

2020 CITY COUNCIL POLICY AGENDA

CITY OF *Salem*
AT YOUR SERVICE



LETTER FROM **THE MAYOR**



Thank you for sharing your ideas and priorities for our community, as we work together to build a better Salem. In this 2020 City Council Policy Agenda, we're continuing our Strategic Plan commitments to work toward improving the lives of those who are homeless or at-risk of becoming homeless, investing in economic health of the community and downtown, and reducing our impact on the environment. To ensure we meet the needs of our growing and changing community, we're inviting your continued participation in developing a vision for growth and development, ensuring we have adequate infrastructure, and that we can continue to provide the services residents and visitors have come to expect of us.

We look forward to this coming year, your continued support and spirit of volunteerism, and ongoing partnerships with local businesses and those organizations and institutions whose expertise we'll need to be successful. We invite you to ask questions and provide ideas along the way so that we can continue our progress together. Add your voice by participating or providing testimony at a Budget Committee meeting this April and May, or at the June City Council public hearing on the budget.

A handwritten signature of Chuck Bennett in blue ink, written in a cursive style.

Chuck Bennett

Mayor

***Thank you for all you do to make
Salem a welcoming community.***



Salem City Council

2020 City Council Policy Agenda

City Council's 2020 Policy Agenda draws from the Council and community-defined priorities set forth in Salem's Strategic Plan.

Through its annual Policy Agenda, City Council agrees on its specific priorities for action in the coming year and provides direction on aligning resources towards the Strategic Plan result areas through the City's budgeting process.

How the Policy Agenda is Organized

The Policy Agenda is organized around the community's and Council's expectations of services from the City, or result areas. These result areas are derived from the vision, mission, and values in the Strategic Plan.

How to Get Involved

In April and May of this year, the nine residents, Mayor, and City Council comprising the City of Salem's Budget Committee will consider the FY 2021 Budget. The half-billion dollar budget covers the period from July 1, 2020, through June 30, 2021, and includes estimates of revenue and costs of services and capital projects. You can add your voice by participating or providing testimony at a Budget Committee meeting or City Council public hearing on the budget. The budget concludes with at least one public hearing at a June Council meeting. For more information, check out our web page on the City's Budget.

If you are interested in learning more about a specific 2020 Policy Agenda action or the Strategic Plan, please visit www.cityofsalem.net/Pages/salem-strategic-plan.aspx or email Courtney Knox Busch at cbusch@cityofsalem.net. If you are interested in volunteering or serving on a volunteer advisory board or commission, please visit www.cityofsalem.net/volunteer for more information.

ANNUAL CYCLE

Creating the 2020 Policy Agenda

The 2020 Policy Agenda is part of an annual cycle of developing the budget, policy and program evaluation, financial forecasting, and reporting to the Council and community on progress. You can read more about accomplishments in 2019 in the annual community report.

FALL/WINTER

Annual Community Report

How we measure progress

Forecasting

Residential Satisfaction Survey

WINTER (January)

City Council Policy Agenda

How does the City achieve its strategic priorities and ensure success?



SPRING (April, May)

City of Salem Budget



Students at Career Technical Education Center, Recipient of North Gateway Urban Renewal Area Grant

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Safe Community



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

Complete New Salem Police Station

In May 2017, residents passed a \$61.8 million bond to finance the design and construction of a [new Police Station](#). The new facility meets current seismic standards and brings together important police functions from separate leased buildings. Construction of the 104,000-square-foot facility got underway in November 2018. In November 2019, the building was fully enclosed to protect the interior from winter weather. Construction remains on track for opening in September 2020.

Improve Safety for Bikers and Walkers

We continue to add and improve bike lanes and pathways, sidewalks, crosswalks, and pedestrian crossing islands, and install flashing lights at crosswalks to [make riders and walkers more easily seen](#). Many of these projects come from the 2018 Pedestrian Safety Study that looked at crash data, police reports, and field observations across our community. Among the recommendations, the [Safer Crossings Program](#) provides Salem residents a way to track the status of crossing improvements. Ideas are ranked based on factors such as crash history, pedestrian volume, roadway type, and others, and funded with \$125,000 per year in the Capital Improvement Plan.

