter.



CATEGORY	BEST PRACTICE	ALIGNMENT
City Council – Investigations	Cities should specify the council, not the City Manager, has the power to make investigations including powers to subpoena witnesses and compel production of evidence. The League’s Model Charter states the City Manager has the power to appoint, remove, and suspend officers, but it is inappropriate for the City Manager to have the power to subpoena witnesses and compel production of evidence.	Not Aligned – The City does not include this provision in its Charter.
Departments, Offices, and Agencies – Land Use, Development, and Environmental Planning	Cities should document provisions regarding land use through a social equity lens.	Not Aligned – The City does not include these provisions in its Charter.
Financial Management	Cities should document the finance function of local government, particularly the budget, while allowing maximum flexibility within the boundaries of sound fiscal practices. This includes, for example, documenting the fiscal year, the budget submission date, requirements for the budget message and budget, etc.	Not Aligned – The City does not include these provisions in its Charter.
Public Engagement	Cities should document information around public engagement, including establishing public engagement as a critical part of civic infrastructure; establishing institutional structures to support and coordinate engagement; and establishing principles of public engagement; accountability, transparency, accessibility, collaboration, and evaluation of engagement.	Not Aligned – The City does not include these provisions in its Charter
City Council – City Clerk	Cities should specify the council or the City Manager appoints the City Clerk and should define the role of the City Clerk.	Not Applicable – The City’s Recorder (i.e., City Clerk) is not a chartered official in the City of Salem.
Departments, Offices, and Agencies – City Attorney	Cities should define the role of the city attorney and prohibit the practice of providing legal counsel to the council, manager, or agencies of the government as separate clients.	Not Applicable – The City Attorney is not a chartered official in the City of Salem.



APPENDIX F: GOVERNANCE GROUP ELIGIBILITY REQUIREMENTS

The following table includes a listing of each governance group eligibility requirements according to the governance group’s webpage.

GROUP NAME	GROUP TYPE	ELIGIBILITY REQUIREMENTS
Airport Advisory Commission	Commission	<ul style="list-style-type: none"> At least two members of the commission shall be active pilots holding a current pilots license with a rating of private pilot or higher At least one member shall be a resident of the ward in which the airport is located One member shall be an individual who is appointed by the Mayor as a representative of the Army Aviation Support Facility after considering the recommendation of the Adjutant General
Boards and Commission Appointments Committee	Committee	Must be a council member
Bond Implementation Oversight Committee	Committee	Three Councilors and two Community Members.
Center 50+ Advisory Commission	Commission	<ul style="list-style-type: none"> Commission shall consist of seven community members, six of which shall be 50 years of age or older Eight other members shall be representatives of Center 50+ partners: <ul style="list-style-type: none"> Chemeketa Community College Northwest Senior & Disability Services Friends of the Salem Senior Center Healthcare industry Marion-Polk Food Share Alzheimer’s Association Faith or business community Salem Electric All members shall be appointed by the Mayor
Citizen Budget Committee	Committee	<ul style="list-style-type: none"> The Citizen Budget Committee shall consist of the members of the governing body and a number, equal to the number of members of the governing body, of qualified electors of the municipal corporation appointed by the governing body In order to maintain geographic balance, the appointive members of the Citizen Budget Committee shall consist of one elector from each ward and one elector from the city at-large



GROUP NAME	GROUP TYPE	ELIGIBILITY REQUIREMENTS
Citizens Advisory Traffic Commission	Commission	None
City Council Rules Committee	Committee	Unknown
City Manager’s Performance Review Committee	Committee	Unknown
Civil Service Commission	Commission	<ul style="list-style-type: none"> ● No member of the Commission shall hold any other public office, place, position or employment with the City of Salem ● No person shall be appointed a member of the commission who is not a citizen of the United States and a resident of the city ● The persons appointed shall be known to believe in the principles of Civil Service
Climate Action Committee	Committee	Must be the Mayor, three City Council members, and the Planning Commissioner to serve on the committee.
Community Police Review Board	Board	<p>The City Council shall consider the following criteria:</p> <ul style="list-style-type: none"> ● Civic participation within the community ● Residency within the city of Salem ● Criminal history ● Commitment to the goals of the Board ● Ethnic and cultural diversity including demonstrated life experiences or training in cultural or ethnic diversity
Cultural and Tourism Promotion Advisory Board	Board	<ul style="list-style-type: none"> ● The members shall be residents of or have their places of business in the City of Salem ● One member shall be a representative of the for-profit tourism industry
Equity Round Table	Committee	Representatives of local organizations that serve or represent underserved communities, including low-income residents, communities of color, LGBTQ+ residents, people experiencing homelessness, youth, refugees, and people with disabilities
Floodplain Management Plan Committee	Committee	Unknown



