

# 2019 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 2019 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 for 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.

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



**Chuck Bennett**

*Mayor*





## SALEM RESIDENTS SURVEY

### Survey Says: Salem Residents Remain Satisfied with City Services

According to the annual Residential Satisfaction Survey, Salem residents expressed satisfaction with core City services such as emergency response, parks, and street lighting. Consistent with responses since 2016, nine out of ten residents are generally satisfied with the services the City provides. Residents also expressed satisfaction with the city's cultural offerings and most think their neighborhoods are getting a fair share of City resources. More than half of residents think the City is headed in the right direction, despite decreased confidence in that direction since the December 2017 survey.

Residents voiced concerns about homelessness and City infrastructure. While homelessness was a top concern in both 2017 (26%) and 2016 (17%), more residents (33%) list it as the most important issue for Salem to do something about in 2018. Roads, potholes and other infrastructure were also noted by residents as needing improvement. A majority of residents with experience driving across town during peak traffic hours say it is difficult (73%). Nearly half of those surveyed listed building and making major

repairs to streets, bridges and sidewalks as their highest priority for future investments. According to the survey results, residents feel that most everyday tasks are easy in Salem, particularly walking or biking, getting a permit or paying a bill, operating a business, and finding information on how decisions are made or solving City issues.

The Salem City Council commissioned the Residential Satisfaction Survey to better understand residents' priorities. The insights drawn from the survey and other outreach activities helps City leaders plan for the future of Salem. Residential Satisfaction Survey results are one input into the City Council's annual work plan and direction to the organization, the City Council Policy Agenda.

The 2018 Residential Satisfaction Survey was conducted from September 8 to September 10, 2018 via telephone calls to both English and Spanish-speaking Salem residents. Measures were taken to ensure that survey responses accurately represented all areas of the City and the diverse backgrounds of its residents.

The 2018 Residential Satisfaction Survey is available on the City's website at <https://www.cityofsaalem.net/Pages/salem-strategic-plan.aspx>

# TABLE OF CONTENTS

2019 City Council Policy Agenda ..... 1  
    How the Policy Agenda is Organized ..... 1  
    How to Get Involved..... 1

Strategic Plan—Council’s Policy Priorities ..... 2  
    Defining the City of Salem’s Service Areas ..... 3

Annual Cycle ..... 4

Creating the 2019 Policy Agenda ..... 5

2019 Council Policy Agenda..... 6

Appendix A ..... 14



## 2019 CITY COUNCIL POLICY AGENDA

City Council's 2019 Policy Agenda draws from the Council and community-defined priorities set forth in Salem's Strategic Plan for year one implementation. Through the City Council Policy Agenda, Council agrees on specific priorities for action in the coming

year, and makes those priorities clear to staff and the community. The Policy Agenda informs the budget process and provides direction for better aligning resources toward the policy areas in the Strategic Plan.

### HOW THE POLICY AGENDA IS ORGANIZED

The 2019 Policy Agenda describes new actions to implement the Strategic Plan priorities. The Policy Agenda includes updates on ongoing activities underway prior to the 2017 adoption of the Strategic Plan. The Policy Agenda is organized around the community's and Council's expectations of services from the City, or Service Areas. These Service Areas are derived from the vision, mission, and values in the Strategic Plan.

### HOW TO GET INVOLVED

If you are interested in learning more about a specific 2019 Policy Agenda action or the Strategic Plan, please visit [www.cityofsalem.net/Pages/salem-strategic-plan.aspx](http://www.cityofsalem.net/Pages/salem-strategic-plan.aspx) or email Courtney Knox Busch at [cbusch@cityofsalem.net](mailto:cbusch@cityofsalem.net).

If you are interested in volunteering or serving on a volunteer advisory board or commission, please visit [www.cityofsalem.net/volunteer](http://www.cityofsalem.net/volunteer) for more information.



## 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 (Appendix). 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 Service 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.

# ANNUAL CYCLE

Through an annual City Council Policy Agenda, City Council makes its initial priorities for action clear to staff and the community, and provides direction on aligning resources towards the Strategic Plan Policy areas through the City's budgeting process.

## 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



# CREATING THE 2019 POLICY AGENDA

Through an annual City Council Policy Agenda, City Council makes its initial priorities for action clear to staff and the community, and provides direction on aligning resources towards the Strategic Plan Policy areas through the City’s budgeting process. On January 23, 2019, the Salem City Council held a work session to consider proposals for action and updates on-going work to support Strategic Plan-related actions.