Salem regularly pursues federal and state funding to address missing connections for people walking and cycling through the City. Projects funded this way for the next five years include pedestrian crossing improvements on Pringle, Sunnyview, Pine Street, Fairgrounds, Jones, Liberty, and McGilchrist. Additional outside funds are anticipated for crossing projects and sidewalk infill on Commercial Street SE, Orchard Heights Road NW, State Street, Lancaster Drive NE, and River Road N.



City of Salem First Responders

Prepare Together for Emergencies

In 2019, we launched two preparedness initiatives: (1) a campaign to help everyone prepare to survive for at least two weeks after a major disaster, and (2) a Resiliency Task Force to help Salem residents and visitors prepare for all types of hazards and emergencies.

In 2019 we invited our community to follow three Salem residents working to get their families #2WeeksReady. In its first month, we reached 36,000 people and hundreds of Salem families took the [#2WeeksReady challenge](#). We surveyed residents on current preparedness in 2019 and we'll survey again to see if our preparedness improves. The Task Force is focused on educating residents and commuters on individual and household preparedness, and working with community partners to expand the reach of preparedness education.

Each October, we get a chance to test our readiness as part of the [Great Oregon Shakeout](#). You can also become a part of your neighborhood Community Emergency Response Team or sign up to get [Community Alerts](#).



Emergency Preparedness Manager showing Emergency Supplies

Welcoming and Livable Neighborhoods



To ensure Salem residents have access to parks, recreation, and historic and cultural opportunities, we're actively working with our community today to build a long-term vision for future growth and development, developing a diverse range of housing options, creating and maintaining public spaces to offer activities that connect, benefit, and reflect our community, and supporting the arts, historically and culturally significant buildings and sites, and community events. In Salem, a long history of meaningful volunteer and neighborhood engagement helps our collective goal of making Salem welcoming and livable for all.

Develop More Affordable Housing and Provide Aid to Those Experiencing Homelessness

We're actively working with partners to reduce hardships that lead to homelessness and increase access to affordable housing for those who are unsheltered or at-risk of becoming homeless in our community.

We will [continue multi-year initiatives](#) to develop more affordable housing in our community by: continuing to build affordable housing (through Salem Housing Authority), providing funding (grants and tax incentives), and creating diversity of housing stock (through land use and fast, reasonably-priced permitting).

Build More Low Income Housing

Through Salem Housing Authority, we're developing 167 low-income housing units in our community. At Redwood Crossings, we're building 37 units of permanent supportive housing with ARCHES and Salem Health (for transitional respite care). We're in the design phase for 52 one-bedroom units at historic Yaquina Hall and 78 units of permanent supportive housing at Sequoia Crossings.

We're also renovating four of nine Salem Housing Authority low-income housing properties. We're adding energy-efficient updates and eight new units. Freshening up these 40-year-old buildings will be completed by early 2021 so our properties will continue to serve our community, and a few new residents, for decades to come.

To learn more about what Salem Housing is doing to increase affordable housing and encourage housing options in our community, visit: www.cityofsalem.net/Pages/meeting-housing-needs.aspx



Cornerstone Apartments, Recipient of North Gateway Urban Renewal Area Grant

Fund Affordable Housing on Former State Hospital Campus

To fund construction of affordable housing on Center Street near the State Hospital, we will establish a new single-property urban renewal area. Urban renewal uses tax increment financing to fund public investments in designated geographic areas to remove blight, improve property values, and leverage private investment. Tax increment financing focuses reinvestment of property tax increases from a designated geographic area on specific improvements within that designated area.

More about [Urban Renewal](#)

Any increase in the tax assessed value that occurs in that area, referred to as the “increment,” is collected and used for redevelopment projects in the area and in an approved urban renewal plan. The base taxes continue to go to the taxing jurisdictions (such as city, county, school district).