GROUP NAME	GROUP TYPE	ELIGIBILITY REQUIREMENTS
Historic Landmarks Commission	Commission	<p>Commission members must reside in Salem or have their business in Salem, and they must have an interest in historic preservation. Additional commission membership requirements include:</p> <ul style="list-style-type: none"> ● At least five of the nine members must meet the United States Secretary of the Interiors Historic Preservation Qualification Standards to the extent that professionals meeting those standards are available in the community. In making such appointments, the mayor should consider the applicants qualifications in the fields of: <ul style="list-style-type: none"> ○ Archaeology ○ Architectural history ○ Conservation ○ Cultural anthropology ○ Curation ○ Engineering ○ Folklore ○ Historic architecture ○ Historic landscape architecture ○ Historic preservation ○ Historic preservation planning ○ History
Infrastructure Bond Engagement Steering Committee	Committee	Must be a Council member
Legislative Committee	Committee	Must be a Council member
Mayor's International Council	Committee	Must be a Council member
Municipal Judge Compensation Commission	Commission	This commission is comprised of three members: the City Manager; a designated attorney who is a member in good standing of the Marion or Polk County Bar Association; and one member of the general public deemed to be of good character.
North Gateway Urban Renewal Advisory Board	Board	<ul style="list-style-type: none"> ● Five members shall represent the interests of small and large businesses, property owners, and others with financial or occupational interests within the North Gateway Urban Renewal Area



GROUP NAME	GROUP TYPE	ELIGIBILITY REQUIREMENTS
		<ul style="list-style-type: none"> • Three members will represent the Salem community at-large • Three members will represent the residential areas within and adjacent to the North Gateway Urban Renewal Area
Public Works Operations Building Council Oversight Committee	Committee	Unknown
Riverfront- Downtown Advisory Board	Board	<ul style="list-style-type: none"> • One member shall represent the interests of residents within the Riverfront-Downtown Urban Renewal Area • One member shall represent the Salem community at-large (this member must not have a business or own property within the Riverfront-Downtown Urban Renewal Area) • One member shall represent an institutional organization including the State of Oregon, Marion County, Salem Area Transit District, Willamette University, a non-profit organization providing services within the Riverfront-Downtown Urban Renewal Area, or Salem Hospital • Two members shall represent real estate development or banking/financial professionals (at least one appointment pays parking fees in the Downtown Parking District) <p>Six members shall represent business owners or property owners within the Riverfront-Downtown Urban Renewal Area</p>
Salem City Council Finance Committee	Committee	Four sitting members of the City Council and those same four members of the Board of the Urban Renewal Agency; one alternate member may be appointed
Salem Housing Advisory Committee	Committee	<p>Ten members, each representing different areas:</p> <ul style="list-style-type: none"> • One member from the general public • Two members being assisted by the Salem Housing Authority • One member representing real estate • One member representing development and finance • One member representing the elderly and minority group • One member representing an elected or appointed official of social services agencies • One member representing the Salem/Keizer School District 24J • One member representing legal and design profession • One member representing the City of Keizer



