



Oregon Department of Land Conservation and Development

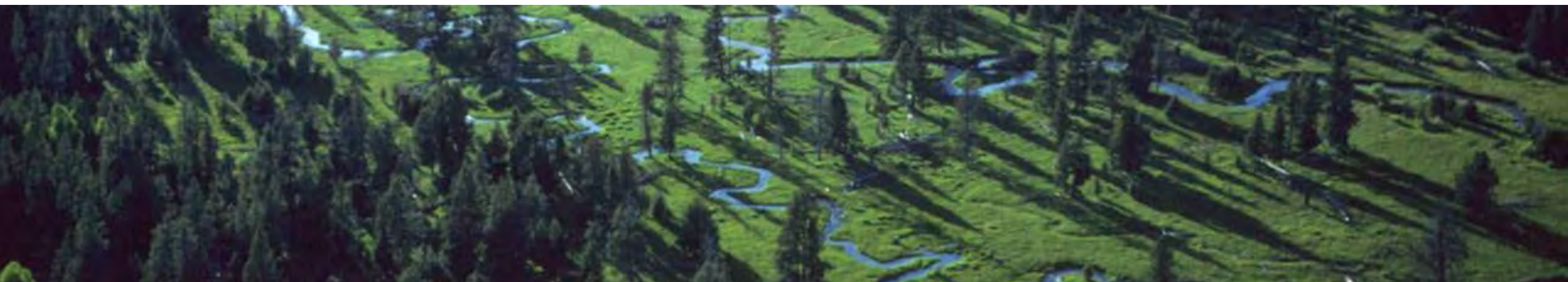
Jim Rue, Director
Carrie MacLaren, Deputy Director





“Land-use planning is vital to our future. It is a blueprint for our growth as a state.”

– Governor Victor Atiyeh 1983





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Oregon Department of Land Conservation and Development



Who We Are

- Agency Mission
- DLCD Snapshot
- Agency Structure
- Commission

What We Do

- Land Use Planning
- Compact Communities
- Farm and Forest Lands
- Coastal Zone Management
- Natural Hazards Mitigation
- How DLCD Serves Local Governments
- Shared Programs

Why Our Work Matters

- New Projects
- Recent Successes:
 - Nyssa
 - Independence
 - Tigard
- Direct Assistance & Grants
- Key Performance Measures

Budget Proposal

- Budget Summary & Adjustments
- Policy Option Packages
- Budget Challenges & Reductions
- Cost Savings
- Pending Legislation
- Budget Priorities



Who We Are

We help communities plan for, protect and improve the built and natural systems that provide a high quality of life. In partnership with citizens and local governments, we foster sustainable and vibrant communities, and protect our natural resources legacy.

DLCD Snapshot



Employees

- 57 FTE in 2017-19
- 8 offices around the state
- 9 Regional Representatives
- Approximately 15 technical experts

The City of Turner gave their 5th Annual Customer Service Award to a DLCD employee in 2018

Budget

- \$21 million budget (2017-19)
- \$12.9 million General Fund
- \$6.4 million in Federal Funds, \$1.7 million in other funds
- \$1.2 million dollars in grant funding for local governments

Approx. 66% decrease in local government grant funding from 2000-2017

Provide State Assistance & Guidance

- “Acknowledge” plans *after* adoption at the local level
- Each city and county has a *unique* plan
- DLCD makes sure that plans meet statewide goals

The goal is coordinated land use and predictable development

Agency Structure

Land Conservation and Development Commission



Administration-

Manages agency budget and operations, and supports the activities of the Land Conservation and Development Commission.



Planning Services –

Natural Hazard Mitigation, Floodplain management, and Transportation Growth planning



Community Services –

Grant administration, technical assistance, and support to local governments



Ocean and Coastal Division –

Administration of federally designated coastal program, grants and technical assistance to coastal communities

Land Conservation and Development Commission



Jerry Lidz, Chair



Robin McArthur,
Vice Chair



Sherman Lamb



Catherine
Morrow



Melissa Cribbins



Katie Pearmine



Anyeley Hallova

The LCDC meets 6 times a year and holds meetings around the state



What We Do

“Oregon is an inspiration. Whether you come to it, or are born to it, you become entranced by our state’s beauty, the opportunity she affords, and the independent spirit of her citizens.”