Fund Homeless Rental Assistance Program

Homeless Rental Assistance Program

Through the [Homeless Rental Assistance Program](#) launched in 2017 with Salem Housing Authority and other community partners, we help with housing, food, furnishings, and health. The Program combines rental assistance and intensive case management with the long-term goal of housing

stability. As of February 2020, the program has housed more than 260. Our program is now starting its third year and we are looking for more landlords to engage in our program and give back to our community.

Aid for Those Experiencing Homelessness

Plan and Site a Low Barrier Shelter

Navigation centers are replacing older shelter models that traditionally require gender segregation, high barriers and rules to entry, and no place for personal possessions, partners, or pets. Navigation centers are low-barrier, operate 24/7, and provide intensive case management to connect people to public benefits, health services, and permanent housing, through a Housing First philosophy. A recent State of Oregon shelter study identified the need for a navigation center in Salem, and there may be state funding available to support operations. We continue to plan and site a low barrier shelter in conjunction with a navigation center, possibly in an urban renewal area, and seek grants for operations.

Support a Mobile Response Unit

The United Way of Salem is exploring a 16-month pilot program, in collaboration with the Mid-Willamette Valley Community Action Agency, modeled after successful mobile response programs. Mobile response programs pair together a crisis intervention worker and an emergency



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Homeless Rental Assistance Team

medical technician to provide crisis counseling, suicide prevention, conflict resolution, welfare checks, grief counseling, medical care, resource connection, transportation services, substance abuse counseling, and first aid response for individuals who lack resources or ability to seek assistance.

The model can reduce and divert emergency room visits and people being sent to jail. In Salem, the pilot program would serve both unsheltered and sheltered individuals and families, with an initial geographic focus on downtown. The pilot program would operate eleven hours per day, Monday-Saturday, during peak hours.

Build Partnerships to Fund a Sobering Center

The City of Salem is one of several agencies developing a safe, clean, and supervised space to become sober and connect to further treatment. A sobering center in Salem will relieve some of the burden on our regional hospital and jail, and connect individuals with treatment resources. Funding the day-to-day operation has proved challenging. With partners Salem Health and Marion County, work is ongoing to close the operating gap through grants or legislative support.

Lobby Legislature for Mental Health Resources

Additional mental health services in our community would greatly benefit our unsheltered neighbors and reduce overall strain on our non-profit partners and local government resources. Salem will work within the City's existing legislative program to develop more support for mental health services.

Continue planning [Our Salem](#)

In September 2018, we launched a multiyear project to update the Salem Area Comprehensive Plan, which guides future development in the Salem area. Mid-March, we're holding workshops to share and get input on different options for how Salem could grow in the future. The ideas came from visioning workshops in the fall of 2019. Earlier work included a report card that examined existing conditions of the City—our vital signs—and evaluating difference scenarios for how Salem could grow under current policies. It showed we are meeting goals or targets for average wage, jobs and housing balance, and infill development. We're not meeting some of the targets our community feels are important: walking and transit friendliness, bicycle and pedestrian use, tree canopy, and greenhouse gas emissions and air pollution associated with traveling within our community.



Library Structural Upgrade-East Face



Library Structural Upgrade-North Face



Library Structural Upgrade-West Face

Continue [Salem Public Library Seismic and Safety Upgrade](#)

In November 2017, Salem voters approved an \$18.6 million bond to improve the Library to withstand earthquakes, and make the building more accessible by bringing it into full compliance with the Americans with Disabilities Act. Construction began in March 2020. During construction, Library services will be offered at a temporary site located at 1400 Broadway NE, or at the West Salem Branch Library. The main Library will reopen in May 2021. You can stay up to date on our progress on the City’s website.

The Library’s primary role is connecting Salem residents to a variety of resources they find most informative, educational, or entertaining – through

browsing, onsite use, and borrowing. Patrons also may request items loaned from other libraries and suggest purchases. Every year, the Library adds about 30,000 new items – books, DVDs, CDs, magazines, e-books, and other resources – to satisfy the needs of every age group, pre-school to retiree. Together, all available Library materials are referred to as its collection. In 2020, we’ll engage our community in a strategic planning effort to chart the course for the future of the Library and its services. The planning process will result in a new strategic plan for adoption when the Library reopens in 2021. The process will be centered on data and outcome analysis with community engagement.

