



OREGON
Lebanon
THE CITY THAT FRIENDLINESS BUILT



City of Lebanon Strategic Plan 2025 - 2029

December 2024



”

“The relevant question is not simply what shall we do tomorrow, but rather what shall we do today to get ready for tomorrow?”

Peter Drucker

“

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CITY MANAGER MESSAGE

To City Council, City Staff, and our Lebanon Community,

I am pleased to introduce our **Five-Year Strategic Plan**, a critical document that will guide us as we work to build a resilient and thriving community. This plan is the result of significant effort and collaboration involving our City Council, leadership team, and city staff. Together, we've developed new mission, vision, and values statements that reflect our city's strong foundation and chart a clear path for the future.

Our mission is clear: **to provide services that foster a resilient, safe, and growing community strengthened by our community connections**. This purpose is the backbone of our work. Our vision lays out our aspirations: **to be a thriving community, investing in essential services that support a livable and sustainable future**. Guiding our efforts are core values: collaboration, innovation, connection, support, and accountability. These principles shape how we tackle challenges, seize opportunities, and serve our community with integrity and efficiency.

These priorities are woven into the five focus areas of our Strategic Plan. By investing in transportation and infrastructure, we will ensure our systems are reliable and built for the future. Enhancing community services and cultural opportunities will strengthen our city's foundation and ensure it remains a great place to live and work. We will maintain fiscal responsibility and promote economic growth through sound financial practices and innovative solutions. Community safety will remain at the forefront, reflecting our commitment to protecting and serving residents. Finally, engagement and connection will ensure strong communication and collaboration between the city and the people we serve.

This plan is not static—it is a working document designed to adapt and respond to changing needs. We will provide regular updates, including semi-annual progress reports, and conduct annual evaluations aligned with Council goal-setting sessions to keep us on track and accountable. By fostering innovation and a results-driven approach, we are committed to delivering tangible, lasting outcomes.

I want to thank our City Council for their leadership and strategic vision, as well as our city staff for their dedication and contributions. Their efforts have been instrumental in shaping this plan and ensuring we are prepared to implement it effectively.

As we move forward, I invite you to stay engaged and work with us to achieve our shared goals. Together, we will secure a strong and sustainable future for our city, delivering on our mission, fulfilling our vision, and upholding the values that drive our success.

Sincerely,



Ron Whitlatch
City Manager

ACKNOWLEDGMENTS

CITY COUNCIL

Kenneth E. Jackola, Mayor
Wayne Dykstra, Ward 1 Councilor
Carl Mann, Ward 1 Councilor
Kim Ullfers, Ward 2 Councilor
Dave Workman, Ward 2 Councilor
Jeremy Salvage, Ward 3 Councilor
Michelle Steinhebel, Ward 3 Council President

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Kindra Oliver, Transit & Senior Services Director
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PHOTO CREDITS

City of Lebanon, OR



PROCESS OVERVIEW

In May 2024, the City of Lebanon began a process to develop a strategic plan to ensure the alignment of organizational resources and capacity with community priorities. The strategic plan will serve as a roadmap for the organization to guide policy decisions, allocation of resources, and the delivery of services over the next five years. The strategic planning process included a redesign of the City's mission, vision, and values, as well as the development of strategic goals with defined supporting actions to advance the mission in alignment with the City's vision and values.

The City developed the plan with an emphasis on engagement. The process included multiple opportunities for input and collaborative discussion across the organization with City employees and City Council to build consensus and unity around the shared purpose and direction for the City. The insights gained through the outreach directly informed the development of the mission, vision, values, goals, and actions to support consensus and organizational alignment.

STRATEGIC PLAN GOAL FOCUS AREAS

Through the strategic planning process, the City of Lebanon identified the following areas to prioritize over the next five years:

