

Floodplain Management Plan Background

Date this Report Was Prepared: November 3, 2025

Name of Community: City of Salem 410167

Name of Plan: City of Salem Floodplain Management Plan

Date of Adoption of Plan: October 2023

Five-Year CRS Expiration Date: December 31, 2028

Original plan can be viewed here:

<https://www.cityofsalem.net/community/safety/flooding/floodplain-management-plan-update-2023>

Summary

This evaluation report is being prepared as an attachment to an Information Staff Report, File ID. 25-472, which will be presented to City Council on December 8, 2025, released to the media and made available to the public on the City of Salem website. A citizen committee performed its annual evaluation of the *Floodplain Management Plan* in compliance with Federal Emergency Management Agency (FEMA) requirements for the Community Rating System (CRS). The annual review includes an overall evaluation of the Plan in addition to a detailed review of Appendix H (Flood Information and Outreach Plan) and Appendix I (Flood Insurance Plan). The Committee, comprised of both City staff and community stakeholders, completed its evaluation on November 3, 2025. Below is a brief description of the status of implementation of each action item in the action plan:

Floodplain Management Plan Action Items Completed

ID	Action Item	Status	Timeline
PA7	Protect buildings from shallow flooding by providing positive drainage to a public stormwater system.	Development Services merged with Community Development in 2023 has allowed staff to collaborate on pre-screening and site plan submittal requirements that provide staff the necessary information to ensure buildings are protected from shallow flooding.	Complete
PP4	Establish a volunteer green stormwater cleaning program.	Green Stormwater Infrastructure (GSI) volunteer cleaning program was established with SWMP implementation in 2024. Several groups are already volunteering, including a business on Farm Credit Drive. One neighborhood	Complete

ID	Action Item	Status	Timeline
		association is surveying neighborhood members to see if there is interest in adopting GSI facilities through the Neighborhood Association.	
PA 10	Adopt compensatory storage requirements for development in the floodplain.	Ordinance 06-25, adopted June 9, 2025, amended the City's Floodplain Overlay Zone. These changes implement FEMA's ESA requirements in Oregon, which include compensatory storage requirements for development in the floodplain.	Complete
PA12	Improve clarity in Stormwater Management Design Standards regarding infiltration testing requirements and determination of infiltration feasibility.	City Council adopted Stormwater Code updates, effective November 1, 2024, that are in conformance with the City's MS4 permit. Updates to the Public Works Design Standards were adopted March 28, 2025 that clarify and improve infiltration testing and determination of infiltration feasibility.	Complete

Floodplain Management Plan Action Items Ongoing or in Process

ID	Action Item	Status	Timeline
PA1	Inspect streams and water quality and flow control stormwater facilities annually.	Identified as OM-4 task "Conveyance System Inspection and Cleaning", of the City's Stormwater Management Plan.	Ongoing
PA2	Promote low impact development practices in development and redevelopment projects.	The City adopted low impact development Stormwater code updates effective November 1, 2024, and PWDS updates adopted March 28, 2025. The City adopted "no-net loss" floodplain development standards, which promote low impact development, effective July, 2025. After the EIS NEPA review, additional measures will be considered.	Ongoing
PA3	Create 100-year inundation maps using data from Stormwater Master Plan.	Inundation maps partially complete with 2022 Stormwater Master Plan updates and another phase of basin studies will be included in 2025/2026 Master Plan Updates. Plan to adopt City-wide changes with Administrative	0-2 years