Natural Environment Stewardship



Daylighting Pringle Creek

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

Prepare a Climate Action Plan

The City of Salem recently completed a [Climate Actions Audit](#), which documents the City of Salem's work over the past decade to reduce greenhouse gas emissions through City projects, practices, programs, and plans.

The report includes an in-depth review of Climate Action Plans adopted by 12 other cities, identifies elements to include in a Salem-specific climate action plan, and recommends steps for the City to undertake in developing climate action plan.

Work on developing a Climate Action Plan for the City of Salem will begin immediately. The Climate Action Plan will use Salem's 2019 Community Greenhouse Gas Inventory to set targets for emissions reduction, and be well coordinated with Our Salem Comprehensive Plan to ensure Climate Action Plan actions and policies are incorporated into the forthcoming comprehensive plan.

Safe, Reliable and Efficient Infrastructure



Salem owns and operates a valuable network of infrastructure including buildings, streets, pipes, dams, properties, parking garages, recreation facilities, airport runways and taxiways, and equipment. Our current [Capital Improvement](#) Program identifies \$208 million in infrastructure construction projects, with 86.3 percent of the project funding dedicated to the City's utility and transportation system. A large number of critical infrastructure projects are known—most are listed in the City's infrastructure master plans—but are not yet funded. In addition to the needs of existing infrastructure, the City provides for new residents as the community grows and changes.

Invest in Safe Drinking Water

Every day, North Santiam River water flows into the Geren Island Water Treatment Facility slow sand filters and is disinfected with chlorine. In 2019, we added treatment steps including powder activated carbon and modified chlorination to control cyanotoxins. As a result, [Salem's drinking water](#) remained clean and safe. The long-term solution for removing algae and toxins is to add ozone as a treatment step by spring 2021. Ozone is one of the strongest disinfectants used to treat water.

Prepare Asset Management and Bonding Strategy

Well-maintained infrastructure is critical to provide services efficiently, and for ensuring the vitality of our community. The City owns and operates infrastructure systems valued in the billions of dollars. The equipment and properties are in constant need of maintenance, repair, upgrade, replacement, and expansion. Some types of infrastructure, such as the City's water, wastewater, and stormwater utilities, have dedicated funding for major improvements. Other types of infrastructure, such as the municipal airport, have access to specific grant funding sources. However, most major repairs, upgrades, replacements, and expansions can only be funded through periodic general obligation bonding. The needs will always out-pace our ability to obtain funding. Working with the Council's Finance Committee, we are preparing a general obligation bonding strategy consistent with the Council-adopted 2017 Salem Strategic Plan's goal to simplify and streamline the City's infrastructure and master planning to better align City Council and community goals for the development and maintenance of a robust infrastructure system.

Strong and Diverse Economy



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

Focus Economic Activity Downtown, North Downtown, and West Industrial Areas

High Speed Broadband Downtown

The options for internet access in downtown Salem are limited with few service providers and a lack of competition. This is resulting in high prices and, in some areas, inadequate speeds. As the City tries to attract new commercial and residential activity, there is a sense that the lack of affordable options for broadband is a barrier for both businesses and residents. We're exploring whether bringing City-provided or initiated broadband and/or free Wi-Fi in Riverfront Downtown Urban Renewal Area makes sense. The next step is to conduct technical strategy workshops to further evaluate partnership options and opportunities. If the downtown-focused study shows City provided/initiated broadband as a feasible option, a pilot project will follow to investigate the feasibility of a citywide deployment.