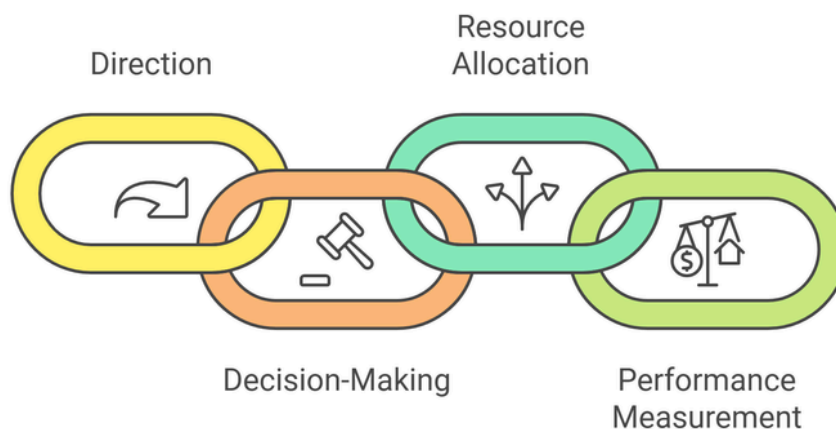


WHAT IS A STRATEGIC PLAN? A strategic plan is an organization-wide plan that outlines what the City of Lebanon wants to accomplish in the next five years and how the City plans to achieve their goals. The strategic plan also includes a mission statement, vision statement, organizational values to clarify the organization’s purpose, direction, and how the organization will carry out the work.

WHY IS STRATEGIC PLANNING IMPORTANT? A strategic plan provides a clear path for where the organization wants to go and defines what success looks like. It helps everyone in the organization understand what is important and what to prioritize so all departments are working in alignment with each other to achieve shared goals. This alignment supports the efficient use of resources, like money, time, and capacity to best steward public tax dollars. In addition to facilitating clear communication of the City’s goals and direction to employees, the strategic plan is a useful tracking tool to support transparency and accountability to the community.

WHY IS THE CITY OF LEBANON DEVELOPING A STRATEGIC PLAN NOW? Lebanon is known to be a connected and supportive community with a strong sense of hometown pride. As our community continues to grow, we want to be intentional about our future to ensure we are providing the best quality services to all our residents for years to come. A strategic planning process provides the opportunity to pause, reflect on what we love most about our community, and think about our priorities for the future to determine how to strategically align our resources to best serve our community.

HOW WILL THE CITY USE THE STRATEGIC PLAN? The strategic plan is our City’s roadmap to achieve our goals. It will reinforce the strengths of our organization and focus our resources to respond to both current and future opportunities and challenges for our community and our workplace. It will inform our short-term and long-term policy decisions, how we allocate resources, and how we prioritize our work. We will use the strategic plan to align existing and planned City initiatives, Council vision and priorities, City budget, and department workplans. Additionally, the strategic plan is also a useful accountability and communication tool to track our progress on the goals and keep the community informed along the way.



MISSION, VISION, & VALUES

CITY OF **LEBANON**

MISSION ▼

We provide services that foster a resilient, safe, and growing community, strengthened by our community connections.



VALUES ▼



Collaboration

We work together across departments and with the community to achieve our shared goals efficiently and effectively.



Innovation

We embrace a mindset of continuous improvement, thinking creatively to find innovative solutions to challenges.



Connection

Strong communication fosters a sense of community and belonging, both within the organization and with the Lebanon community.



Support

We create a positive and supportive work environment where everyone feels valued, appreciated, and empowered to grow.



Accountability

We are committed to transparency, ethics, and fiscal responsibility in all actions, working to reduce costs and ensure sustainability.

GOAL 1: TRANSPORTATION & INFRASTRUCTURE

Goal Outcomes

Actions

Support future growth



- 1.1 Upgrade the wastewater treatment plant
- 1.2 Participate in the Cascades West Regional Consortium to advocate for wetlands reform
- 1.3 Investigate the feasibility of developing a locally owned wetland mitigation bank to create credits to stimulate industrial development for recruitment opportunities
- 1.4 Update the transportation development plan for LINX; evaluate the expansion of deviated fixed route

Continue to provide clean water



- 1.5 Increase small water line replacements
- 1.6 Construct pre-treatment facility for water treatment plant (if necessary)
- 1.7 Loop dead-end water lines

Maintain sustainable operations of infrastructure

- 1.8 Conduct advocacy/lobbying for state funding and policy reform
- 1.9 Identify and pursue grant opportunities
- 1.10 Develop a dedicated building maintenance fund
- 1.11 Incorporate infrastructure master plan and replacement projects into GIS to better identify project prioritization
- 1.12 Evaluate options for distribution and collections funding

GOAL 2: COMMUNITY SERVICES & CULTURAL OPPORTUNITIES

Goal Outcomes

Actions

**Preserve quality services
(Library, Senior Center,
Parks, Recreation)**

- 2.1 Update volunteer policy to streamline process and enhance service experience
- 2.2 Improve and implement facility use process and fees
- 2.3 Update parks and recreation master plan
- 2.4 Continue to review and pursue grant funding opportunities