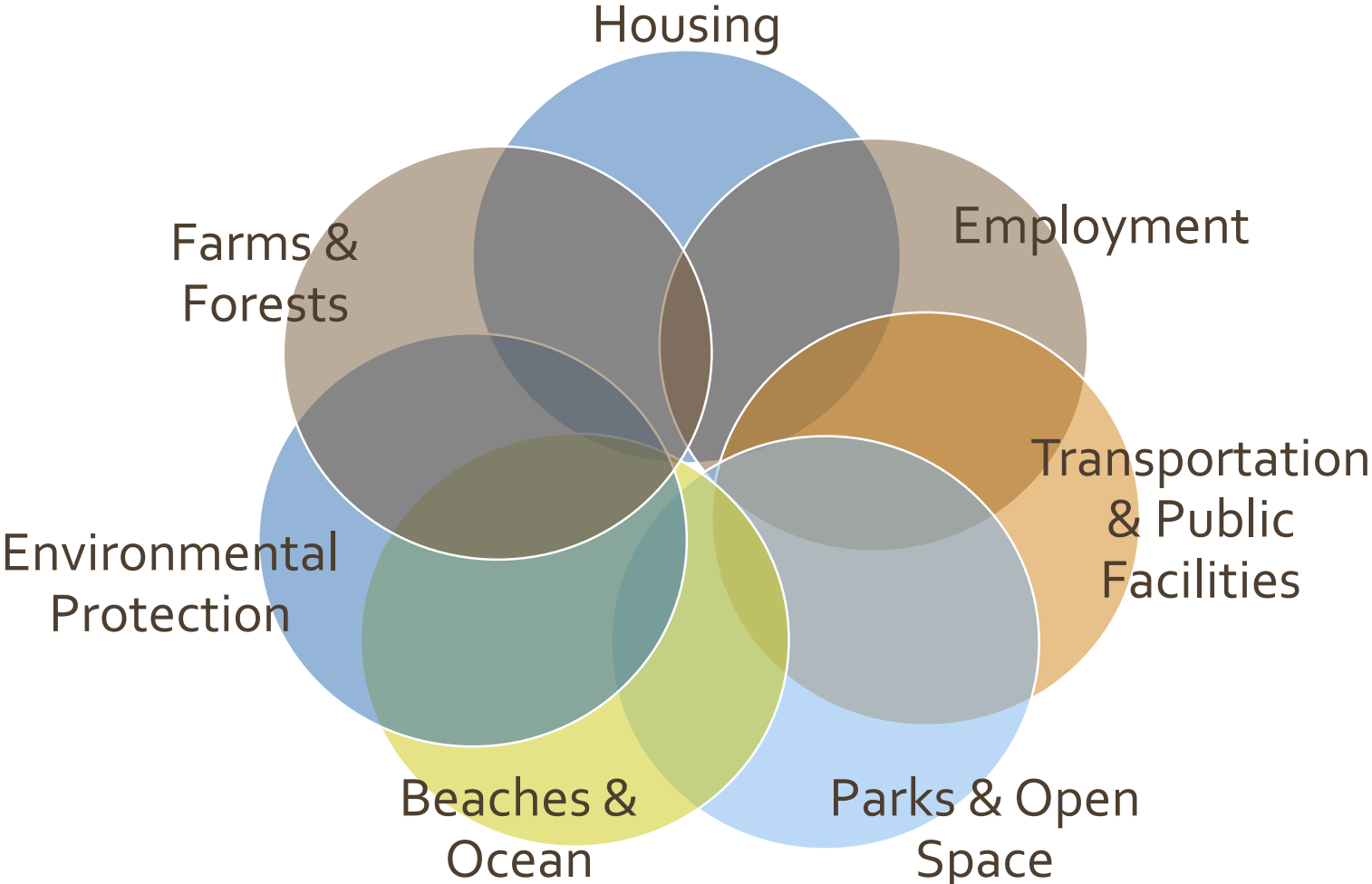
- Governor Tom McCall

DLCD Values



Planning for thriving communities and protecting our natural resources legacy.

Comprehensive Land Use Planning



19 Statewide Land Use Planning Goals



Process Goals

- Applies to all land use planning

Public Participation
Making fact based decisions
Evaluating alternatives
Creating implementation measures

Resource Goals

- Applies to cities and counties

Farm and Forest Lands
Natural Hazards
Recreation
Natural Resources
Willamette River Greenway

Urban Goals

- Applies to cities

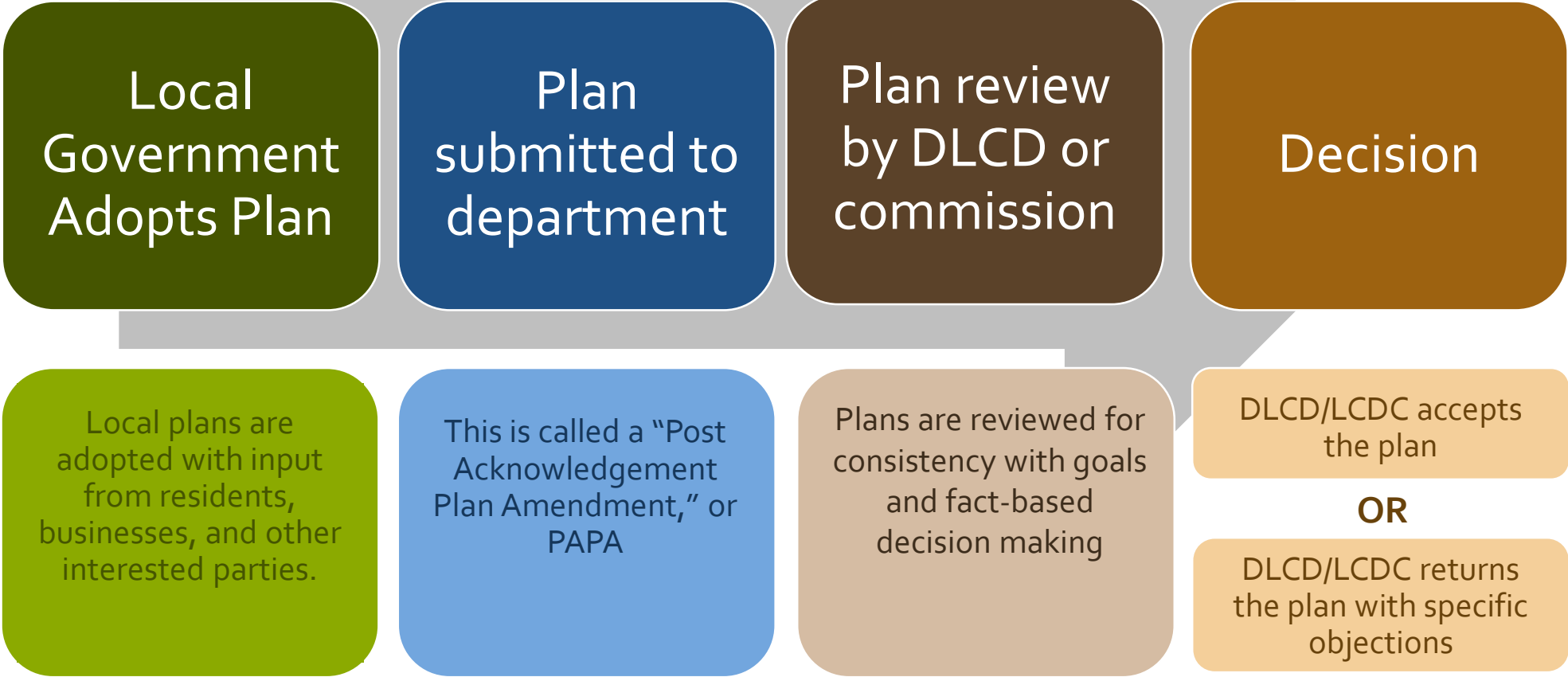
Economic Development
Housing
Public Facilities
Transportation
Urban Growth Boundaries