The 2019 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 2018 in the annual community report.

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 2019-20 Budget. The half billion dollar City Budget covers the period from July 1, 2019 through June 30, 2020, 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 wraps up with at least one public hearing at a June Council meeting. For more information, check out our web page on the City’s Budget. Throughout 2019, Salem will seek input and report progress at key milestones through ongoing community engagement and City Council Work Sessions. This fall, Salem will issue an annual community report, seek input on priorities for 2020, and begin developing the 2020 City Council Policy Agenda.



## 2019 COUNCIL POLICY AGENDA



### Safe Community

#### Sobering Center

#### ACTION UPDATE



The City of Salem is one of several agencies developing a safe, clean, and supervised space to become sober and connect to further treatment. The Oregon Legislature and Governor provided start-up funding for a sobering center in Salem to relieve some of the burden on our regional hospital and jail, and to connect individuals with treatment resources. Likely opening early 2019, the sobering center will receive ongoing funding from the City of Salem, Marion County, and Salem Health. The alcohol sobering center will be co-located with the Mid-Valley Community Action Agency's ARCHES Program and operated by Bridgeway Recovery Services. With partners Salem Health and Marion County, work is ongoing to close the operating gap through grants or further investment by the City of Salem, with implications for the City's General Fund.

#### Police Station

#### ONGOING SERVICE

In May 2017, residents passed a \$61.8 million bond measure to finance the design and construction of a new Police Station. To ensure the Salem Police can conduct business efficiently and safely, the new facility will meet current seismic standards, and bring together important police functions located off-site in separate and leased buildings. The new Police Station, located on the corner of Commercial and Division Streets NE, will also provide a safe and welcoming environment to access Police services and attend community events. Construction began in October 2018 and will be completed by fall 2020. For regular updates visit [www.cityofsalem.net/Pages/salem-police-station.aspx](http://www.cityofsalem.net/Pages/salem-police-station.aspx)



Salem Police Station Project Design Concept, September 2018

**Pedestrian Safety**

**ONGOING SERVICE**



In September 2018, the City initiated a Safer Crossings Program with community input and participation from neighborhood associations. The Safer Crossings Program is a recommendation from the Pedestrian Safety Study (March 2018) which looked at a combination of crash data, police reports, and field observations to find ways to make it safer for everyone who drives, walks, or bikes in Salem. Members represent SCAN, NESCA and Morningside Neighborhood Associations, Safe Routes to School, staff from the City’s planning division and Police, Salem Keizer Public Schools, Cherriots, the mid-Wilamette Valley Council of Governments, and the Salem Citizens Advisory Traffic Commission.



**Welcoming and Livable Neighborhoods**

**Downtown Homeless Solutions Task Force**

**ACTION UPDATE**

In August 2018, the Downtown Homeless Solutions Task Force, appointed by Mayor Chuck Bennett, approved eight recommendations for addressing issues relating to homelessness impacting downtown Salem. Recommended policy changes and projects from the Downtown Homeless Solutions Task Force

will be considered in the FY 2020 Proposed Budget, including possible:

- Public toilets 24/7;
- Single point of contact;
- Downtown Good Neighbor Partnership;
- Downtown cleaning services;

**Homeless Rental Assistance Program**

**ACTION UPDATE**

Launched in July 2017, the City of Salem, through the Salem Housing Authority, committed \$1.4 million to launch the Homeless Rental Assistance Program, the largest housing-first initiative in Oregon. The program has helped more than 100 homeless individuals get off the street. In addition to shelter, the program focuses on the most vulnerable, hardest to house individuals and provides them with medical and mental health treatment, intensive case management, and other resources. Read the 2017-18 Homeless Rental Assistance Program report at [www.cityofsalem.net](http://www.cityofsalem.net).



**Our Salem****ONGOING SERVICE**

In September 2018, as part of the 2018 City Council Policy Agenda, Salem launched a multi-year project to update the Salem Area Comprehensive Plan and develop a vision for growth and development. The first phase of this effort, called Our Salem: Today, analyzes the existing conditions and evaluates how Salem could grow under current policies. This work will inform critical discussions and decisions about future growth in the City. Watch for upcoming community conversations and learn more at [www.cityofsalem.net/Pages/our-salem.aspx](http://www.cityofsalem.net/Pages/our-salem.aspx).