GROUP NAME	GROUP TYPE	ELIGIBILITY REQUIREMENTS
Salem Human Rights Commission	Commission	Members should represent the residents of Salem
Salem Parks and Recreation Advisory Board	Board	<ul style="list-style-type: none"> • One member – a representative of the Salem/Keizer School District • Eight members – chosen from among persons concerned with and interested in the development of public parks and playgrounds and like public places in the city and are a resident or have a place of business in the City of Salem • At least one member shall have expertise in urban forestry, arboriculture, or horticulture, to the extent that professionals meeting these standards are available in the community
Salem Planning Commission	Commission	<ul style="list-style-type: none"> • No more than one voting member may be a non-resident of the city • No more than two voting members shall be engaged principally in the buying, selling, or developing of real estate for profit • No more than two voting members shall be engaged in the same kind of business, trade, or profession
Salem Public Art Commission	Commission	<ul style="list-style-type: none"> • Two members experienced in the arts, art education, or art criticism • Two members experienced in museum curating, art restoration, or art appraisal • Two members experienced in landscape architecture, real estate, development, or community foundations • One member from the community at-large
Salem Public Library Advisory Board	Board	None
Solid Waste Committee	Committee	Must be a Council member
System Development Charge (SDC) Methodology Committee	Committee	The committee included City Councilors and key community stakeholders who are affected by development related SDC fees.
Water-Wastewater Task Force	Task Force	Four City Councilors and seven appointed citizen members. There are no special requirements for the citizen members.
West Salem Urban Renewal Advisory Board	Board	<ul style="list-style-type: none"> • Five members representing the interests of business owners, property owners, and others with financial or occupational interest within the West Salem Urban Renewal Area (one must be an industrial owner within the West Salem Urban Renewal District)



GROUP NAME	GROUP TYPE	ELIGIBILITY REQUIREMENTS
		<ul style="list-style-type: none">● Two members representing the Salem community at-large● One member representing the interests of business owners, property owners, and others with financial or occupational interests within the Riverfront-Downtown Urban Renewal Area● Three members representing residential areas within the boundaries of the West Salem Neighborhood Association (at least one is resident living within the West Salem Urban Renewal District)
2024 Revenue Task Force	Task Force	<p>No requirements but several desired representations</p> <ul style="list-style-type: none">● Community members at large: Salem residents or business owners● Two representatives from each ward, nominated by City Council members, and two at-large representatives nominated by the Mayor. Ward/at-large representation may overlap with other affiliations● Chamber of Commerce representative● Business representative● Salem 350 representative● Latino Business Alliance representative● City employee union representative● Ex officio, non-voting representative (social service/non-profit agencies or State of Oregon Department of Administration Services)