Coastal Goals

- A networked partnership of federal and local governments, and tribes

Estuaries
Beaches and Dunes
Ocean Resources
Beach Access
Tsunami Resilience

How Plans Are Made



Keeping Plans Up to Date

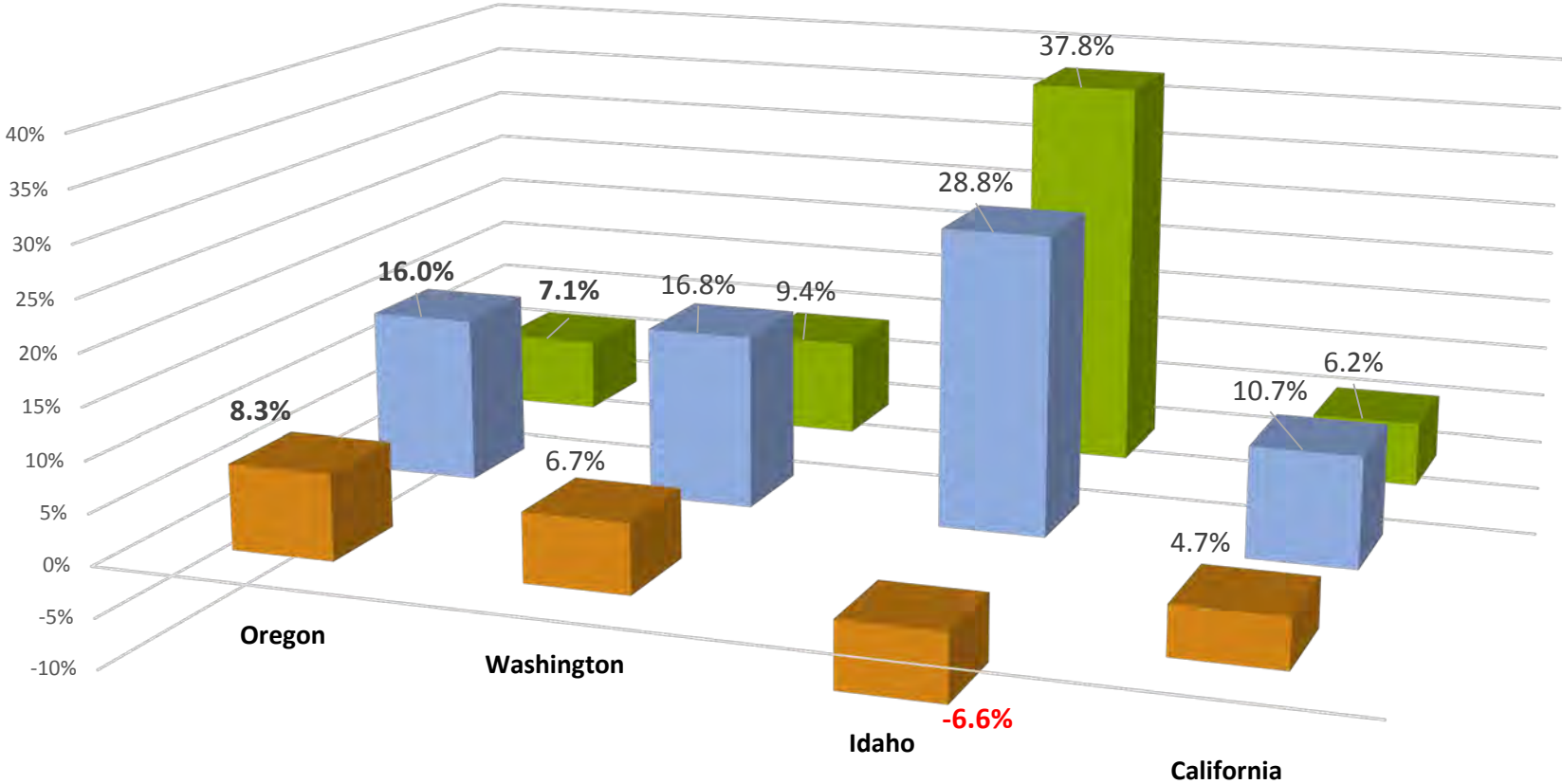
When it was created, Oregon's land use planning system presumed that local governments would undertake the process of reviewing their comprehensive plan every 10 years.

Legislature limited to cities with population > 10,000; limited local capacity.

The grant money DLCD used to receive to assist with Periodic Review has largely disappeared.