**Blight to Bright****ONGOING SERVICE**

In 2018, Salem started Blight to Bright to convert the most dangerous and problematic properties to new, developable parcels. Dangerous and derelict buildings and other blight cases generate accumulation of trash, junk, and debris. Each instance of blight is a detriment to public health, safety, and welfare; a nuisance; and a potential liability. The Blight to Bright program uses existing staff and financial resources to remove the most dangerous and/or persistent issues of blight. After a site is cleared of its blight, the property is converted to its highest and best use.

**Library Renovation****ONGOING SERVICE**

In November 2017, Salem voters approved a bond that pays for upgrades to the Salem Public Library to make it safer in an earthquake, improve accessibility within and around the exterior of the building, and make other critical improvements to include replacement of Library shelving. These changes ensure the Library will continue to be a resource for the Salem community for decades to come. The City of Salem is proud to be partnering with Howard S. Wright Construction and Hacker Architects, experts in library design, on the Salem Public Library renovation. This design-build team is uniquely positioned to address the unknowns of this sizeable renovation project. The challenge is to finish the project within budget in a busy and expensive construction market, finding a structural seismic retrofit solution that doesn't adversely impact the Library space. Also, ongoing Library operations needs to be maintained during construction. This project may require a temporary move of the Salem Public Library to a new location during construction. Building construction is scheduled to begin in early 2020, and we'll reopen the library in May 2021. Follow the design and construction at [www.cityofsalem.net/library-upgrade](http://www.cityofsalem.net/library-upgrade).



**Downtown Streetscape****ONGOING SERVICE**

- Transform downtown public realm
- Make improvements consistent, cohesive, unique
- Benefit downtown businesses and properties
- Attract tourism
- Create a world-class urban environment
- Create a more livable Salem

A key element of the Plan is the creation of a consistent look and feel and to knit together/connect downtown with surrounding attractions and amenities. Implementation of the Downtown Streetscape Design will take into consideration where private investment/redevelopment is occurring, locations that improve/enhance connections between downtown, and other amenities and sidewalk conditions.

**Safe, Reliable and Efficient Infrastructure****Asset Management and  
General Obligation Strategy****ACTION UPDATE**

The Downtown Streetscape Plan provides a road-map for needed improvements. A well designed streetscape attracts residents and visitors to stop in at local businesses, promoting a vibrant downtown economy. For the Downtown Streetscape Project, the “streetscape” is the area in the public realm between private property lines or the exterior of buildings and the curb or street. The improvements will include a review and upgrade of infrastructure below the sidewalk that will support the current and future needs of downtown Salem.

Through four open houses between November 2017 and November 2018, focus groups, surveys and other outreach, the ideas that helped shape the proposed Downtown Streetscape Design Plan. Goals of the plan and the resulting improvements for downtown are to:

Properly maintained and upgraded infrastructure is key to the delivery of City services to the community, and to the City’s economic vitality. The City does not have the budget to fully address the backlog of infrastructure repairs and maintenance, nor the new investments in cultural, recreational and transportation facilities desired by the community. To better develop a clear picture of infrastructure needs for the foreseeable future and plan to meet those needs, the Finance Subcommittee of Council will continue to prepare a long-term bonding strategy that takes into account community priorities, competing infrastructure needs, funding availability, and debt policy considerations include: fire equipment, transportation infrastructure, sidewalks, water/sewer infrastructure, Civic Center deferred maintenance, park improvements, City Shops Complex, and affordable housing.

**Vehicular Congestion****ONGOING SERVICE**

- Limiting left turns during peak hours on Wallace Road NW
- Widening Taggart Drive NW approaches to Wallace Road NW
- Closing the north crosswalk at Front and Court Streets
- Providing a park and walk/bike/shuttle service at Wallace Marine Park
- Developing and implementing commute trip reduction
- Working with employers to develop and implement employee incentives to bike, walk, use transit or carpool
- Implementing downtown parking management strategies
- Installing travel time signs
- Improving guide signs leading up to and on bridges
- Improving electronic variable speed limit signs on Highway 22
- Improving response to emergencies on the bridge
- Optimizing signal timing
- Revisiting comprehensive growth management plan, and
- Convening community dialogue on acceptable travel times