GOAL 3: FINANCIAL SUSTAINABILITY & ECONOMY

Goal Outcomes

Actions

Create General Fund Sustainability

- 3.1 Explore sunset of Urban Renewal Areas
- 3.2 Implement a city services fee
- 3.3 Develop and deliver communication tools to inform community on financial position and funding options to maintain service levels
- 3.4 Conduct an organizational assessment to identify efficiencies and opportunities for process improvement
- 3.5 Explore partnerships and special district opportunities for parks, recreation, library, and the senior center
- 3.6 Examine and evaluate opportunities or public safety partnerships
- 3.7 Explore service fee to support city services for higher education organizations
- 3.8 Explore city facilities and evaluate opportunities for best service delivery
- 3.9 Expand upon the park sponsorship program for park maintenance
- 3.10 Evaluate solar as an opportunity to offset costs or generate revenue



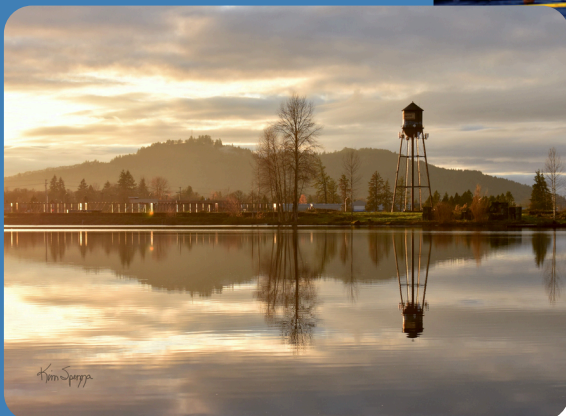
GOAL 3: FINANCIAL SUSTAINABILITY & ECONOMY

Goal Outcomes

Actions

Economic Responsiveness and Revitalization

- 3.11 Respond to Business Oregon recruitments based on site availability
- 3.12 Develop a strategy for the redevelopment and reuse of the Champion Mill brownfield site
- 3.13 Develop a strategy for the revitalization of the Highway 20 commercial corridor between Oak Street and Airport Road
- 3.14 Develop a strategy to revitalize the downtown zone to address vacant properties and capitalize on proximity to location of Comp-NW campus
- 3.15 Continue the business visitation program, and implement actions based on business input



GOAL 4: COMMUNITY SAFETY

Goal Outcomes Actions

Increased communication and collaboration across the organization and with community partners

- 4.1 Increase communication and collaboration across departments and outside agencies to improve safety and efficiencies
- 4.2 Reorganization of and participation in the safety committee
- 4.3 Develop and conduct emergency management training and update emergency operations plan

Crime prevention

- 4.4 Evaluate the feasibility of reopening the municipal jail
- 4.5 Increase staffing for the traffic team and reserve and cadet program
- 4.6 Expand existing community crime prevention programs
- 4.7 Enhance communication with the business community and city departments on safety concerns to improve crime prevention

Connect the appropriate resource with the community need

- 4.8 Continue partnership with mobile crisis unit
- 4.9 Continue to support and connect with nonprofit organizations to bring homeless services to Lebanon



GOAL 5: ENGAGEMENT & CONNECTION

Goal Outcomes

Actions

Build trust through transparent communications and engagement (well-informed community)

- 5.1 Develop an external communications strategy
- 5.2 Implement consistent branding guidelines
- 5.3 Establish a communications committee to coordinate and collaborate on consistent communications and strategy
- 5.4 Collaborate with community partners

Organization stability

- 5.5 Coordinate consistent internal communication tools to support two-way communication between administration and staff
- 5.6 Redesign the employee recognition program
- 5.7 Develop a succession planning policy and plan
- 5.8 Enhance employee training and development
- 5.9 Complete business continuity planning
- 5.10 Align staffing and resources with city and department needs

STRATEGIC PLAN OVERVIEW

PROJECT GOALS

We set out to achieve the following goals through the strategic planning process:

- Develop a five-year comprehensive strategic plan to include the Council’s vision and priorities and considers major initiatives and projects underway and in the pipeline
- Support the organization in developing a work plan that aligns the vision and priorities with available resources
- Build a cohesive team amongst the organization and Council that is aligned around shared five-year goals

PROJECT TIMELINE

Strategic Plan Timeline



PHASE 1: CITY COUNCIL + ORGANIZATIONAL ENGAGEMENT Engagement with staff and City Council is the foundation of the strategic planning process. The project team conducted inclusive engagement across the organization to gather input from as many employees as possible across all departments. Additionally, the engagement included multiple opportunities for City Council to share their perspectives and contribute to the development of the plan. The results of the engagement lay the groundwork for an updated mission, vision, values, and goals that reflect the needs of the community and equip the organization to meet those needs effectively.