Compact Livable Communities



2000-2010 Census Data for NW States

1 Land Area Used

- Land added to cities to accommodate growth between 2000-2010 was a 7.1% increase in Oregon

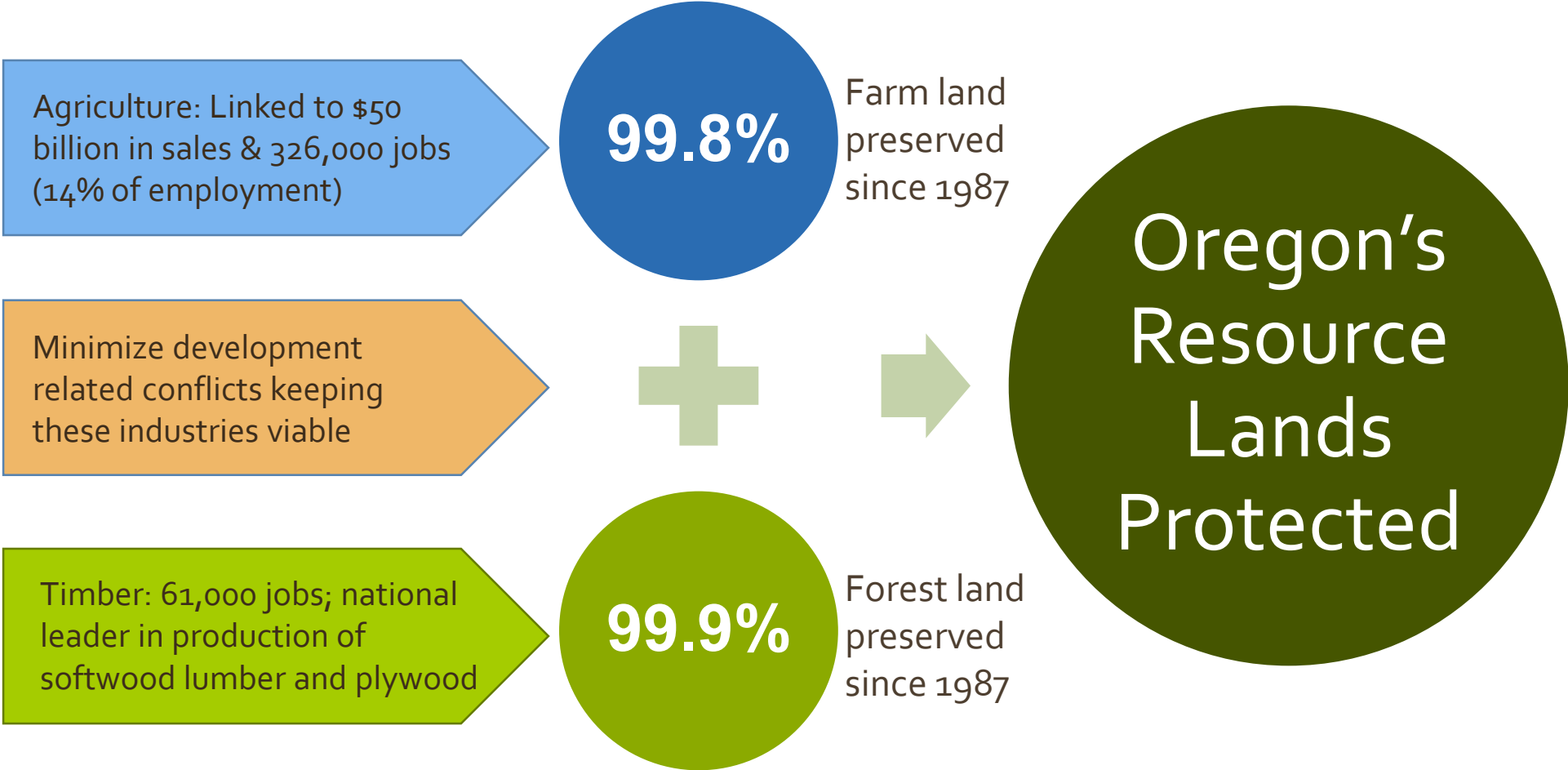
2 Population Growth

- Oregon's population overall increased by 16% between 2000-2010

3 Overall Density

- Efficient development patterns in Oregon lead to greater urban densities

Farm & Forest Land Protection



Data Sources: Oregon Dept. of Agriculture; Oregon Forest Resources Institute

Coastal Zone Management

Oregon's Coastal Management Program was approved by NOAA in 1977.

- Networked partnership with local governments, state and federal agencies, tribes, and other stakeholders.
- Has the authority to review the actions of federal agencies to make sure they are consistent with local plans, and state planning goals and laws.
- In the 2017-19 biennium, the department received \$4.02 million in federal funding for the coastal program.
- Ensures that Oregon's coastal zone is managed and protected (fishing, shipping, wave energy, conservation, tsunami resiliency).



Natural Hazards Mitigation

DLCD's Natural Hazards Mitigation Program works to create a disaster resilient state.

- Minimize loss of life, property damage, and economic loss.
- Support and develop Natural Hazards Mitigation Plans for state, local, and tribal governments.
- DLCD is the Coordinating Agency for Oregon's National Flood Insurance Program (NFIP).
- FEMA's Risk MAP program is administered by DLCD with federal funding (Risk MAP).



How does DLCD serve local governments?



Technical Assistance

- Approximately 15 experts on staff
e.g. economic development, tsunami resilience, transportation, housing
- 9 Regional Staff

Model Code

- Implementing ADU requirement
- Model Code for Small Cities
- Tsunami Planning
- Flood Damage Prevention

Guidance Documents

- Housing Choices Guide Book
- Space efficient infill development
- Planning for Schools & Livable Communities

