



CITY OF SALEM

STRATEGIC PLAN 2021-2026

WELCOME

MARCH 8, 2021
CITY OF SALEM, OREGON

Dear City of Salem Residents,

In 2017, the City embarked on its first strategic planning process. In the four years since we issued our initial strategic plan, we have made great progress toward our goals with the help of residents, local businesses, and community partners.

Building upon the vision for our community that was established in 2017, we have developed the next evolution of our strategic plan. With this plan, our goal is to set a course of action for the next five years (2021-2026) by establishing key priorities, selecting actions to effectively achieve those objectives, and setting up a framework to report our progress to the public.

The Strategic Plan was created over a six-month period. This plan would not have been possible without the input, insights, and feedback from our community. We are grateful for everyone's contribution to this important process, including that of City staff and management.

The planning process aimed to balance and prioritize the many issues that were identified as critical needs for the city. While this plan is the first step, the real work begins today as our City leadership and staff begin efforts to turn this roadmap into action.

Sincerely,

CHUCK BENNETT

Mayor

TREVOR PHILLIPS

City Councilor Ward 3

CHRIS HOY

City Councilor Ward 6

VIRGINIA STAPLETON

City Councilor Ward 1

JACKIE LEUNG

City Councilor Ward 4

VANESSA NORDYKE

City Councilor Ward 7

TOM ANDERSEN

City Councilor Ward 2

JOSE GONZALEZ

City Councilor Ward 5

JIM LEWIS

City Councilor Ward 8

STRATEGIC PLANNING TERMS

VISION STATEMENT

An overarching statement that describes the ideal state of our community in the future. It helps answer the questions: What are we working toward? Where do we want to go? Who do we want to be as a community?

MISSION STATEMENT

A statement of how we, as a City Government, plan to achieve to vision. It defines who we are, as well as our services and stakeholders. The mission describes what the organization does and why it exists.

VALUE STATEMENTS

Guiding principles by which we strive to work. These central tenets are the basis for the standards of behavior among City staff and leadership and reflect the expectations of the community.

CITY GOALS/RESULT AREAS

The City has identified six broad result areas that describe the major outcomes the City hopes to create through the municipal services it provides. These include: Safe Community; Welcoming and Livable Community; Strong and Diverse Economy; Safe, Reliable and Efficient Infrastructure; Natural Environment Stewardship; and Good Governance.

STRATEGIC PRIORITIES

City leaders have established five strategic priority areas that demand urgent attention and additional resources: addressing homelessness, creating community resilience, increasing equitable delivery of City services, building great neighborhoods, and taking action on climate change. These strategic priorities are based on an analysis of the City's current condition—which includes the city's strengths and challenges, resident needs, and the wider cultural, political, and natural environment within which the City operates.

STRATEGIC OBJECTIVES

Within each of the strategic priority areas, City leaders have established specific objectives to accomplish within the next five years.

STRATEGIC ACTIONS

For each strategic objective, City leaders have established activities that can be measured and tracked.

MILESTONES & MEASURES

Specific measures of progress toward the City's goals, including key milestones, activities, and outcome data.

COUNCIL POLICY AGENDA

Through its annual Council Policy Agenda, City Council members agrees on specific actions in the coming year and provides direction on aligning resources toward the Strategic Plan priorities through the City's budgeting process. Activities shown for year-one implementation will become the 2021 City Council Policy Agenda.



MISSION, VISION, AND VALUES

Our strategic plan is grounded in the City’s vision (the ideal state of our community in the future), mission (how we, as a City government, plan to achieve our vision), and values (the principles of our organization by which we strive to work).

OUR VISION IS ...

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

OUR MISSION IS TO ...

Provide fiscally sustainable and quality services to enrich the lives of present and future residents, protect and enhance the quality of our environment and neighborhoods, and support the vitality of our economy.

AS CITY PROFESSIONALS, WE ARE ...

COMMUNITY-FOCUSED We strive to provide high-quality, responsive, and equitable services that meet the needs of our community.

