



Legislative Committee

City Manager's Office, Room 220, Conference Room
Streaming live on Salem Public Meeting YouTube Channel
September 8, 2023, 11:00 a.m.-Noon

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PARTICIPANTS

Committee Members

Mayor Chris Hoy, Chair; Councilor Stapleton, Councilor Vanessa Nordyke, and Councilor Trevor Philips. Councilor Linda Nishioka is an alternate member.

Staff

Justin Martin, Perseverance; Courtney Knox Busch, City Manager's Office; Tiffany Corbett Enterprise Services; Josh Eggleston, Finance; Greg Hadley, Fire; Eunice Kim, Community Development; Sara Long, Urban Development; Michele Bennett, Human Resources; Jason Pulley, Public Works; Tammi Starrs, Public Works; Treven Upkes, Police; Julie Warncke, Public Works; Marc Weinstein, Legal; and Ryan Zink, Franchise

AGENDA

1. Welcome and Call to Order
2. Updates and Information Sharing
 - a. Legislative Updates
 - Justin Martin, Perseverance Strategies
 - Mark Dedrick and Terry Heubert, Summit Strategies
3. Discussion
 - a. Policy Priorities
 - 2024 Legislative Policy Statements
 - Other policy priorities
 - b. Project Priorities
 - c. Next Steps
4. Adjourn

Interested persons may view the meeting online on [YouTube](#). Please submit written comments on agenda items, or pre-register to provide Public Comment on items not on the agenda, by 5 p.m. or earlier one day prior to the day of the meeting at cbusch@cityofsalem.net

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City of Salem

Brainstorming: Federal and State Agenda 2024

Funding and Policy Priorities

Federal Priorities

Water Infrastructure

- Bridge access to water treatment plant at Geren Island: \$5 million (Federal BRIC planned for submission in January 2024)
- Center Street Water Line: \$8 million (revised estimate). In 2024-25, ODOT is moving forward with its seismic reinforcement of the Center Street bridge over the Willamette River. Salem's water line crosses the River under the bridge.
- Upper Bennett and Lower Bennett Dams: \$25 million. This project impacts Salem's water intake and could be an opportunity for future funding with NOAA funds available for fish passage, Bureau of Reclamation, and/or Santiam Water Control District.

Bicycle and Pedestrian Infrastructure, safety for all modes

- Safe Pedestrian Crossings, Bicycle Infrastructure. Continue seeking funding through programs like Safe Routes to School, All Roads Transportation Safety, and congressionally directed spending
- Maple/Winter Bikeway. This \$20 million project is scale-able and may be best suited as a focus for the north end connection. The north end section from Cherry to MLK Parkway: \$6 million.
- South River Road Slide Mitigation: \$20 million (State funding opportunity; Federal PROTECT planned for submission in August 2023)

Parks Infrastructure

- Boardwalks for beavers - Coexisting with beaver within Minto-Brown Island Park (conversion of paved paths to boardwalks consistent with the park master plan)
- Park path rehabilitation. Continue to seek funding for parks paths and trails system-wide, bond funds could serve as match

Potential future funding opportunities

- 2025: Pedestrian overcrossing at Highway 22, after refinement plan is complete
- 2025: Waller Dam feasibility study (State Grant Opportunity)
- 2027: Kuebler multi-modal safety project between to improve safety by adding bicycle infrastructure between I -5 and the Mill Creek Corporate Center, specifically at the bridges over Mill Creek and UPRR

Policy Areas

- Siting US CIS Office on McGilchrist
- Rental Assistance Demonstration Projects for housing authorities (changing "demonstration" nature of the fund source)
- Behavioral health support (such as more funding to Federally Qualified Health Center, Northwest Human Services)
- Medicare/Medicaid reimbursement eligibility for our support services to our unsheltered community
- Greater flexibility with CDBG (timelines for projects and/or restrictions on use so can get funding to social services)

- Expand available funding sources for Public Education Government access eligible services to account for changes in use of cable television to streaming. Consider a Adding streaming services to PEG framework and franchising.
- Restore tax-exempt bonds advanced refunding's: <https://www.gfoa.org/advance-refunding-overview>
- Maintain the State and Local Taxes (SALT) deduction for taxpayers - <https://www.gfoa.org/salt>
- Funding for more officers, larger COPS grants to cover cost of officers at local market salaries; more capacity for procedural justice and community policing
- Support efforts to fully fund ~~Better fund the~~ Land and Water Conservation Fund – a portion of the annual LWCF ~~revenues-appropriations~~ are allocated to States, then (some funds) are dispersed through OPRD to qualified local projects. ~~eligible local applications through a competitive grant program.~~ Grants are available to either acquire land for public outdoor recreation or to develop basic outdoor recreation facilities. The well-established process is underfunded and highly competitive, resulting in about \$4 million available to Oregon communities annually. Salem used these grants in 70s and 80s to enhance and grow our park system. No grants were awarded to Salem in 90s and two were awarded in 00s.