Data Availability

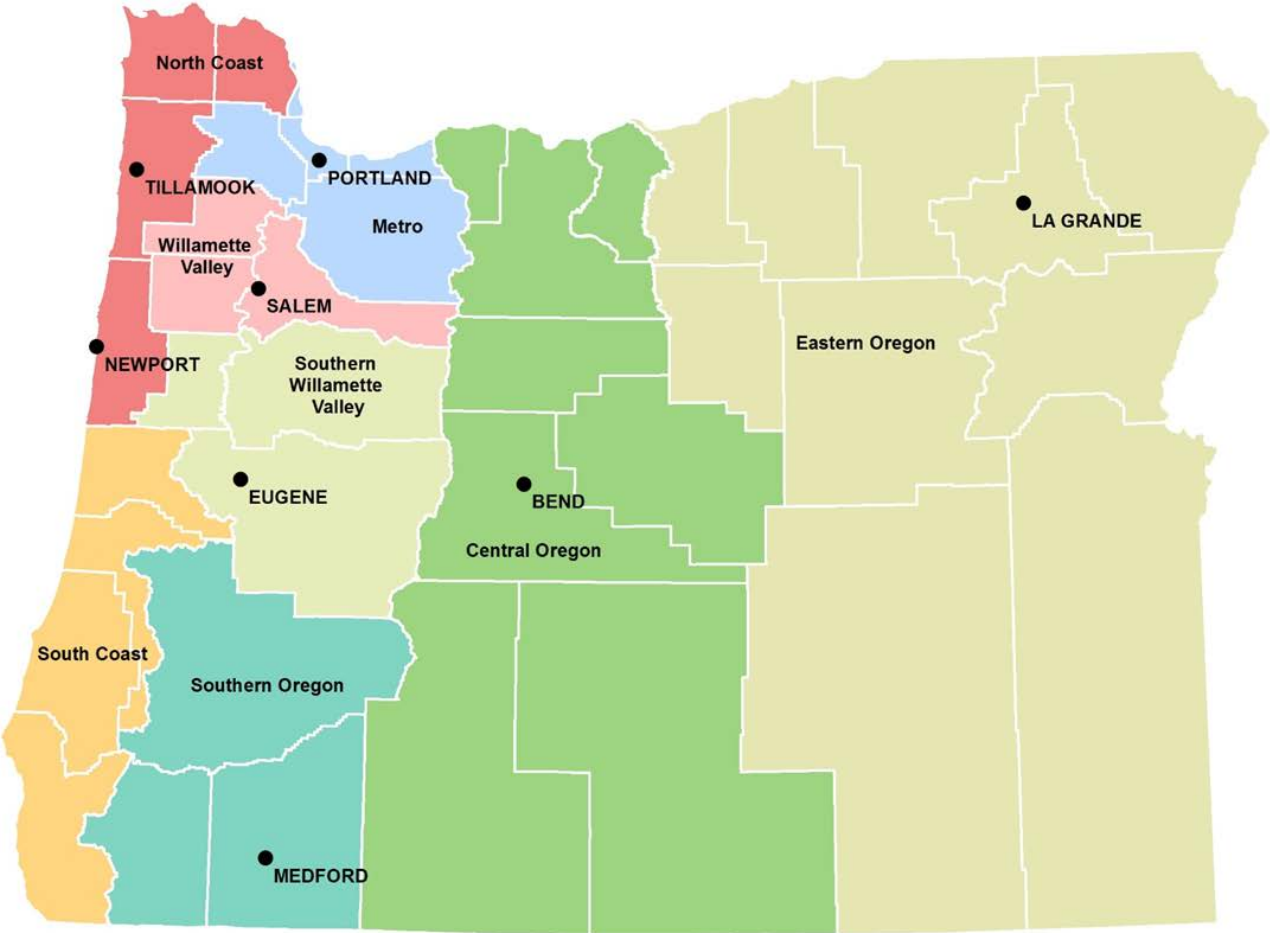
- Online Mapping / GIS Applications
- Population forecasts
- Online reporting for cities and counties
- Simplified UGB Calculator

Grants & Direct Assistance

- Small cities and counties
- General Grants
- Planning for Housing
- EO Econ Dev.
- Transportation and Growth Management
- Coastal Grants

Maintaining a Regional Presence

Eight Field Offices and Regional Solutions Centers



Shared Programs and Collaborations

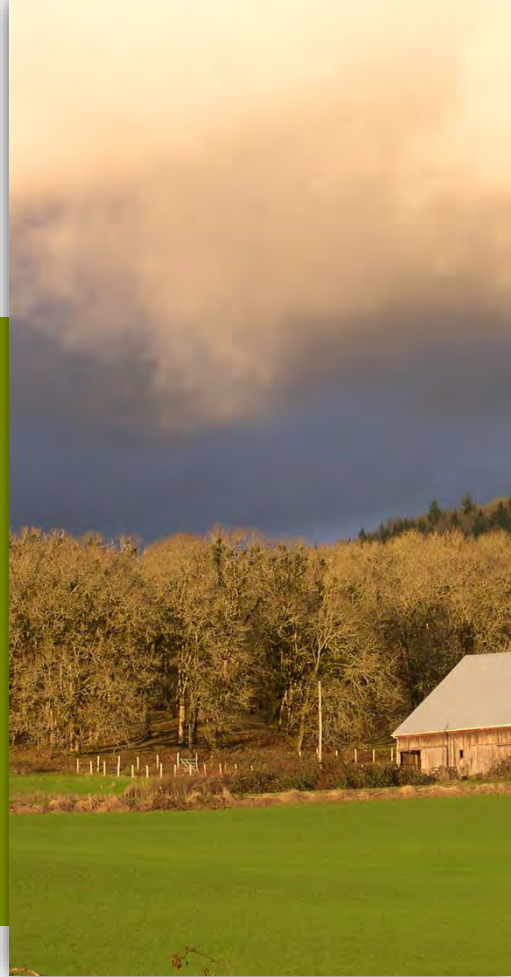


Program	Partnerships
Climate Change Adaptation	DLCD partners with multiple agencies to build a climate knowledge network
Greenhouse Gas Reduction	In partnership with DEQ and ODOT
Transportation and Growth Management	Joint program with ODOT
Natural Hazard Mitigation Planning	DLCD works with OEM to manage statewide planning for natural hazards
Landslide Hazard Mapping	A coordinated effort with DOGAMI
Oregon Emergency Response System	DLCD serves with 30 other state agency partners
Sage Grouse Conservation Partnership	In partnership with ODFW, Governor's Office, BLM
Oregon Coastal Zone Management Program	Funded by NOAA and in collaboration with 10 state agencies
Population Forecasting	Funding to PSU for use by local governments