The strategic planning development referenced the extensive community engagement conducted through the 2040 Vision planning process to ensure the plan reflects the priorities of community members.

Strategic Planning Workshop

In July 2024, the City Council and City Leadership Team convened for a strategic planning workshop to kick off the strategic planning process. Participants worked together in a variety of exercises to build a shared understanding of the current Lebanon environment, share what they hope to see for the future, and discuss some potential goal focus areas and ideas that might help advance the desired direction for Lebanon. In addition, the team discussed the strategic plan process and provided input on the engagement strategy to encourage involvement across the organization to encourage alignment, collaboration, and support for the strategic plan.

Engagement Strategy + Themes

Building on the discussion from the Strategic Planning Workshop, the project team designed the engagement to support the following goals:

- **Intentional organizational engagement** to develop a five-year strategic plan that will guide the City of Lebanon
- **Create project awareness** + buy-in throughout the organization
- **Re-establish the Mission** for the organization

The project team gathered input through various forms of engagement, including:



Following the engagement outreach, the project team analyzed the comments gathered through the outreach interviews and staff survey to identify common ideas and trends. Additionally, the project team revisited the vision themes that emerged in the July workshop. Following the analysis, the project team organized the information into six outreach themes capturing the priorities of community members and staff:

1. Financial Stability
2. Infrastructure/Community Growth
3. Community Safety
4. Economic Development
5. Communication and Connection
6. Organizational Culture



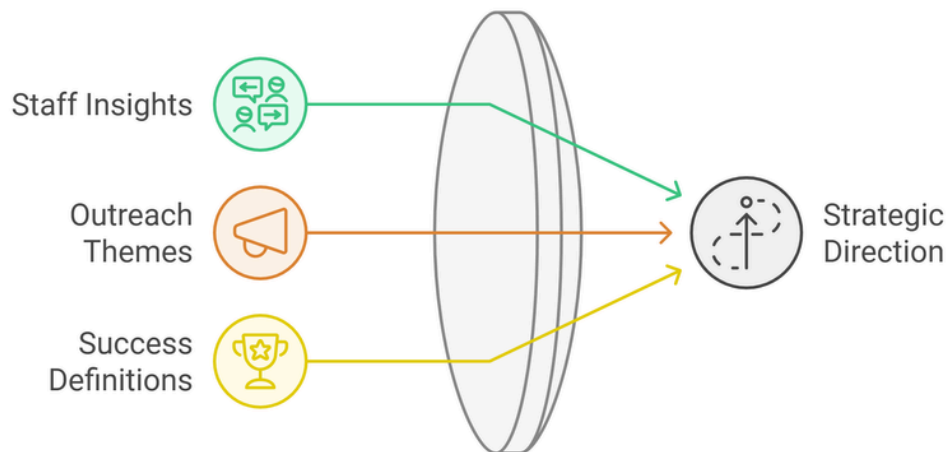
PHASE 2: STRATEGIC PLAN DEVELOPMENT In Phase 2, the project team conducted additional engagement with staff to explore the themes from the outreach and begin developing the framework for the strategic plan, which includes the following:

- **Mission:** Why do we exist?
- **Vision:** What is our desired state in five years?
- **Values:** What guides us in our work?
- **Goals:** What are our priorities for the next five years?
- **Actions:** How will we advance our priorities?

With key outreach themes in place from Phase 1, the project team hosted a series of five focus groups with a total of 58 staff members to discuss these focus areas to determine what success looks like for the community and organization, and how the City can achieve the desired outcomes. Following the focus groups, the project team worked with the Leadership Team to develop the strategic action plan, outlining the goals, desired outcomes, and supporting actions to advance the priorities identified in the outreach. The Leadership Team shared the draft action plan with their department teams to gather feedback to refine the actions and begin discussions around how to successfully implement the plan.