State Priorities

Sheltering Programs

- Sustain sheltering program (\$9 million annually)
- Navigation Center (\$2.1 million annually)

Bicycle and Pedestrian Infrastructure, safety for all modes

- Study extension of WES passenger rail Wilsonville to Salem

Parks Infrastructure

- Peace Plaza public square (\$2 million, one-time)
- Park path rehabilitation. Continue to seek funding for parks paths and trails system-wide, bond funds could serve as match

Policy Areas

- Support Towing Association in effort to capture cost of future recreational vehicle demolition (HB 3556, 2023 Session)
- Payment in lieu of taxes
- Protect/stabilize/increase/replace gas tax revenue

POSSIBLE FUNDING PRIORITIES for State and Federal agenda

Other Ideas, Candidates for Grants (Capital and Program)

Transportation

- Rail study and design for Front Street Rail improvement, for mixed-use redevelopment of west and east side of Front Street with safety improvements to ensure future commuter rail use of the corridor
- Funding to construct street improvements on State Street from 17th to 25th Street to complete the State Street Corridor vision (estimated \$10-\$15 million)
- Marine Drive
- Funding to develop conceptual plans for key east-west and north-south bicycle and pedestrian corridors (estimated \$200,000 per corridor, with corridors to be designated during Transportation System Plan update)
- Pedestrian Crossing Improvements (as a systemic project; about \$500,000 for one crossing; we know of 150 locations)
- Green paint for bike lanes, 110 locations citywide (estimated about \$2 million)
- Salem Industrial Drive – Extension from Bill Frey Drive to Hyacinth with multi-use path connection along southwest side of Hyacinth to MLK Parkway; tied to development, possible URA funds for future match
- Bike/ped facility for Portland road; URA funds as future design and construction match
- 25th Street SE – Multi-use path from Mission to Madrona along airport frontage

Water/Wastewater

- Transmission line at Geren Island: \$60-70 million
- West Salem Wastewater Pump Station: \$28 million

Parks/Natural Spaces

- Fairgrounds Area Park Property Acquisition (PN 723409)
- Dock enhancement/replacement at Riverfront and Wallace
- Minto-Brown Island Park Restoration Priorities
 - Invasive species removal: Oxbow Slough Restoration/Ludwigia treatment – build upon the [progress we've made in Willamette Slough](#)
 - Supplemental funding for Minto Island Conservation Area Phase III restoration
 - Restoration of cherry orchard area
 - Restoration of front meadows

Cybersecurity/Information technology/Innovation

- Cybersecurity
- Replacing aging and obsolete technology and systems (particularly in public safety)
- Enterprise Resource Planning tool replacement (partially bond-funded, software selection anticipated by July 2024)
- Smart Cities initiatives
- Using data for decision-making

Resiliency

- Generators for (possible) resiliency hubs
- Generator for Airport

Public Safety

- Join larger crime analysis and data gathering studies

Submitted

- McGilchrist culverts on west fork of Pringle Creek: \$4 million (USDOT)
- Clark Creek at Ratcliff Drive: \$3.1 million (USDOT)
- Build a more [resilient and equitable tree canopy: \\$9 million](#) (USDA Forest Service Urban & Community Forestry Grants program)
- Airport Terminal enhancements for passenger experience (original ask: \$3.06 CDS; \$3.06 million for CPF)
- (Through PGE) EV Charging Infrastructure
- Safe Streets for All ([Vision Zero, 20 is Plenty](#)): \$3.5 million (July 2023)

Planned to Submit

- Energy Efficiency and Conservation Block Grant Funding: \$214,750 (non-competitive grant or voucher application)

2024 Legislative Policy Statements

Standing Principles: Cities are responsible for solving day-to-day public problems and responding directly to the needs of their residents. City officials should be allowed flexibility to exercise the full range of their local decision-making authority to make appropriate decisions for their communities. Because cities must determine their priorities and set their budgets through public process that reflects local choices and priorities, Salem opposes legislation that creates unfunded state mandates, increases existing costs or reduces current revenues to local governments, restricts local revenues, or otherwise preempts local government authority. Salem supports revenue reform that provides budget stability for municipalities and better enables cities to meet the service demands of the community.