ID	Action Item	Status	Timeline
		Rule amendment after 2025/2026 Master Plan updates are received and reviewed.	
PA4	Provide additional staff training in administering regulations.	Development Services Staff regularly attends FEMA trainings, including webinars, in-person workshops, and an annual Floodplain Managers conference.	Ongoing
PA5	Coordinate stormwater and flood management regulations with communities and organizations that share Salem's watersheds.	An Intergovernmental Agreement with Polk County was adopted May 27, 2025, which allows the City of Salem to review stormwater management systems outside City limits but within the Urban Growth Boundary. After NEPA review of EIS, plan to coordinate flood management regulations with both Polk and Marion County.	Ongoing
PA6	Improve program for periodic site inspections of existing development within the floodplain.	Certified floodplain management staff was reduced in 2023 due to staff changes; however, two new CFM certifications are expected in 2026 that will allow this program to be improved.	Ongoing
PA8	Modify density requirements in floodplains to increase open space.	This item is being considered with long term implementation measures proposed with FEMA ESA Implementation in Oregon.	3-5 years
PA9	Limit fill, buildings, and/or material storage in floodplain.	The City adopted a new floodplain ordinance, Ordinance Bill 6-25, that limits fill, buildings and material storage in the floodplain without a mitigation assessment and mitigation measures. After the EIS NEPA review, additional measures will be considered.	1-2 years
PA11	Collect data and conduct analysis to detect variations in trends and changes in historic weather patterns.	New data and analysis are being performed with each phase of the Stormwater Master Plan Update. Variations in trends will be addressed in 2025 update of basin plans for Glenn-Gibson, West Bank, and Upper Claggett Basins. Committee is recommended to review the Climate Action Plan	Ongoing

ID	Action Item	Status	Timeline
		goals for extreme weather events data collected.	
PA13	Update the official “waterways” geodatabase to incorporate field-verified information.	<p>Timeline for this activity has been updated to ongoing to recognize continued field verification and updates will be needed for dynamic waterways in Salem.</p> <p>The City's Goal 5 Inventory process is also underway and will establish a City-wide update of recognized waterways and their designated riparian area setbacks. This inventory work is expected to be complete in 2026.</p>	Ongoing
PA14	Pursue a variety of flood prevention and mitigation strategies, including incentivizing property owners to make improvements that incorporate green infrastructure.	<p>City stormwater ordinance and standards updates were adopted in 2025 and provide clearer standards for applying and incorporating GSI.</p> <p>Other ideas for implementation include reviewing SDC credits, utility rates, grant options, Stormwater Credit Program and incentives for implementing flood mitigation measures. Will review SDC credits in 2026-2027 as part of SDC Methodology update.</p>	3-5 years
PP1	Improve floodplain protection assistance program.	Program featured in outreach project OP1, Appendix H	Ongoing
PP2	Implement Flood Insurance Plan	Coverage improvement projects completed and reviewed by Floodplain Advisory Committee.	Ongoing
PP3	Investigate financial assistance program for Elevation Certificates and Letter of Map changes.	City consultant work was restricted in 2025 due to City budget shortfall and Cost Savings Strategies. Continued funding and work will be considered in FY 2026 budget.	Ongoing
NR1	Provide grant funding for restoration projects in riparian areas.	Public Works continues to budget \$50,000 annually for grant projects and maintain a grant program that awards annual grants.	Ongoing
NR2	Amend Salem Revised Code to implement provisions of the Endangered Species Act as they relate to floodplain development.	Ordinance 06-25, adopted June 9, 2025, amended the City's Floodplain Overlay Zone. These changes implement FEMA's interim Endangered Species Act	0-2 years

ID	Action Item	Status	Timeline
		requirements in Oregon. Additional code amendments are expected to occur in 2026 after the final EIS and Record of Decision is issued by FEMA.	
NR3	Increase quality and quantity of vegetative cover.	Urban Forestry has expanded an inventory of City owned trees. The City has contracts with multiple groups to plant and establish more trees along streets, streams and on City owned properties. Ordinance 06-25, adopted June 9, 2025, requires “no-net loss” of riparian vegetation, which requires replanting of trees within the floodplain when removed due to development activity.	Ongoing
NR4	Prepare a Flood Species Assessment in conformance with CRS Activity 510.	Glenn Gibson Watershed Council prepared a Flood Species Assessment in conformance with CRS Activity 510. This plan was presented to the City’s Planning Commission in November of 2024 and reviewed with City Council in early 2025. The Flood Species Assessment will be adopted as an Appendix to the Natural Floodplain Function Plan, being presented to City Council in December of 2025.	0-2 years
NR6	Create natural floodplain functions plan.	A floodplain functions plan was prepared following Council support of the Flood Species Assessment discussed in Activity ID NR4. The Natural Flood Functions plan will be presented to Council in December of 2025 for adoption.	0-2 years
NR7	Acquire open space lands in floodplains to preserve natural functions.	Community Services Parks Planning Manager has been in discussions with several property developers to receive donated floodplain land. Several properties along the future Marine Drive NW street extension were acquired as part of the City’s right-of-way acquisition process in 2024.	Ongoing