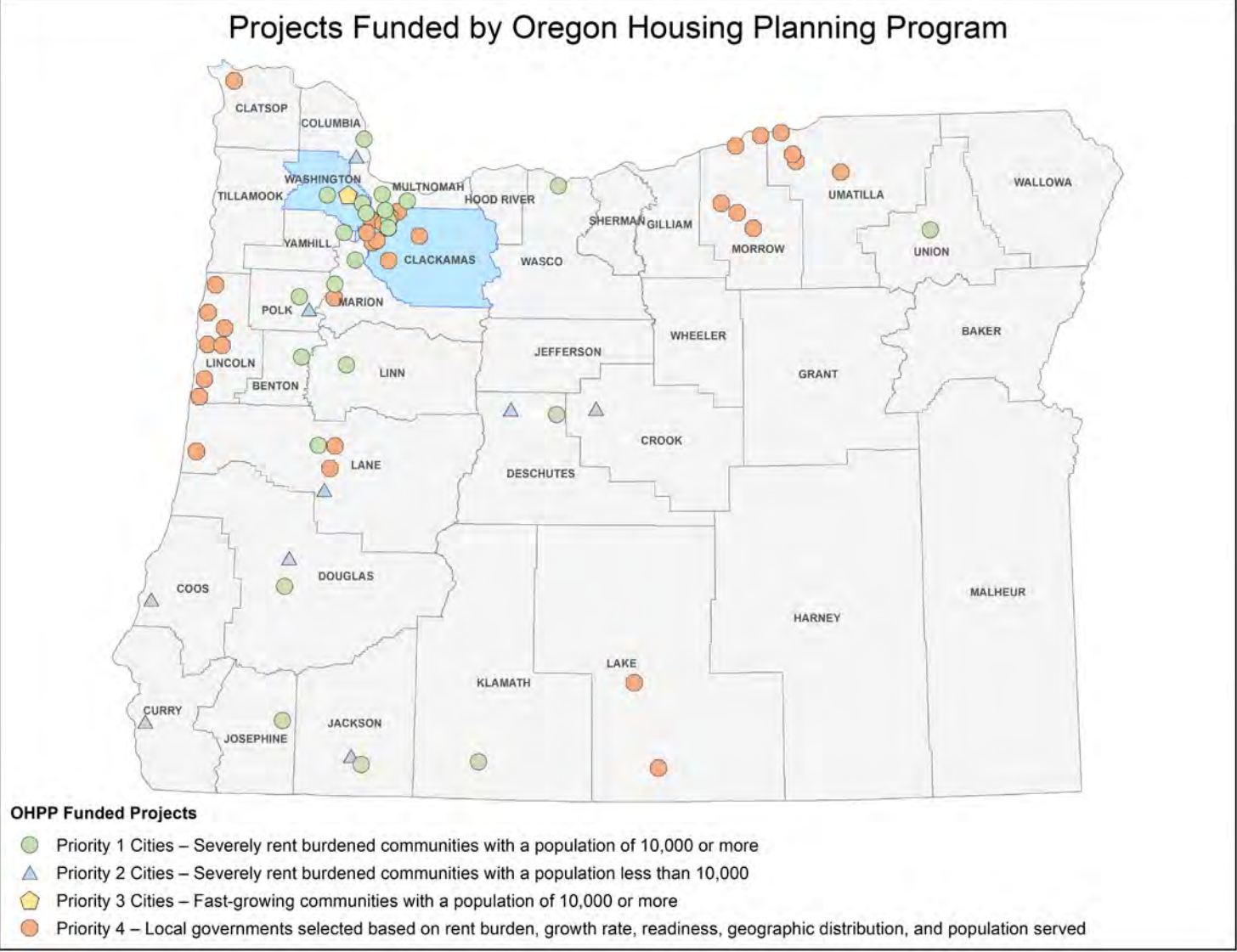
Why Our Work Matters

"Conservation means development as much as it does protection. I recognize the right and duty of this generation to develop and use the natural resources of our land; but I do not recognize the right to waste them, or to rob, by wasteful use, the generations that come after us."

- Theodore Roosevelt



Oregon Housing Planning Program



- \$1.73 million in one-time funding for housing planning
- 45 cities and counties are receiving planning assistance
- Services include housing needs analyses, code update assistance and implementation plans

Eastern Oregon Economic Opportunity Planning Project

- The Department received \$300,000 through HB 5201 during the 2018 session to support economic opportunity planning for eastern Oregon communities.



City of Nyssa

Reload Facility -

- ✓ 2017 Transportation Package included \$26million allocation for intermodal facility
- ✓ Technical Assistance from DLCD helped city and county evaluate local and state planning guidelines
- ✓ Project will benefit onion and other local commodity producers



Photo Credit: Argyleist is licensed under [CC BY 2.0](#).

City of Independence

TGM Rapid Response Grants: 2007 & 2013

- ✓ Downtown Master Plan
- ✓ 22 new employers
- ✓ Almost 700 additional jobs
- ✓ \$27 million in payroll
- ✓ Independence Landing: \$50 million public-private partnership
 - ✓ 75 room boutique hotel
 - ✓ 120 residential units
 - ✓ 35,000 sf mixed use development