INCLUSIVE We are committed to ensuring equity and accessibility across city services. We are an anti-racist organization that actively fights against racism and all other forms of discrimination. Diversity is a core strength of our community and we are dedicated to creating a city where everyone—regardless of culture, race, or ability—can thrive.

PROACTIVE We are innovative, action-oriented, and focused on delivering measurable results to our community. We actively seek and use data to make well-informed decisions.

ACCOUNTABLE We act with integrity and honesty. We take responsibility for our actions and communicate with residents to ensure transparency.

RESPECTFUL We strive to create a healthy work environment based on teamwork and mutual respect.

CITY GOALS: RESULT AREAS

Salem is a full-service City. The City provides its residents with services protecting health, safety, and welfare. These include police protection, emergency services, sewage collection and treatment, garbage collection, and safe drinking water. Salem also provides planning and permitting to help manage growth, as well as economic development to support job creation and downtown development. Other services go beyond the basics to provide amenities that increase quality of life, including parks and recreation, libraries and educational programs, housing and social services, public spaces, streetscaping, and public art.

The City has identified six broad result areas that describe the major outcomes the City hopes to create through the municipal services it provides:

- Safe Community
- Welcoming and Livable Community
- Strong and Diverse Economy
- Safe, Reliable, and Efficient Infrastructure
- Natural Environment Stewardship
- Good Governance



Safe Community

Salem provides emergency services while proactively addressing the impact of crime, fire, natural disasters and health emergencies to residents, businesses, and property owners.

Summary of City Services

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

Supporting City Departments

Police

Fire

Municipal Court

Community
Development

Public Works



Welcoming and Livable Community

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

Summary of City Services

To ensure Salem residents have access to parks, recreation, and historic and cultural opportunities, we're actively working with our community today to build a long-term vision for future growth and development, 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.

Supporting City Departments

Community Development

Public Works

Urban Development

City Manager's Office



Natural Environment Stewardship

Salem protects natural resources including healthy streams and the Willamette River, and works to reduce impact from the built environment and City operations on our environment.

Summary of City Services

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

Supporting City Departments

Public Works

Community Development

Urban Development

and changes; incents Brownfield clean up and development; invests in energy efficient operations; and plans for resiliency of services to our community.



Safe, Reliable, and Efficient Infrastructure

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

Summary of City Services

Salem owns and operates a valuable network of infrastructure including buildings, streets, pipes, dams, properties, parking garages, recreation facilities, airport runways and taxiways, and equipment. Our current Capital Improvement Program identifies \$208 million in infrastructure construction projects, with 86.2 percent of the project funding dedicated to the City's utility and transportation system. A large number of critical infrastructure projects are known—most are listed in the City's infrastructure master plans—but are not yet funded. In addition to the needs of existing infrastructure, the City needs to provide for new residents as the community grows and changes.

Supporting City Departments

Public Works

Community Development

Urban Development

Information Technology



Strong and Diverse Economy

Salem supports a diverse economic base, robust job growth, business retention and recruitment, and a thriving downtown.

Summary of City Services

Salem is home to a wide range of industries and private employers. As the state's capital, the local economy is relatively stable with strong agricultural production, manufacturing, and distribution. The addition of high tech to the local economy has provided steady growth. Major employers, in addition to government and Salem Health, include Kettle Foods, Garmin, Yamasa, West Salem Machinery, Gilgamesh Brewing, and Amazon. In economic development and job

Supporting City Departments

Urban Development

Community Development

Public Works

creation, our role is to provide infrastructure and development services, support the area’s business climate, and promote programs, services, and economic incentives offered by the City of Salem and Urban Renewal Agency. We leverage these funds and work with economic development partners and the development community to actively promote investment in our community.



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.

Summary of City Services

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

Supporting City Departments

City Manager’s
Office

Information
Technology

Human Resources

Finance

Legal

STRATEGIC PRIORITIES

Within the overarching framework of the City’s goals and result areas, City Council has established five strategic priority areas that demand urgent attention and additional resources over the next five years.