ID	Action Item	Status	Timeline
NR8	Provide information and resource assistance to streamside owners regarding stream stabilization and riparian enhancement projects.	<p>An annual streamside mailer is sent to all property abutting streams within the City of Salem that provide information regarding riparian areas.</p> <p>The City of Salem and Mid-Willamette Stormwater Outreach Group is hosting an Erosion Control and Stormwater Management Summit in January of 2026 to provide education of erosion prevention and sediment control training.</p> <p>The City's Urban Streamside Program Coordinator position does frequent site visits with any streamside landowners who have concerns. Information about grants for restoration programs and the free tree program are provided.</p>	Ongoing
ES1	Prepare Substantial Damage Management Plan in conformance with CRS Activity 510.	Draft plan concepts were prepared in 2023, but staff reductions have not allowed time to finalize a draft. Committee review will consider a timeline and consideration of continued efforts towards this activity.	0-2 years
ES2	Implement emergency response plans for critical facilities.	This item is implemented through City's Emergency Management Plan.	Ongoing
ES4	Improve flood warning and response.	Flood Warning and Response plans updates will be considered as part of the annual flood warning and response plan exercise, scheduled for November 20, 2025.	Ongoing
SP1	Construct stormwater capital improvement projects (CIP).	<p>The City's CIP provides annual funding for stormwater projects. An example of projects within the City's current CIP includes:</p> <p>CIP: 836 – Anita Drive NE stormwater improvements to alleviate localized flooding on Anita Dr NE.</p> <p>CIP: 1693 – McGilchrist Street SE at Clark Creek culver</p>	Ongoing

ID	Action Item	Status	Timeline
		replacement, including upsize and flood modeling to improve conveyance.	
SP2	Implement and update the City's Stormwater Retrofit Plan and Hydromodification Assessment Report.	Both reports were updated in 2023 and implementation progress reported with the SWMP annual review.	Ongoing
PI2	Implement a Program for Public Information.	Program and Public Information activities reviewed by Floodplain Advisory Committee.	Ongoing
PI3	Coordinate floodplain management outreach efforts with the City's stormwater program implementation activities.	Annual activities are reviewed with stormwater program staff. Floodplain Management staff participated at the Stream Symposium in Spring 2025.	Ongoing
PI4	Compile and improve outreach materials to guide property owners in planting and habitat restoration of flood-prone properties.	Floodplain Management staff coordinated with Stormwater Operations staff to prepare streamside mailer in early Spring 2025.	Ongoing
PI5	Improve outreach regarding protection of tree canopy for reducing stormwater runoff.	SRC 808 "Preservation of Trees and Vegetation" ordinance was updated to include protection of all trees over 30-inches. Outreach opportunity options to be coordinated with new Stormwater Outreach Coordinator as time allows.	3-5 years
PI6	Establish a storm drain and catch basin marking program.	The City of Salem has established the Clean Streams, Clear Choices Initiative to provide education and outreach. A volunteer program for catch basin marking was established with PI-5 action item in the SWMP and growth of this program is ongoing.	Ongoing

Floodplain Management Plan Action Items Remaining

ID	Action Item	Status	Timeline
PP5	Develop a program for private or public acquisition of floodplain land and restoration of these floodplains to prevent future damage from flooding.	No Activity.	Ongoing
NR5	Provide incentives for floodplain restoration and vegetation.	No activity or staff capacity at this time.	Ongoing
ES3	Create post-flood procedures for gathering flood data.	No Activity. FEMA and DLCD are preparing release of new post-flood procedures.	3-5 years