Salem's growth has been accompanied by rising traffic volumes and increasingly congested roadways. In November 2017, Council approved a Task Force to reduce vehicular congestion and improve vehicular mobility. The Task Force evaluated existing conditions, reviewed past studies, and considered a wide range of options, including many proposed by community members. The implementation plan describes Task Force recommendations for local circulation, alternative modes of travel, traveler information, and other areas. Ideas for next steps have varying levels of financial impact to the City, to provide for:

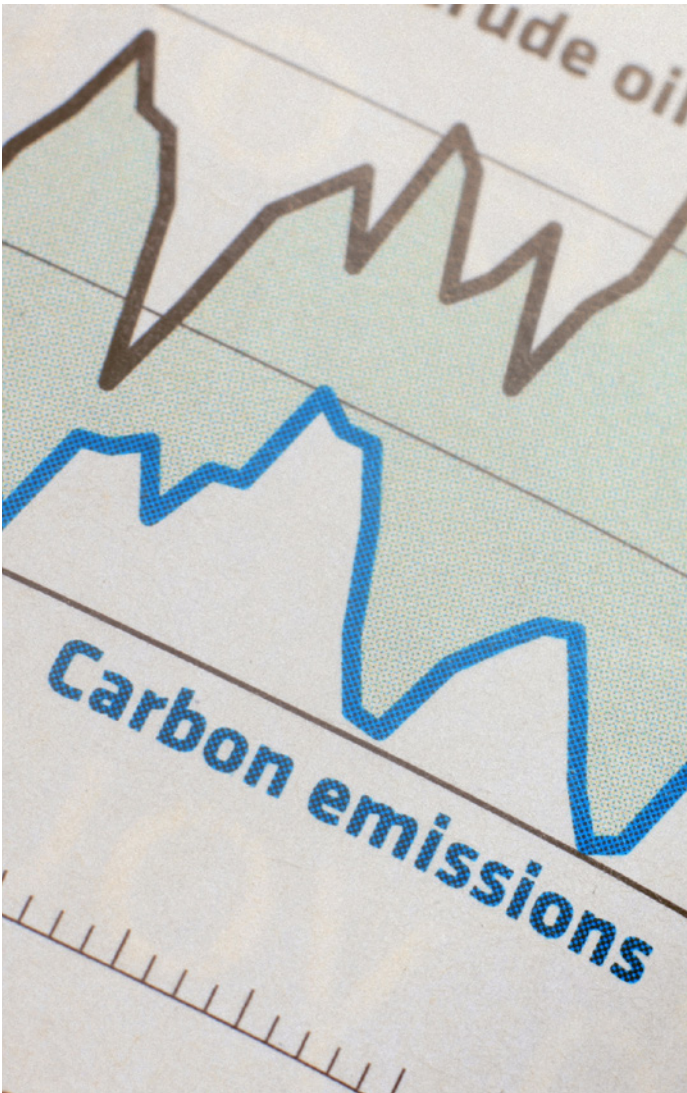
- Construction of Marine Drive
- Opening Musgrave Avenue NW east of Wallace Road NE
- Downtown circulator bus or trolley

**Natural Environment Stewardship****Environmental Action Plan****ACTION UPDATE**

Work is underway to deliver a greenhouse gas inventory, part of the City Council Policy Agenda in 2018. Once the inventory is complete, the community will have a better understanding of our current conditions and the factors that contribute to it. With the baseline data, a set of next steps to address needs can be defined and considered in the Our Salem planning effort.

**Greenhouse Gas Inventory**

**ACTION UPDATE**



Salem’s first greenhouse gas inventory is being developed as part of the Comprehensive Plan update project called Our Salem, which began in September 2018. The inventory will measure the community’s impact on the environment by examining a broad range of emissions, including those related to buildings and vehicles. Relying on existing data sources obtained through partnerships with local utility companies, state agencies, and others, the inventory will be used to help evaluate the state of the City during the first phase of the Our Salem project.