- Addressing homelessness
- Creating community resilience
- Increasing equitable delivery of city services
- Building great neighborhoods
- Taking action on climate change

These priorities were developed in response to the city’s current condition—including the city’s strengths and challenges, resident needs, and the wider cultural, political, and natural environment within which the City operates.

Each year, the Council will provide policy direction and develop a set of specific actions designed to move the City towards achieving each objective outlined below. These actions are contained in the annual Council Policy Agenda.

1. Addressing Homelessness

CRISIS RESPONSE

Develop a crises response process and regional network of resources to ensure that all unhoused individuals are safe, respected, and connected with appropriate services.

HOMELESSNESS PREVENTION

Develop a long-term, regional strategy to address upstream factors that increase homelessness with the goal of eliminating homelessness by 2050.

AFFORDABLE HOUSING EXPANSION

Ensure an adequate supply of housing that is affordable and accessible for current and future generations, with a focus on providing housing options that can reduce incidence of homelessness.

SUPPORTS

Welcoming and Livable Community



Public Safety



2. Creating Community Resilience

BUSINESS SUPPORT

Support the local economy and the Downtown district by reducing the impacts of COVID-19 on local businesses.

JOB CREATION

Reduce local unemployment rate and increase the number of living-wage jobs within the city.

EMERGENCY RESPONSE

Strengthen emergency response by ensuring adequate funding for public safety efforts (including EMS/911 Dispatch and the Fire Department) and supporting community preparedness efforts.

SUPPORTS

Strong and Diverse
Economy



Public Safety



3. Increasing Equitable Delivery of City Services

DIVERSITY, EQUITY, AND INCLUSION

Ensure that City services are provided equitably to all residents.

SERVICE ACCESSIBILITY

Increase accessibility of key City services by providing online options and extending services to underserved residents.

FINANCIAL STABILITY

Strengthen the City's long-term financial position to ensure ongoing provision of core services to all residents.

COMMUNITY-ENGAGED POLICING

Increase police engagement with all communities within the city to enhance crime prevention and to facilitate trust when a police response is required.

SUPPORTS

Good Governance



Welcoming and
Livable Community



4. Building Great Neighborhoods

NEIGHBORHOOD DEVELOPMENT

Increase the number of “complete neighborhoods” across the city that provide convenient access to jobs, services, and amenities that meets residents’ daily needs.

PARKS AND RECREATION FACILITIES

Develop, enhance, and expand parks and recreational facilities—and access to these amenities—to better serve residents of all ages, abilities, and cultures.

BIKE AND PEDESTRIAN SAFETY

Increase the safety of walking and biking within the city by prioritizing construction and maintenance of pedestrian and bicycle facilities.

SUPPORTS

Welcoming and
Livable Community



Safe, Reliable, and
Efficient
Infrastructure



5. Taking Action on Climate Change

GREENHOUSE GAS REDUCTION

Reduce the city’s greenhouse gas emissions.

RESILIENCE

Increase the city’s resilience to climate change.

SUPPORTS

Natural
Environment
Stewardship





YEAR ONE STRATEGIC PLAN ACTIVITIES: 2021-22

COUNCIL POLICY AGENDA

For each objective listed below, City leadership has determined selected key activities to carry out during the 2021-2022 fiscal year. For each activity, the City’s primary roles are noted:

- **DOER:** The City’s primary role is to execute the activity.
- **PARTNER:** The City’s primary role is to partner with external parties and/or provide funding to support the activity.
- **CONVENER:** The City’s primary role is to bring together external parties to advance the activity via collaboration.