ID	Action Item	Status	Timeline
ES5	Modify questionnaires that are used during flood events to improve data.	Perishable data collection app <i>Flood Event Data</i> is used by staff during and after a flood to capture inundation maps, photos and rack lines. However, no activity has been made to improve questions asked by call staff collecting data from the public during flood events. This will be prioritized as next flood preparation and exercise event.	0-2 years
ES6	Investigate development of incentives for critical facilities and industries in the floodplain to develop flood warning and response plans.	No Activity.	0-2 years
ES7	Implement post-disaster mitigation policies from the Emergency Management Plan.	No Activity.	Ongoing
PI1	Require hazard disclosure in real-estate transactions.	No Activity	0-2 years

Floodplain Management Plan Action Item Modifications

None Recommended.

Flood Insurance Plan Action Items

ID	Action Item	Status	Timeline
CP1	City newsletter article	Article in City of Salem Community Connections publication in January 2025 and Developer Bulletin November 2025	Bi-annual
CP2	Stakeholder training session	Mid-Willamette Association of Realtors Government Affairs Meeting February 2025 Planning Commission presentations in November 2024 and March 2025	Bi-annual
CP3	Presentations to neighborhood associations	Notice of flood zone ordinance amendments sent to all neighborhood association chairs in March 2025. Glenn/Gibson watershed council presentation in April 2025. Additional outreach to be scheduled in Winter 25/26	Bi-annual
CP4	Real estate and property management flier	"Flood Hazards" flyer disseminated to local real estate agents and property management companies	Annual

ID	Action Item	Status	Timeline
CP5	Project involving mayor/council per CRS guidelines	Annual floodplain mailer from Mayor scheduled for December 2025. Annual report to council.	Annual
CP6	Social media messages	Social media messages scheduled for Winter wet weather season	Annual

Program for Public Information Outreach Projects

Target Audience	Project(s)	Schedule
Audience 1. Streamside and Floodplain Property Owners	OP1. Annual letter to owners of flood-prone properties	Annual letter scheduled to be sent December 2025
	OP2. Streamside Mailer to flood-prone properties	Mailer sent to streamside properties in March 2025
Audience 2. All Salem Property Owners and Residents	OP3. City Newsletter Article	Scheduled articles in City of Salem Community Connections publication
	OP4. Presentation to neighborhood association	Notice of flood zone ordinance amendments sent to all neighborhood association chairs in March 2025. Glenn/Gibson watershed council presentation in April 2025. Additional outreach to be scheduled in Winter 25/26
	OP5. Sandbag station brochure and sign	Sign posted at permanent sandbag station at Operations Complex, brochures available
	OP6. Placards next to storm catch basin inlets	Placards installed annually and replaced as necessary
	OP7. Floodplain Interpretive Trail Sign at Minto Brown Park	Signs in place and inspected for damage August 2025
	OP8. Social Media Messages	Social media messages in January 2025 and scheduled for Winter wet weather season
	OP9. Salem Service Day floodplain booth	Salem Service Day was cancelled in 2025 due to ongoing budget discussions
	FRP3. Social media messages during flood events	Annual review during Flood Exercise, November 20, 2025
	FRP4. Social media messages after flood events	Annual review during Flood Exercise, November 20, 2025
	FRP5. Update City web page to emergency information	Annual review during Flood Exercise, November 20, 2025