Positions on Similar Bills: To make the most efficient use of staff, Legislative Committee and Council time, the City Council allows legislative positions and priorities approved by the City Council during the course of the Legislative Session to apply to future bills with substantially similar language and intent during the same Legislative Session.

Policy Areas

Economic Development: The ability of cities to provide municipal services and maintain community viability depends on a healthy local economy. Cities need economic development tools that assist in maintaining, expanding, and diversifying local economies. These tools must include appropriate state infrastructure financing programs and flexible local options.

- **Mill Creek Infrastructure:** Support continued State investment in the Mill Creek Corporate Center, which would make available much needed industrial land for future development and regional job creation.
- **Job Creation and Incentive Programs:** Oppose cuts to, or elimination of, Business Oregon's economic development programs that create and retain jobs. Oppose legislation that would include these or other similar local sources as "funds of a public agency" or alter the minimum threshold for prevailing wage requirements (on projects of more than \$750,000 in value).
- **Enterprise Zones:** Renew and preserve existing Enterprise Zone authority in order to maintain the program's effectiveness as a tool for cities to encourage business recruitment and expansion.
- **Opportunity Zones:** Support the State-designated opportunity zones via the federally designated program, and the continued linkage of State capital gains tax provisions to the federal provisions to incentivize redevelopment opportunities.
- **Urban Renewal:** Preserve urban renewal statutory authority in order to maintain the State-wide program as a tool for cities to encourage business recruitment

and retention through capital infrastructure investments. Oppose legislation which may hinder municipal appointment and decision-making authority in matters related to use of urban renewal.

- **Redevelopment of Abandoned, State Owned Properties:** Support legislation that encourages the speed of redevelopment of the North Campus, Hillcrest Youth Correctional Facility, and other surplus State-owned properties, including providing funding for selected demolition of buildings and site preparation for potential redevelopment to enhance both the livability and economic vitality of adjoining neighborhoods.
- **Economy:** Oppose cuts that disproportionately affect Salem's State workforce, or programs and services that disproportionately affect Salem businesses and residents.
- **Salem Municipal Airport:** Preserve our local municipal airport through supporting activities which allow for increased revenue options and/or grant opportunities.
- **Commercial Air Service:** Supporting commercial aviation service and funding opportunities consistent with Council direction regarding commercial air service at Salem Municipal Airport.
- **Brownfields Redevelopment Proposal:** Support and participate in developing legislation that encourages assessment, cleanup and re-use or redevelopment of brownfields and other underutilized sites, including incentives for cleaning up and redeveloping brownfield properties.
- **Statewide Infrastructure Funds:** Support capitalization of the Special Public Works Fund and programs to provide municipalities with the incentives necessary to make industrial sites ready for development.
- **Infrastructure Investment:** Support increased state investment in local water, wastewater, stormwater, transportation, and parks infrastructure to reduce local costs and expedite construction of necessary facilities.
- **Oregon Industrial Site Readiness and Assessment Programs:** Support program implementation and funding to advance industrial sites to market-ready status and create traded sector jobs, and of grant funding to bring regionally significant industrial lands to market-ready status.

Finance, Revenue and Cost of Service: Cities continue to experience substantial difficulty in maintaining basic services and meeting the service demands of their residents, despite the slow but steady economic growth at state and national levels. Residents desire quality services and deserve to have tax dollars spent efficiently and effectively on services they deem most important. City officials must be allowed to work with their communities to determine revenue sources and service priorities.

- **COVID-19 Recovery Resources.** Support the equitable distribution of recovery resources to ensure recovery of our community, its residents, and its businesses. Oppose re-allocation of State funding, including state-shared revenues, that may

further jeopardize existing municipal programs and services, hindering our recovery.