1. Addressing Homelessness



Objective	Year One Activity	City Role	Milestones & Measures
CRISIS RESPONSE Develop a crises response process and regional network of resources to ensure that all unhoused individuals are safe, respected, and connected with appropriate services.	A Coordinate collaboration among City, non-profits, and other entities that provide crises response, immediate support, and impact mitigation across the region.	CONVENER/DOER	<ul style="list-style-type: none"> • Number of regional crises response partners
	B Continue pursuing a housing-first model by developing additional small transitional housing options (tiny home villages, supervised tent camps, etc.).	DOER/PARTNER	<ul style="list-style-type: none"> • Increase in total capacity of transitional housing
	C Explore options and make a policy decision on whether to implement a CAHOOTS-style first-responder model.	DOER	<ul style="list-style-type: none"> • Policy decision made

Objective	Year One Activity	City Role	Milestones & Measures
HOMELESSNESS PREVENTION Develop a long-term, regional strategy to address upstream factors that increase homelessness with the goal of eliminating homelessness by 2050.	D Play a lead role in developing an action plan for the regional Mid-Willamette Valley Homeless Alliance strategic plan.	CONVENER	<ul style="list-style-type: none"> Action plan developed
	E Participate in regional efforts to address gaps in shelter beds, including the need for low-barrier shelters.	PARTNER/DOER	<ul style="list-style-type: none"> Increase in the number of shelter beds across the region
	F Identify a funding strategy, in collaboration with regional partners, to break ground on a navigation center in the Salem area.	PARTNER/DOER	<ul style="list-style-type: none"> Funding strategy and subsequent action steps identified
AFFORDABLE HOUSING EXPANSION Ensure an adequate supply of housing that is affordable and accessible for current and future generations, with a focus on providing housing options that can reduce incidence of homelessness.	G Guided by the Our Salem plan, update the housing needs analysis to identify local needs and gaps.	DOER	<ul style="list-style-type: none"> Housing needs analysis updated
	H Identify opportunities to create additional permanent supportive housing through urban renewal, incentives, and other regional resources.	DOER/PARTNER	<ul style="list-style-type: none"> Increase in the number of permanent supportive housing units in the City

2. Creating Community Resilience



Objective	Year One Activity	City Role	Milestones & Measures
BUSINESS SUPPORT Support the local economy and the Downtown district by reducing the impacts of COVID-19 on local businesses.	I Finalize the Economic Development Strategy for equitable, post-COVID relief and begin implementing year-one activities to support local businesses.	DOER	<ul style="list-style-type: none"> Economic Development Strategy finalized
	J Continue to support local businesses by allocating COVID-19 funds in a methodical, planned way, prioritizing businesses most affected by closures.	DOER	<ul style="list-style-type: none"> COVID-19 funding allocation level
	K Identify regulations that may prohibit small businesses from expanding and growing within the city. (Use feedback from small business community.)	DOER	<ul style="list-style-type: none"> Regulations and subsequent action steps identified
JOB CREATION Reduce local unemployment rate and increase the number of living-wage jobs within the city.	L Finalize the Economic Development Strategy and begin implementing year-one activities that focus on job creation.	DOER	<ul style="list-style-type: none"> Economic Development Strategy finalized

Objective	Year One Activity	City Role	Milestones & Measures
<p>JOB CREATION Reduce local unemployment rate and increase the number of living-wage jobs within the city.</p>	<p>M Partner with the school district, area colleges, and our workforce partners to continue to strengthen and expand technical training, apprenticeships, and mentoring for those entering the workforce and those in the workforce.</p>	<p>PARTNER</p>	<ul style="list-style-type: none"> • Increase in number of partnerships
<p>EMERGENCY RESPONSE Strengthen emergency response by ensuring adequate funding for public safety efforts (including EMS/911 Dispatch and the Fire Department) and supporting community preparedness efforts.</p>	<p>N Begin preparations to issue a bond in 2022 to replace aging fire apparatus and equipment. This includes a review by the Council Finance Committee, seeking Council approval in early 2021, and performing community outreach.</p>	<p>DOER</p>	<ul style="list-style-type: none"> • Council discussion and decision on 2022 bond strategy
	<p>O Continue to work with partners to expand the reach of community preparedness education through the Resiliency Task Force.</p>	<p>DOER, PARTNER</p>	<ul style="list-style-type: none"> • Community emergency preparedness survey rating