Downtown Entertainment Zone

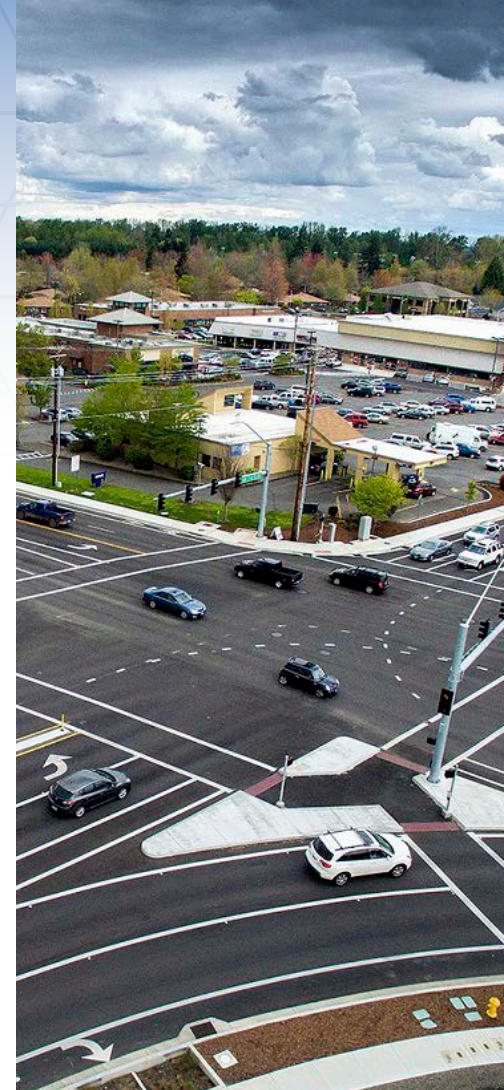
An Entertainment Zone is one way some communities create active night life districts by allowing evening noise in specific areas or specially designated corridors to exceed standard commercial zone noise limits. Salem's day and night noise limits in commercial zones are consistent with practices in commercial zones in many other communities. For future Council conversation, staff will return with more information from other comparable cities and the compatibility with other existing uses in our downtown.



Downtown Housing: multi-unit housing tax credit and Riverfront Downtown Urban



Farmers Market



Glen Creek Intersection: 2008 Streets and Bridges Bond

North Downtown Redevelopment

The City currently applies existing zoning, overlay, and design standards to new or proposed redevelopment in the North Downtown area (north Riverfront area north of Front Street to River Road Park). Work is underway to streamline zoning and remove barriers to mixed-use development from among the existing 18 base/overlay zone combinations in the North Downtown area. This zoning analysis was recommended in the North Downtown Housing Study completed in conjunction with the [Downtown Strategic Action Plan](#).

Business Expansion in West Salem Industrial Area

Transportation improvements on the west side of Wallace Road in West Salem are expected to help with redevelopment and transportation access.

The [West Salem District Action Plan](#), approved in December 2015, recommended zoning of three unique districts to encourage land uses consistent with the vision for the area. The West Salem Zoning Code Cleanup Project was complete in 2018 and included zoning changes and urban design guidelines aimed at expanding flexibility for uses on the west side of Wallace Road, encouraging craft industrial uses in the buffer area surrounding the industrial area, and contemplating redevelopment of major reuse parcels, including the former Oregon Fruit site. Funding and recommendations for the west side of Wallace Road, including possible support for the former RainSweet site, and continued transportation improvements on 2nd Street NW, will be formalized in the Urban Renewal Agency budget.

Good Governance



Connect and Engage with Our Community

One of City Council's goals is to increase transparency and trust with community through communications and engagement. The City's website is our primary communications tool. We also [connect with our community](#) through the media, social media (Facebook, Twitter, NextDoor, Instagram), video content, weekly e-newsletter, neighborhood association engagement, outreach to stakeholders and civic organizations about on-going and Policy Agenda-related projects, programs and initiatives like Our Salem; new Police Station and Library renovation; bicycle, pedestrian and vehicle transportation projects to improve safety; parks planning; and volunteer opportunities.