**Strong and Diverse Economy**

**Tourism Promotion Area**

**ACTION UPDATE**

A Tourism Promotion Area (TPA) would establish a 2 percent benefit assessment on gross short term room rental revenue booked within City limits, in addition to the 9 percent Transient Occupancy Tax (TOT) that is currently assessed. The revenue generated by the benefit assessment would provide additional marketing and promotional dollars to benefit Salem lodging establishments. As envisioned, the City of Salem would authorize and collect the 2 percent assessment fee for the TPA. If the TPA is approved, revenues available for marketing and promotional activities through TOT and the TPA would nearly double, to a total of \$1,852,352. Staff will return with additional information regarding the costs of administering the assessment.



## Testing the Market for High Speed Internet Downtown

ACTION UPDATE



One priority from the Strategic Plan is to explore the possibility of bringing City-provided high-speed internet to the Downtown. A consultant-led market analysis will assess the need and demand for a high-speed broadband network and free Wi-Fi Downtown. Work to estimate the market for high-speed internet Downtown is expected to be complete in 2019. If the Downtown-focused study shows City broadband is feasible, a pilot project will follow.



Good Governance

## General Fund Revenue Strategy

ACTION UPDATE

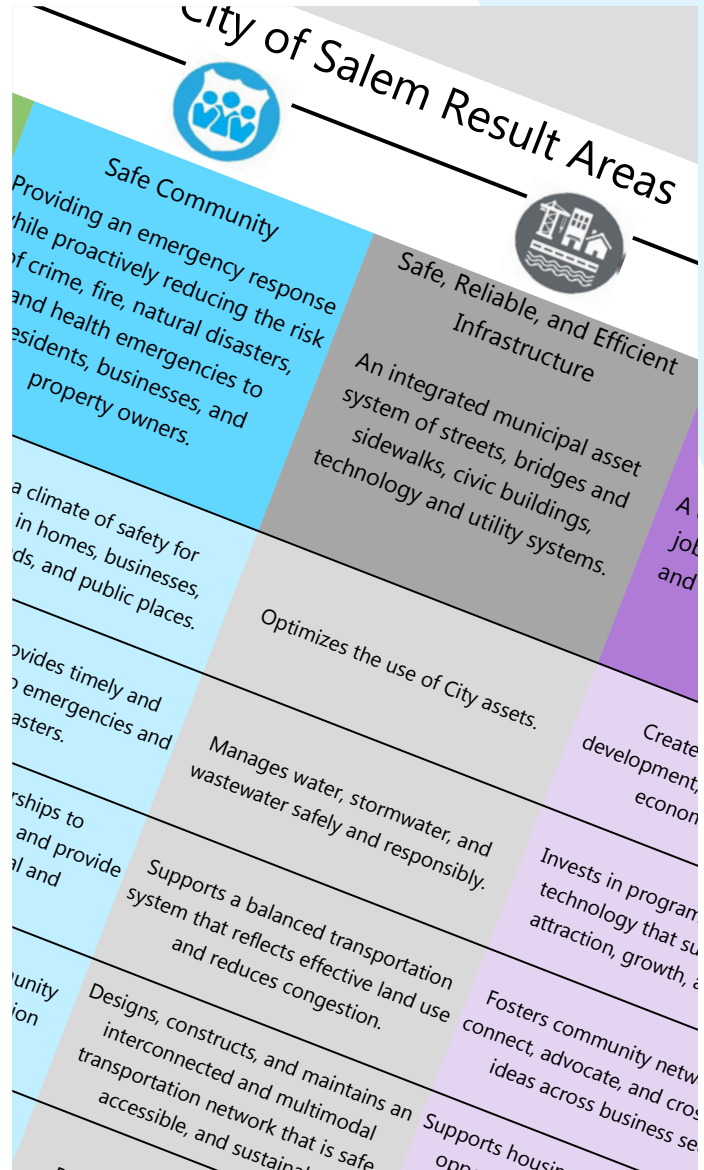
With the adoption of the FY 2019 budget, the City Council directed the City Manager to make recommendations regarding a task force that would review potential revenue options for balancing future budgets and to support services in the General Fund. The City's General Fund supports public safety, planning, code enforcement, public library, municipal court, parks and recreation, urban development, and support services that provide a citywide benefit. For these services, the City is spending more than is received in recurring revenues. Aligning recurring revenues with recurring expenditures is necessary to sustain services in the future because the City is spending down its working capital or savings account. City Council will consider whether and how to proceed with the 2018 Sustainable Services Revenue Task Force's recommendations for new revenue options to support General Fund and Transportation Fund programs at an April 2019 work session.