Photo Credit: City of Independence, Oregon

City of Tigard

DLCD Grant to perform an EOA: 2013

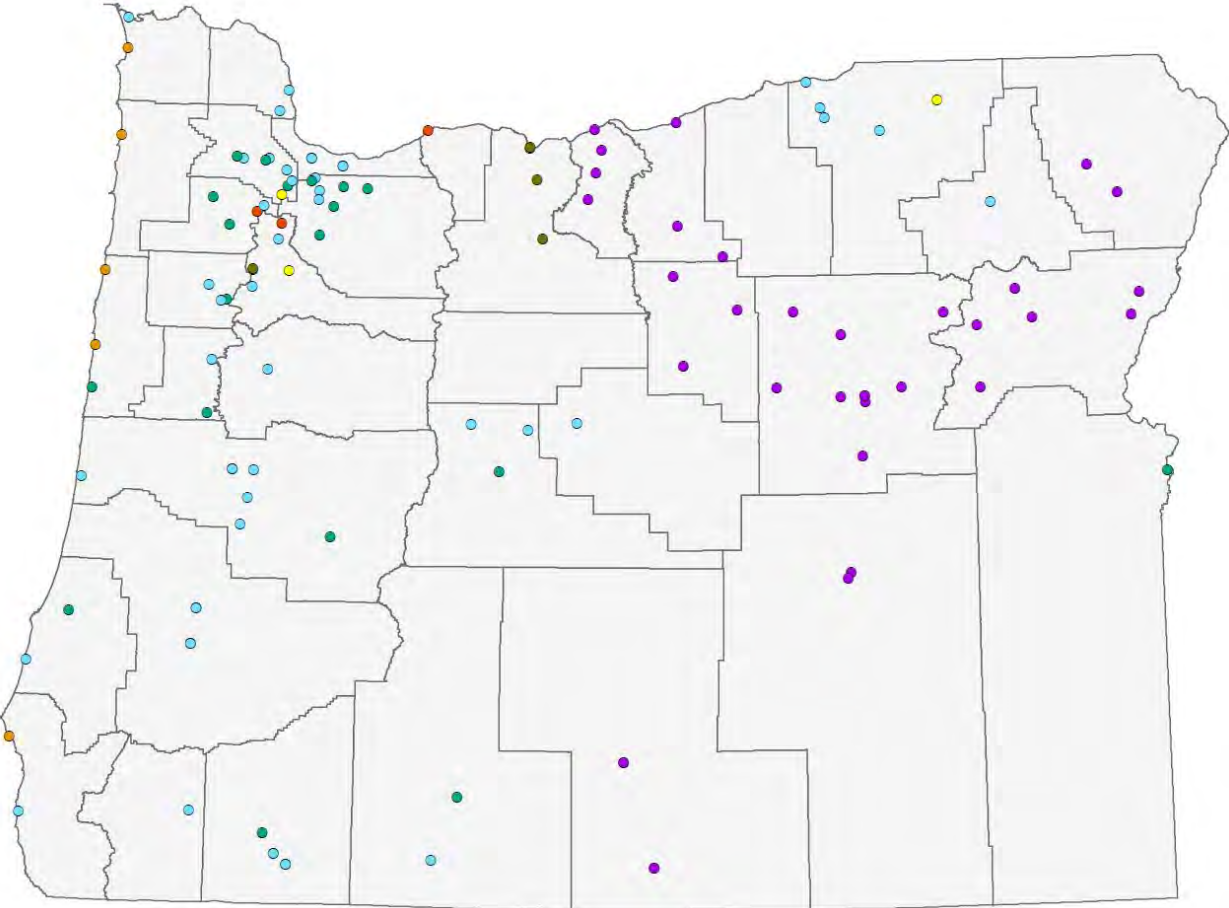
- ✓ 40-acre mixed use site
- ✓ \$8 million in public infrastructure
- ✓ 264 apartments for workforce housing
- ✓ 286 non retail jobs envisioned
- ✓ 75,000 -100,000 in office space available
- ✓ 400,000 in 2-story flex industrial space



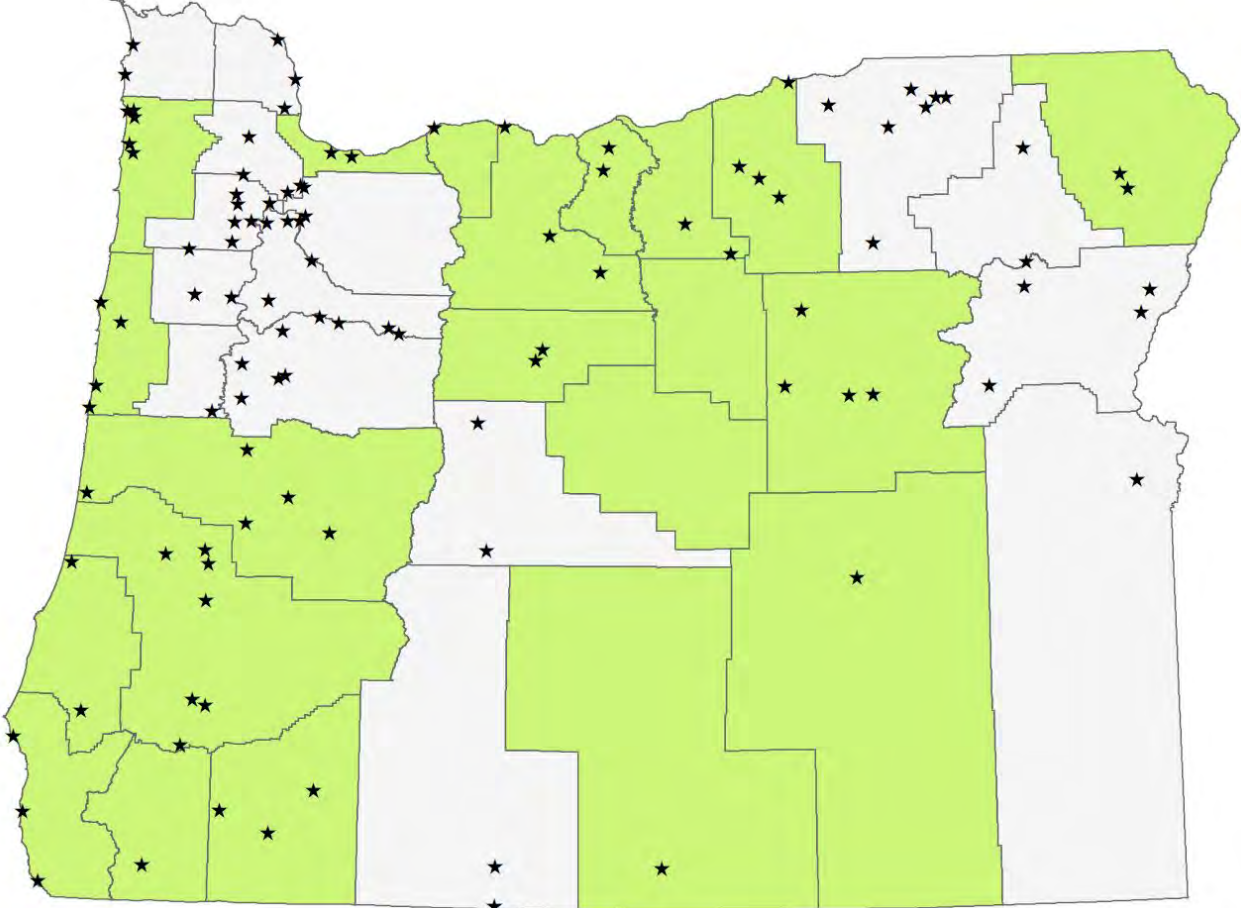
*Fields/Hunziker Industrial Core Area Rendering: Under Construction Now
Credit: Lloyd Purdy and City of Tigard, Oregon*