The Salem Community Alert System is the fastest way for us to contact you in a major disaster or emergency. [Sign up today](#)

Look at Waste Management Fees

City Council will hold a work session in 2020 to consider policies that may stabilize and possibly reduce waste management fees. Salem residents and businesses are offered a comprehensive menu of garbage and recycling services through a regional integrated solid waste management system. Services provided are intended to meet the needs of customers ranging from small businesses to industrial complexes and government institutions. Each type and level of service has a cost associated with it and customers have options to reduce their rate by reducing their service. Later this year, Council will consider policy questions regarding waste management in Salem to include what services should be offered, the goals of the integrated waste management system and how or whether partnerships create opportunities to stabilize rates.

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



Business Community Members Provide Input on the Our Salem Project

Support Revenue Strategy for Valued Services

After considering many options and input, the Salem City Council proposed two options for new revenues to support essential City of Salem services. Together, the City Operations Fee and employee-paid payroll tax will help fund valued City services. In 2020, the Operations Fee went into effect to support ongoing library, park maintenance, police, fire, emergency and social services, and other essential services. An employee-paid payroll tax, dedicated to keep pace with our community's public safety needs, will be on the ballot in May 2020. Being more efficient helps, but is not enough. To be good stewards of the resources entrusted to us, we are using technology in new ways and changing the ways we provide services, using more energy-efficient products, charging for services that make sense, and engaging volunteers and foundations to support community services. We are always looking for ways to be more efficient and continue to provide high quality services the community expects.

Show Progress with Key Performance Indicators

How will you gauge whether the City is doing a good job? As work continues on Priority Based Budgeting, there is a clear need for key performance indicators or to show progress toward an outcome that is meaningful to the community. This framework will help formalize key performance indicators toward Council and community priorities. On an annual basis, the City commissions a statistically valid survey to sample community perspectives on our performance. The annual community report incorporates this information and staff are in the process of developing a structure, annual cycle, and reporting framework for key performance indicators. An update of the Strategic Plan in fall 2020 will also provide an opportunity to speak more directly to desired outcomes or targets that will serve as a foundation to gauge future progress.

APPENDIX A

STRATEGIC PLAN COUNCIL'S POLICY PRIORITIES

The Salem Strategic Plan, adopted by City Council in October 2017, articulates the mission, vision, values, and goals of the City organization. The Strategic Plan charts a three-to-five-year course for the City, and represents the culmination of extensive community

input on issues, followed by discussion and vetting of actions to advance the policy issues by City Council-led work groups in seven broad areas. The Strategic Plan is foundational to the Salem City government in four primary ways, listed below.



Vision

A safe and livable capital city with a sustainable economy and environment that is open to all.



Mission

The City of Salem provides fiscally sustainable and quality services to enrich the lives of present and future residents, the quality of our environment and neighborhoods, and the vitality of our economy.



Values

Opportunity: Salem is proactive and forward-thinking.

Compassion: Salem is fair, equitable, and safe.

Responsiveness: Salem is at your service, with capacity and partnerships to prepare for the future.

Accessibility: Salem is open and inclusive.



The Strategic Plan:

1. Articulates the mission, vision and values for the organization;
2. Defines expectations of the Council and community for the services the City should provide;
3. Establishes policy priorities for the next three to five years; and
4. Sets the framework for Council's annual policy direction through the City Council Policy Agenda.

Defining the City of Salem's Result Areas through our Vision, Mission, and Values



Safe Community

Providing emergency response while proactively reducing the risk of crime, fire, natural disasters, and health emergencies to residents, businesses, and property owners.



Welcoming and Livable Community

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



Strong and Diverse Economy

A diverse economic base with robust job growth, business retention and recruitment, and a thriving downtown.



Safe, Reliable, and Efficient Infrastructure

An integrated municipal asset system of streets and bridges, sidewalks, civic buildings, technology, and utility system.



Natural Environment Stewardship

Protect natural resources, including healthy streams and the Willamette River, and a reduced impact from the built environment and City operations on our natural environment.



Good Governance

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



Make Music Day, 2019

CITY OF *Salem*
AT YOUR SERVICE

www.cityofsalem.net/

facebook.com/cityofsalemor/

twitter.com/cityofsalem

youtube.com/user/cityofsalem

linkedin.com/company/city-of-salem/

www.cityofsalem.net/rss