- **Property Tax Reform:** Support the League of Oregon Cities' efforts to mitigate the tax inequities and negative fiscal impacts created by Measures 5 and 50.
- **State Shared Revenues:** Oppose any effort that violates the historic agreement between the State and local governments regarding shared revenues from liquor, cigarettes, marijuana, and 9-1-1 taxes.
- **Preemption of Local Government Taxing Authority:** Oppose legislation that restricts or pre-empts local decision making and local control over revenues, including urban renewal. Maintain local government authority to adopt revenue raising measures.
- **Modification of the Tax Structure:** Encourage and participate in efforts to evaluate changes to Oregon's current tax structure. Local government should be at the table to protect local interests.
- **Municipal Tax-Exempt Bonding: Protect municipal tax-exempt bonds and maintain the local government's ability to issue tax-exempt debt.**
- **Diversify transportation funding to support efficient and effective operations and maintenance of existing infrastructure. Support state and local efforts to raise available funding for transportation system maintenance, in response to reduced revenue potential from gas tax tied to use of higher mileage vehicles, shift to electric vehicles, and changes in work commute patterns.**
- **System Development Charges:** Oppose attempts to limit or otherwise dilute the ability of cities to charge system development fees that fund infrastructure improvements for community growth and to mitigate deficiencies created by future growth.
- **Public Contracting Policy:** Oppose legislation that restricts local authority in public contracting policy. Support legislation that preserves the right of local government to select most appropriate service delivery method.
- **Public Records Requests and Responses.** Oppose legislation which creates unreasonable public records request response timelines, caps fees or limits recovery of expenses associated with records requests, increases the City's defensible cost to produce or retain the public record, or expands the definition of public records.

Human Resources: Personnel-related expenses account for a substantial portion of municipal expenditures. Cities should be given broad discretion to manage their work forces.

- **Employee Benefits:** Oppose legislation that requires specified benefit levels for public employees, eliminates or reduces the City's ability to continue to provide a self-insured health plan or requires the City to enter into a broad health insurance pool.

- **Managements Rights and Collective Bargaining:** Oppose legislation that broadens the scope of bargaining unit membership, mandates or guarantees staffing or scheduling levels. Oppose legislation that requires mid-term bargaining to be subject to binding arbitration or increases the scope of binding arbitration. Support efforts to provide cities with broad latitude to provide services and programs in the most efficient and cost effective manner.
- **Workers' Compensation:** Oppose legislation that erodes exclusive remedy protections; or increases benefit levels for public employees; or mandates certain illness to be presumptive and narrows self-insured rights of public employers.
- **Liability:** Oppose legislation that erodes Oregon Tort Claims Act, increases employer liability and legal defense costs, or narrows recreational or discretionary immunity.
- **Personnel Administration:** Oppose legislation that creates duplicate regulations currently mandated by federal legislation. Support legislation to streamline and clarify current contradictory legislative mandates.

Land Use: A core function of cities is planning for, managing and protecting land use and municipal services within their borders. These fundamental activities are frequently the subject of considerable community interest and are undertaken within an increasingly complex array of state and federal laws governing land use and environmental protection.

- **Local Planning Priorities:** Oppose measures that limit or pre-empt local authority to plan for and manage land uses or that hinder local decision-making in land use matters. Support measures that increase funding and other support for local planning activities, and support measures that align with land use priorities that have been established locally.
- **Annexation:** Support legislation that removes the difficulties of annexing property to create a logical and efficient City boundary supportive of urban growth, and oppose legislation that creates additional barriers to achieving land use goals under existing annexation laws—particularly in unincorporated urbanized areas located outside of city limits but within urban growth boundaries. Preserve local annexation authority and oppose measures that would be contrary to our City Charter, which emphasizes voter approval of proposed annexations.
- **Historic Preservation:** Oppose measures that limit, dilute, or pre-empt local authority to protect our historic resources. Support legislation that preserves local authority to protect our historic resources and programs that provide municipalities with additional incentives to assist with the development and implementation of our Historic Preservation Program.

Public Safety: City officials are best positioned to direct emergency response efforts that reflect community values and standards to ensure public safety within their boundaries. To achieve this, cities need adequate resources, tools and authority.