Target Audience	Project(s)	Schedule
Target Area 3. Repetitive Loss Properties	OP10. Repetitive Loss Letter	Annual letter scheduled to be mailed to repetitive loss properties December 2025
Target Area 4. Real Estate Agents and Insurance Companies	OP11. Information flyer for real estate agents	"Flood Hazards" flyer disseminated to local real estate brokers annually
	OP12. Training for real estate professionals and insurance agents	Mid-Willamette Association of Realtors Government Affairs Meeting February 2025
Target Area 5. Developers, Contractors and Design Professionals	OP13. Information kiosk at PAC	Pamphlets available at PAC and updated annually
	OP14. Flood Information and Insurance mailer to design professionals	Annual letter scheduled to be mailed December 2025
Target Area 6. Educators, Students, Natural Resource Groups	OP15. Presentation to schools, teachers or watershed council	Presentations scheduled monthly by Stormwater Outreach Coordinator
Target Area 7. Media and WRAPIO	FRP1. Media kit for reporters during flood event	Annual review during Flood Exercise, November 20, 2025
	FRP2. Media kit for reporters after flood event	Annual review during Flood Exercise, November 20, 2025
	FRP6. Radio PSA's after flood event	Annual review during Flood Exercise, November 20, 2025
	FRP7. FRP messages for WRAPIO during flood event	Annual review during Flood Exercise, November 20, 2025
	FRP8. FRP Messages for WRAPIO after flood event	Annual review during Flood Exercise, November 20, 2025

Flood Response Preparations Messages and Desired Outcomes

CRS Topic	FRP Message	Outcome
1. Know your flood hazard	A. Notify areas of high flood risk B. Notify areas of actual flooding C. Contact information of emergency service providers	Increase information about the flood event
2. Insure your property for your flood hazard	A. Contact information for flood insurance claims	Increase efficiency of flood insurance claims after flood events

CRS Topic	FRP Message	Outcome
3. Protect people from the hazard	A. Do not enter flood-damaged buildings until cleared by inspector B. Flood waters are dangerous for cars and pedestrians C. Watch for power lines and gas leaks	Reduce injuries during flood events
4. Protect your property from the hazard	A. Mitigate flood risks while doing flood damage repairs B. Report debris blockages by calling PW Dispatch C. Sandbags can be found by calling PW Dispatch	Reduce property damage during flood events
5. Build responsibly	A. Get a permit for repairs B. Use flood-resistant materials C. Substantially damaged properties may not be able to be restored to prior condition	Reduce future flood hazards for damaged properties

Flood Information Messages and Desired Outcomes

Topic	PPI Message	Outcome
1. Know your flood hazard	A. Your property is at risk for flooding B. Know your watershed and how flooding can occur C. Contact information of those who can help you	Increase number of flood inquiries
2. Insure your property for your flood hazard	A. Homeowner insurance does not cover flood damage B. Remember coverage for structures and contents C. Purchase flood insurance before it's too late	Increase flood insurance coverage
3. Protect people from the hazard	A. Make an evacuation plan B. Flood waters are dangerous for cars and pedestrians. Do you walk or drive through flooded areas. C. Watch for power lines and gas leaks	Reduce injuries during flood events

Topic	PPI Message	Outcome
4. Protect your property from the hazard	<p>A. Elevating your home could save you money</p> <p>B. Retrofitting your home will reduce flood damage</p> <p>C. Sandbags can be found by calling PW Dispatch or visiting www.cityofsalem.net/emergencies</p>	Reduce property damage during flood events
5. Build responsibly	<p>A. Avoid obstructions in the floodway, like fences</p> <p>B. Know the floodplain development permit requirements</p> <p>C. Check flood elevations early in the project.</p>	Reduce negative impacts of development in floodplains
6. Protect natural floodplain functions	<p>A. Preserve/restore native vegetation and trees</p> <p>B. No dumping into storm drains. These drain directly to our waterways</p> <p>C. Look but don't touch. Floodplain areas provide refuge for wildlife, some of which are threatened or endangered.</p>	Reduce negative impacts of development on natural floodplain function and protect existing resources
7. Flood Warning	<p>S. Sign up for Community Alerts to receive emergency flood warnings on your mobile device, landline or email. Sign up at https://www.cityofsalem.net/community/safety/emergencies-disaster-preparedness/get-community-alerts</p>	Increase Marion Polk Alert System subscribers who may not have a landline to receive automated emergency alerts