3. Increasing Equitable Delivery of City Services



Objective	Year One Activity	City Role	Milestones & Measures
DIVERSITY, EQUITY, AND INCLUSION Ensure that City services are provided equitably to all city residents.	P Develop and begin implementing a plan to achieve a representative workforce within the City that better reflects the diversity of the community we serve.	DOER	<ul style="list-style-type: none"> Plan developed
	Q Increase service-related information that is available in languages other than English.	DOER	<ul style="list-style-type: none"> Reduction in English-only information
	R Develop an implementation plan based on DEI-related recommendations from the Human Rights Commission and City Council resolutions condemning racism.	DOER	<ul style="list-style-type: none"> Implementation plan developed
SERVICE ACCESSIBILITY Increase accessibility of key City services by providing online options and/or extending services to underserved residents.	S Evaluate which City services could be accessed virtually and begin implementing an equitable, unified solution for resident access to online services.	DOER	<ul style="list-style-type: none"> Evaluation complete Percent of services accessible online
	T Update the City website to improve the customer and user experience.	DOER	<ul style="list-style-type: none"> Website updated

Objective	Year One Activity		City Role	Milestones & Measures
SERVICE ACCESSIBILITY Increase accessibility of key City services by providing online options and/or extending services to underserved residents.	U	Finalize the Library Strategic Plan and begin implementing year-one activities related to enhancing access to library resources. This plan will address opportunities to extend services to underserved areas, which may include additional branch libraries or other extension options.	DOER/CONVENER/PARTNER	<ul style="list-style-type: none"> Library Strategic Plan finalized
	V	Improve the customer service experience at City Hall.	DOER	<ul style="list-style-type: none"> Customer Service Center opened Resident rating of customer service
FINANCIAL STABILITY Strengthen the City’s long-term financial position to ensure ongoing provision of core services to all residents.	W	Pursue opportunities to decrease expenses by identifying non-core services that could be provided by non-profits or otherwise outsourced.	DOER	<ul style="list-style-type: none"> Annual City expenses
	X	Identify opportunities to increase revenue needed to deliver core services, including a potential payroll tax, fee study, and insourcing.	DOER	<ul style="list-style-type: none"> Annual City revenues

Objective	Year One Activity		City Role	Milestones & Measures
COMMUNITY-ENGAGED POLICING Increase police engagement with all communities within the city to enhance crime prevention and to facilitate trust when a police response is required.	Y	Complete the Police Performance Audit, evaluate recommendations, and develop an implementation plan.	DOER	<ul style="list-style-type: none"> • Police Performance Audit complete • Implementation plan complete
	Z	Create a strategic plan for the Police Department to more effectively meet resident expectations and actively address issues related to community trust and engagement.	DOER/CONVENER	<ul style="list-style-type: none"> • Police Strategic Plan complete

4. Building Great Neighborhoods



Objective	Year One Activity	City Role	Milestones & Measures
NEIGHBORHOOD DEVELOPMENT Increase the number of “complete neighborhoods” across the city that provide convenient access to jobs, services, and amenities that meets residents’ daily needs.	AA Finalize the Our Salem plan and begin implementing year-one activities related to Neighborhood Development.	DOER/PARTNER	<ul style="list-style-type: none"> Our Salem plan complete
	AB Emphasize Council collaboration with neighborhood associations and community organizations to increase resident engagement.	DOER/PARTNER	<ul style="list-style-type: none"> City Council attendance at neighborhood association meetings