**Key Performance Indicators** ACTION UPDATE

As work continues on Priority Based Budgeting, there is a clear need for key performance indicators or data points that effectively demonstrate influence on a result area or progress toward an outcome that is meaningful to the community. City Council guidance on key performance indicators, as was provided by City Council on the attributes used in Priority Based Budgeting, is essential to having measures that help policymakers and the community gauge progress. The City Council’s Sustainable Services Work Group will take up this activity.



**Priority Based Budgeting** ONGOING SERVICE

Priority-based budgeting is a nationally-recognized best practice for focusing public resources on results. It provides a framework for making decisions to allocate resources to where they benefit the community most. Unlike traditional or incremental approaches to government budgeting, where the current year’s budget becomes the basis for the next year’s plan, the priority-based budgeting framework allows the City to make better resource decisions based on the relative priority of programs and services—according to our shared values—providing a new way to link budget decisions to our result areas.

# SALEM STRATEGIC PLAN-APPENDIX A

## Vision



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

## Mission



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## Values



**Opportunity:** Salem is proactive and forward-thinking.

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## GOALS AND ACTIONS



### Vision for Growth and Development

Develop a comprehensive, long-term vision for future growth and development in Salem that involves community participation.

Conduct citywide visioning process to determine the community's goals and priorities for future growth and development.

Update the Salem Area Comprehensive Plan with the results of the visioning.

### Affordable Housing, Homelessness and Social Services

- Implement a Housing First strategy to provide housing security for Salem residents.

- Accessible health and social services for Salem residents.

Create a sustainable, substantive funding stream for development of affordable housing.

Enhance neighborhood livability and resident engagement through thoughtful site selection and

design for new affordable housing: prioritize access to transit, proximity to services, and the creation of a sense of community.

Maximize resources for and coordination of local social services, and align Salem's existing social service funding with strategic initiatives.

Continue funding a program for rental assistance for homeless people.

Partner to establish a sobering and recovery center.

## Economic Development and Vibrant Downtown

- A greater survival rate for small businesses, growth of existing businesses, and attraction of new businesses.
- A vibrant Downtown with low commercial vacancy, improved public amenities, and high-quality housing that meets the needs of residents of all ages and incomes.

Explore start-up and entrepreneurial support programs, including shared workspace, incubators, maker-space, collaboration hubs, food hubs, and commercial kitchens.

Develop an airport business plan.

Explore the possibility of bringing City-provided high-speed internet to Salem.

Explore the need for and feasibility of possible new urban renewal areas on State Street, Silverton Road, and the North Waterfront areas.

Increase the use of grants to seismically retrofit Downtown buildings.

Study the feasibility of a Downtown Entertainment District.

Develop options for programming and improvements to revitalize Marion Square Park.

Research fees and penalties for long-term retail vacancies Downtown.

Explore alternative means and methods for adaptive re-use of older buildings in Downtown.

## Critical Infrastructure

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.

Develop a robust City asset management program that:

- Assesses infrastructure conditions and develops criteria for infrastructure maintenance; and
- Develops a budget process that identifies maintenance activities.

Develop a general obligation bonding strategy that includes public involvement in its development.

## Sustainable Services

Align City services and available resources and maintain fund balance for the future.

Redesign the City's budget process to incorporate the Strategic Plan and Annual Work Plan as the driver of budget priorities and resource allocation.

Define Salem's core services and identify the desired level of service the City can provide as a full-service city and the associated costs.

Explore new, additional revenue sources and review potential adjustments to fees for General Fund services to close the gap between the cost of services to be provided and available current revenues to support those services.

Explore the financial, legal, and operational feasibility of alternative methods of service delivery, such as contracting for and consolidation of services, and the creation of a service district within compression limitations.

Identify service areas where independent, programmatic audits may identify cost-saving opportunities.

## Public Transportation

A public transportation system that meets community needs.

Update intergovernmental agreement between City and Cherriots to address how Transit operates in City right-of-way.

Establish Transit Committee to advise Council on the diverse needs of the community.

Review development regulations that impact the ability of transit to provide effective service.

## Environmental Action

Prepare a community-wide environmental strategy.

Develop a Climate Action Plan that prioritizes reductions of greenhouse gas emissions in collaboration with our local utilities, State Agencies, and educational institutions.

Inventory community impact on the environment to include greenhouse gas inventory.



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