- **Public Safety Answering Points (PSAP):** Oppose legislation that pre-empts the authority of a municipality to select its own PSAP (9-1-1 center) and forces state-mandated, regional consolidation of existing PSAPs.
- **Interoperability:** Support cost effective solutions that leverage partnerships to achieve interoperability within the public safety communications system.
- **Technology and Equipment:** Support legislation that will enable police agencies to retain data gathered from electronic devices for a sufficient amount of time to investigate and solve crimes, especially body-worn cameras. Oppose legislation that eliminates the option for cities to receive equipment from federal agencies that will increase the ability to protect residents. Oppose body camera legislation that creates unreasonable demands on city resources for required data retention and records requests.
- **Mental Health Services:** Support increased resources across the state for persons with mental health issues and those who assist them, particularly in crisis situations.
- **Oregon Resilience Plan:** Support the implementation of an ongoing, long-term resilience plan aimed at reducing risk and improving recovery from a major seismic event.
- **Hazardous Materials Transportation:** Support continuation of requiring enhanced reporting of hazardous materials transportation by rail, and funding for first responder training and equipment to enhance local emergency response capabilities to hazardous materials incidents.
- **Public Safety Staffing Capacity.** Identify and allocate funding to help with local public safety staffing issues through direct funding of positions, and assistance in recruiting and retention.
- **Enhance Capacity for Data-Informed Decision-Making.** Participate in studies, projects, or other opportunities to enhance our data analysis.

Right of Way Management: In addition to water, wastewater, and stormwater services provided by the City, modern public utilities encompass a range of services including electric, gas, wireless and wireline telecommunications, cable, and broadband. Businesses and residents consider access to these services essential. Cities play an important role in ensuring that infrastructure is safely and economically placed to serve their communities by allowing carefully managed access to the public right-of-way that all cities hold in trust for their residents.

- **Authority to Manage Right-of-Way:** Salem supports policies that protect cities' local authority to manage the use of the public's right-of-way that all cities hold in trust for their residents. Salem opposes attempts at local, state, and federal levels to pre-empt or dilute this authority, including cities' right to determine the party responsible for relocation of facilities in the right-of-way.

- **Compensation for Use of Right-of-Way:** Salem supports policies that protect cities' local authority to determine and received fair and reasonable compensation for use of the public's right-of-way. Salem opposes attempts at local, state and federal levels to pre-empt or dilute this authority, to cap compensation, or to direct use of compensation. This applies to existing technology, as well as new technology such as the deployment of wireless small cell and 5G facilities.
- **Authority to Provide Municipal Broadband:** Salem supports policies that protect and enhance local government authority to provide municipal broadband without creating barriers to private investment in the telecommunications industry. Salem opposes attempts at local, state, and federal levels to pre-empt or limit cities' option and authority to provide these services.

Homelessness and Affordable Housing: Local governments are working with partners to reduce hardships that lead to homelessness and chronic homelessness within our communities, and to provide affordable housing in concert with our local development community, non-profits, and other public sector partners. Many of our unsheltered neighbors are living out doors with untreated mental illness, addiction, and chronic health conditions worsened by long periods of homelessness.

- **Homelessness:** Support additional funding for local community organizations and governments to provide more rental assistance, intensive case management, mental and behavioral health treatment, respite care, short-term sobering services and longer-term recovery programs, transitional and permanent housing programs for people experiencing homelessness, funding to prevent homelessness, and funding to reduce barriers to housing for those chronically unsheltered in our communities.
- **Affordable Housing:** Support legislation to create more affordable housing, and provide local governments additional funding for affordable housing and incentives for private sector participation in affordable housing. Oppose legislation that hinders increasing supply of affordable housing by increasing cost of planning, acquisition, rehabilitation, development, or construction of affordable housing projects. Support legislation that seeks to preserve existing affordable housing supply, stabilizing our communities and lowering negative impact to our most vulnerable community members.

Environment: City officials place high importance on protecting and enhancing the environment in order to maintain the quality of life for both current and future generations..

- **Municipal Water Rights:** Support protection and preservation of municipal water rights and drinking water sources, and affirm the needs of growing communities to have sufficient resources to efficiently serve expanding populations

- **Greenhouse Gas Emissions:** Establish ongoing, comprehensive and robust programs, partnerships, and commitments to support the reduction of greenhouse gas emissions in our community.
- **Carbon Reduction Framework:** Support efforts to cap emissions by placing a price on carbon and requiring emitters of greenhouse gases to purchase a permit from the state for each metric ton of carbon-equivalent emitted. Revenue generated from the sale of these permits should be directed into investments in clean energy, carbon-reducing transportation projects, and assistance for low-income households. Specifically, a cap and invest framework should:
 - Preserve transportation revenues available to local governments and retain flexibility in use of the revenues for local community needs.
 - Allow investment in evidence-based technologies to reduce emissions from regulated sectors and help these sectors become more efficient over time and less carbon intensive.
 - Dedicate additional revenues to support local governments in climate adaption and resilience, programs to further greenhouse gas emissions, and efforts to incent clean energy job creation and economic development opportunities.