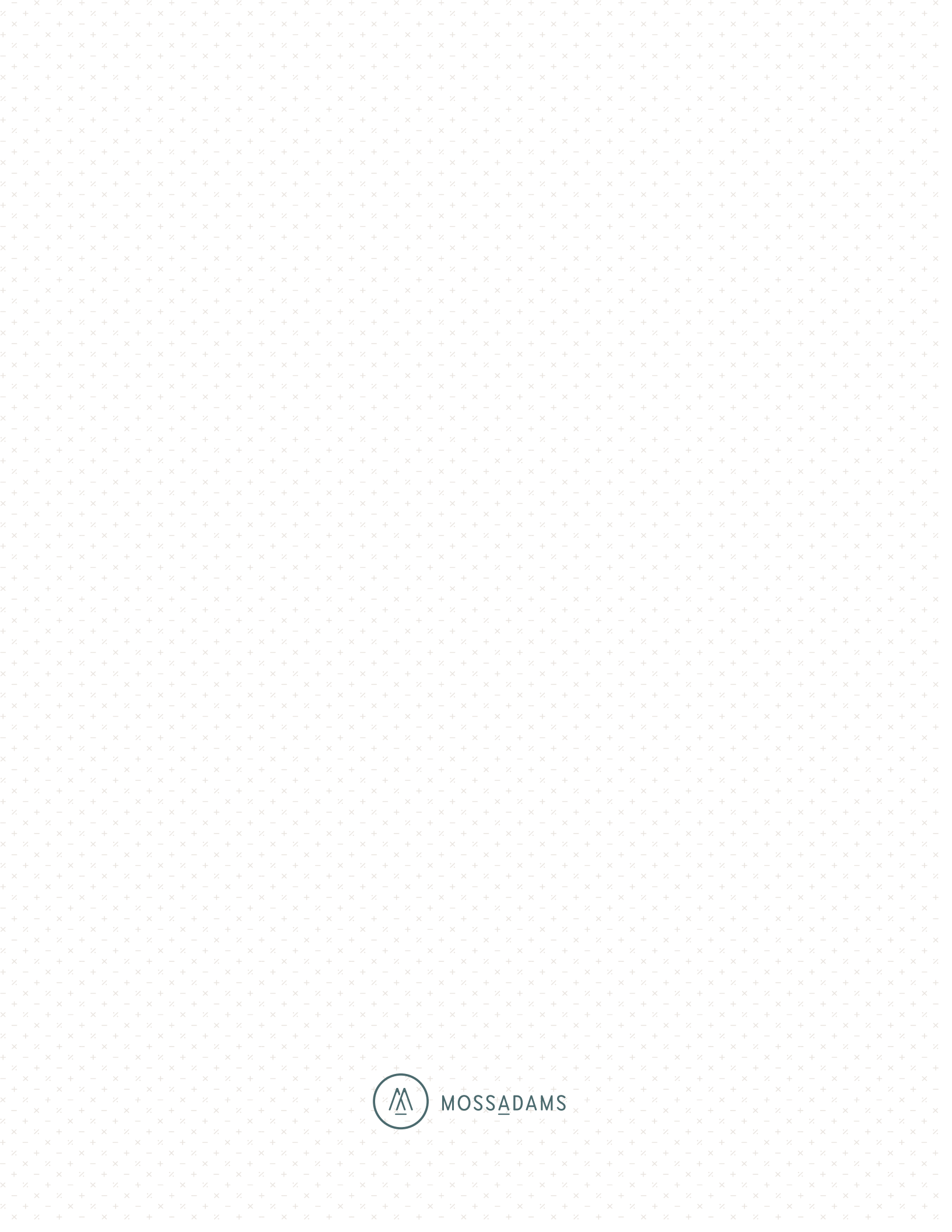
APPENDIX G: NEIGHBORHOOD ASSOCIATION GROUP SUMMARY

The following table includes a listing of the Neighborhood Associations each council member supports.

NEIGHBORHOOD ASSOCIATION COUNCIL LIAISON	NEIGHBORHOOD ASSOCIATIONS	TOTAL NEIGHBORHOOD ASSOCIATIONS SUPPORTED
Ward 1 Councilor	Central Area Neighborhood Development Organization (CANDO) <hr/> Grant Neighborhood Association <hr/> Highland Neighborhood Association <hr/> North East Salem Community Association (NESCA) <hr/> Northeast Neighbors (NEN) Neighborhood Association <hr/> West Salem Neighborhood Association	6 Neighborhood Associations
Ward 2 Councilor	Central Area Neighborhood Development Organization (CANDO) <hr/> Morningside Neighborhood Association <hr/> North East Salem Community Association (NESCA) <hr/> Northeast Neighbors (NEN) Neighborhood Association <hr/> South Central Association of Neighbors (SCAN) <hr/> Southeast Mill Creek Association (SEMCA) <hr/> Southeast Salem Neighborhood Association (SESNA) <hr/> Southwest Association of Neighbors (SWAN)	8 Neighborhood Associations



NEIGHBORHOOD ASSOCIATION COUNCIL LIAISON	NEIGHBORHOOD ASSOCIATIONS	TOTAL NEIGHBORHOOD ASSOCIATIONS SUPPORTED
Ward 3 Councilor	Faye Wright Neighborhood Association <hr/> Morningside Neighborhood Association <hr/> Southeast Mill Creek Association (SEMCA)	3 Neighborhood Associations
Ward 4 Councilor	South Gateway Neighborhood Association <hr/> Sunnyslope Neighborhood Association	2 Neighborhood Associations
Ward 5 Councilor	Highland Neighborhood Association <hr/> North Lancaster Neighborhood Association (NOLA) <hr/> Northgate Neighborhood Association	3 Neighborhood Associations
Ward 6 Councilor	East Lancaster Neighborhood Association (ELNA) <hr/> North East Salem Community Association (NESCA) <hr/> North Lancaster Neighborhood Association (NOLA)	3 Neighborhood Associations
Ward 7 Councilor	Faye Wright Neighborhood Association <hr/> South Central Association of Neighbors (SCAN) <hr/> South Gateway Neighborhood Association <hr/> Southwest Association of Neighbors (SWAN) <hr/> Sunnyslope Neighborhood Association	5 Neighborhood Associations
Ward 8 Councilor	West Salem Neighborhood Association	1 Neighborhood Association



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