Additionally, themes from the outreach with Council and staff informed the development of the updated mission statement, five-year vision, and organizational values to guide the implementation of the strategic plan. Throughout the development of the strategic plan, the project team gathered multiple rounds of feedback from the City Council, Leadership Team, and staff to refine these statements to ensure they resonate and reflect the shared direction of the organization.

Collaborative Path to Success



PHASE 3: ADOPTION + IMPLEMENTATION STRUCTURE In Phase 3, the project team shared the resulting strategic plan draft with City Council, staff, and the community to collect their feedback. This part of the process allows the opportunity for reflection and discussion to ensure the resulting plan accurately captures the priorities and direction for the organization. The project team further refined the draft as needed and brought the final strategic plan to City Council for their adoption in December 2024. Following Council adoption of the strategic plan, City staff will begin implementing the plan to advance the shared vision in accordance with the City's mission and values.

Implementation

The strategic plan was designed to be a living document that evolves to meet the needs of the community and organization over time. The following recommendations for implementation are based on experience and best practices in strategic plan implementation.

Implementation Goals:

- Provide two-way communication with City Council and organization regarding updates, challenges, opportunities, and progress on the goals and action items
- Keep the strategic plan goals and actions updated and relevant
- Sustain engagement and support for the plan through regular communication on the plan and emerging issues
- Foster accountability for implementation across the organization and transparency with the community

Strategic Plan Reporting

City staff will provide strategic plan progress updates to Council twice a year. This progress report will document progress, challenges, and opportunities to consider in implementing the actions. This report will serve as a communication tool to the community to maintain accountability in implementing the vision and goals.

On an annual basis, staff will meet with Council to conduct a strategic plan update. This annual update will build on the progress report and result in potential updates to the actions as needed.

It is recommended the plan undergo a comprehensive update every five years to reassess the vision, goals, and supporting actions given the broader community content. Following this structure enables the strategic plan to remain relevant and responsive to community changes over time.

Roles + Responsibilities

Successful implementation of the plan requires involvement of many stakeholders. These roles are defined below:

City Council

The City Council oversees the implementation of the strategic plan by providing direction to staff and supporting policies that are aligned with the mission, vision, values, and goals outlined in the plan.

City Council Responsibilities:

- Receive updates on plan progress
- Approve annual update to the plan
- Serve as champions for the plan, provide updates to community members, and gather input to inform future strategic plan updates

Project Lead

The Leadership Team will prioritize the actions, develop timelines, and assign project leads for implementation. The project leads will oversee the implementation and report progress for the actions in the plan.

Project Lead Responsibilities:

- Overseeing implementation of the action
- Assembling a project team
- Developing a project charter (including team, stakeholders, timelines, and milestones)
- Developing key performance indicators to track progress and measure success
- Identifying necessary resources
- Engaging and updating the Council, Boards/Commissions, Organization, and the Community
- Reporting progress, challenges, and opportunities
- Recommending updates as needed

City Staff

All staff should be familiar with the mission, vision, values, and goals of the organization. Some staff members may be included on project teams to work on specific actions in the plan. Staff will receive updates on plan progress twice a year. During the annual update process, the project leads will engage with staff to gather their input on the overall plan and suggestions for updates.

STRATEGIC PLAN ALIGNMENT WITH CITY BUDGET The goals and actions will guide the development of the City budget to identify and allocate resources in alignment with the strategic plan. The budget will tie to specific actions in the plan to support transparency and accountability of implementation.

FOSTERING A CULTURE OF STRATEGIC MANAGEMENT

The intention of a strategic plan is to foster a culture of strategic management and guide the organization in developing a more efficient, effective, and transparent system of providing public services. Regular engagement from the community, City Council, and the organization are essential to fostering a system that is responsive and accountable. It is recommended the strategic plan be updated annually to ensure the goals and actions remain relevant in meeting current community and organization needs. Additionally, annual updates maintain alignment among the strategic plan, budget, and department work plans.

The strategic plan should undergo a complete update every five years to conduct more comprehensive engagement, review the mission, vision, and values, and examine the broader community context. These major updates will ensure the five-year vision continues to serve as a North Star in guiding the community and organization. These community engagement efforts also help to foster strong relationships with the community and partner organizations to build support for implementing the goals.



2024 Lebanon City Council and Leadership Team



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