Objective	Year One Activity	City Role	Milestones & Measures
<p>PARKS AND RECREATION FACILITIES Develop, enhance, and expand parks and recreational facilities—and access to these amenities—to better serve residents of all ages, abilities, and cultures.</p>	<p>AC Finalize the Our Salem plan, update the Parks System Master Plan, and begin implementing year-one activities related to Parks and Recreation facilities.</p>	<p>DOER/PARTNER</p>	<ul style="list-style-type: none"> • Our Salem Plan complete • Parks System Master Plan developed
<p>BIKE AND PEDESTRIAN SAFETY Increase the safety of walking and biking within the city by prioritizing construction and maintenance of pedestrian and bicycle facilities.</p>	<p>AD Finalize the Our Salem plan, update the Bike/Walk Salem Plan, and begin implementing year-one activities related to bike and pedestrian safety (including sidewalk maintenance).</p>	<p>DOER</p>	<ul style="list-style-type: none"> • Our Salem Plan complete • Bike/Walk Salem Plan updated

5. Taking Action on Climate Change



Objective	Year One Activity		City Role	Milestones & Measures
GREENHOUSE GAS REDUCTION Reduce the city's greenhouse gas emissions.	AE	Finalize the Climate Action Plan, evaluate recommendations, and develop an implementation plan.	DOER	<ul style="list-style-type: none"> Climate Action Plan complete
RESILIENCE Increase the city's resilience to climate change.	AF	Finalize the Climate Action Plan, evaluate recommendations, and develop an implementation plan.	DOER	<ul style="list-style-type: none"> Climate Action Plan complete

POTENTIAL FUTURE ACTIVITIES

1. Addressing Homelessness

- Open a navigation center with local partners within the next 1-2 years
- Open a sobering center with local partners within the next 2-5 years
- Implement a CAHOOTS-style first-responder model (pending Year One decision) within the next 1-2 years
- Implement regional activities outlined in the Mid-Willamette Valley Homeless Alliance action plan
- Explore funding options to establish a dedicated staff position to support and coordinate the City's efforts to reduce homelessness
- Explore the option of establishing social work positions within current City services
- Guided by the Our Salem plan housing needs analysis, take steps to fill identified gaps in affordable housing

2. Creating Community Resilience

- Continue efforts to support post-COVID business recovery
- Continue to implement activities outlined within the Economic Development Strategy
- Reduce or restructure regulations that may prohibit small businesses from expanding and growing within the city
- Complete the Airport Master Plan to determine how the airport can best support economic development
- Issue a bond in 2022 to replace aging fire apparatus and equipment (pending Year One decision)
- Explore and implement selected options (potentially including the establishing a dedicated revenue source) to increase public safety funding in order to ensure appropriate staffing levels and resources for police, fire and emergency response efforts
- Review and implement recommendations from the City's Resiliency Task Force to increase the community's ability to respond to natural disasters

3. Increasing Equitable Delivery of City Services

- Provide training on diversity, equity, and inclusion to all City staff
- Perform equity analysis of key City services
- Expand translation and interpretation services
- Update City applications, documents, and data management systems to provide non-binary and gender neutral designation options for residents
- Explore funding options to establish a dedicated staff position to support and coordinate the City's efforts related to diversity, equity, and inclusion
- Gathering information via public outreach to better understand the location and needs of underserved communities
- Continue to implement activities outlined within the Economic Development Strategy
- Digitize City records to ensure easier access by City residents
- Continue efforts to expand City services that can be offered virtually
- Upgrade or replace underlying technology systems (including the City's Enterprise Resource Planning system) that support the delivery of core City services
- Address outstanding deferred maintenance on City infrastructure (including the Civic Center) that may impact residents and/or service delivery
- Implement select options (which potentially include a payroll tax, fee study, and insourcing) to increase revenue needed to deliver core services (pending Year One decision)

4. Building Great Neighborhoods

- Continue implementing activities outlined within the Our Salem plan
- Determine strategy to ensure sustainable maintenance of current City parks
- Continue implementing activities outline within the Parks System Master Plan
- Continue implementing activities outlines within the Bike/Walk Salem Plan

- Develop a roadmap for Neighborhood Associations to establish City roles and responsibilities and increase resident participation

5. Taking Action on Climate Change

- Begin implementing activities outlined within the Climate Action plan