Direct Assistance and Grant Funding

DLCD Direct & Specialized Grant Assistance



DLCD Technical Assistance Grants & Planning Assistance for Small Cities and Counties



*2017-19 Biennium: includes Direct Assistance funding for Oregon Housing Planning Project and Eastern Oregon Economic Opportunities Analyses

2018 Annual Performance Progress Report

	Key Performance Measure	Target	2018 Performance
1	EMPLOYMENT LAND SUPPLY	75%	81%
2	HOUSING LAND SUPPLY	90%	74%
3	PUBLIC FACILITIES PLANS	80%	77%
5	TRANSIT SUPPORTIVE LAND USE	91%	85%
6	TRANSPORTATION FACILITIES	92%	92%
9	UGB EXPANSIONS THAT AVOID FARM AND FOREST LAND	55%	28%
10	GRANT AWARDS	100%	93.94%
11	CUSTOMER SERVICE	83%	87.13%
12	BEST PRACTICES	100%	100%
13	FARM LAND	90%	99.80%
14	FOREST LAND	90%	99.90%

Budget

"Every aspect of our lives is, in a sense, a vote for the kind of world we want to live in."

- Frances Moore Lappe



2019-21 Governor's Budget

	2015-17 Actuals	2017-19 Legislatively Approved	2019-21 Governor's Budget
General Fund	\$13,211,189	\$15,160,953	\$15,069,903
Other Funds	\$546,079	\$1,785,545	\$1,460,719
Federal Funds	\$4,260,687	\$6,487,739	\$6,964,297
All Funds	\$18,017,955	\$23,434,237	\$23,494,919
Positions	58	58	59
FTE	56.46	56.90	57.79

Analyst Adjustments

Package 90		Reduction	Increase	Net Reduction/ Increase
	Services & Supplies Inflation	-\$24,104		
	Vacancy Savings	-\$246,464		
	Position Elimination ~ Planner 3	-\$287,316		
	Sage Grouse Implementation		\$500,000	-57,884
Package 91				
	Government Service Charges	\$-119,956		\$-119,956
Package 95				
	Attorney General	-\$55,325		-\$55,325

2019-21 Policy Option Packages

POP #	Description	Total Value	POS	FTE	Outcomes
POP 101	Development Readiness	\$1,358,375	1.00	1.00	Prepare Oregon communities for growth and affordable housing development
POP 102	Climate Adaptation	\$273,060	1.00 Limited Duration	1.00	Update Oregon's Climate Change Adaptation Framework
POP 103	Preparing for Natural Disasters	\$1,088,308	4.00 Limited Duration	4.00	Update natural hazard mitigation plans for State and Local Governments

POP 101: Development Readiness

Two Elements

- ✓ HB 2075 Creates the Fund
- ✓ Policy Option Package 101
 - \$1.35M in Governor's recommended budget

Purpose

- ✓ Support supply of housing and jobs

“Development Ready” communities are prepared to receive private and public investment to produce **housing** and **jobs**



POP 102: Climate Adaptation

Update the 2010 Oregon Climate Adaptation Framework

- ✓ Inventory actions that have been taken
- ✓ Update science and adaptation actions
- ✓ Address gaps in 2010 Framework:
 - Uniquely impacted communities and regions
 - Public health issues
 - Implementation schedule
 - Develop evaluation and monitoring metrics
- ✓ Integrate actions into agency programs and work

Purpose

- ✓ Create a **Climate Ready Oregon**



POP 103: Preparing for Natural Disasters

Natural Hazard Mitigation Plans for Cities and Counties

- ✓ Examines the hazards, vulnerabilities, and risks facing a city or county
- ✓ Establishes a mitigation strategy to reduce impacts on people, property, and the environment
- ✓ Can cover one or more jurisdictions

- ✓ Fully funded by Other and Federal Funds
- ✓ Creates 2 LD positions

Purpose

- ✓ Prepare Oregon communities for a resilient future



2019-21 Budget Challenges

Growing Need

- Oregon has added over 1.5 million in population since most city comprehensive plans were authored. (1980-present)
- There is an affordable housing crisis; but most communities are not prepared to meet the demand. Recent one-time funding fulfilled an estimated 30% of the need for technical assistance.

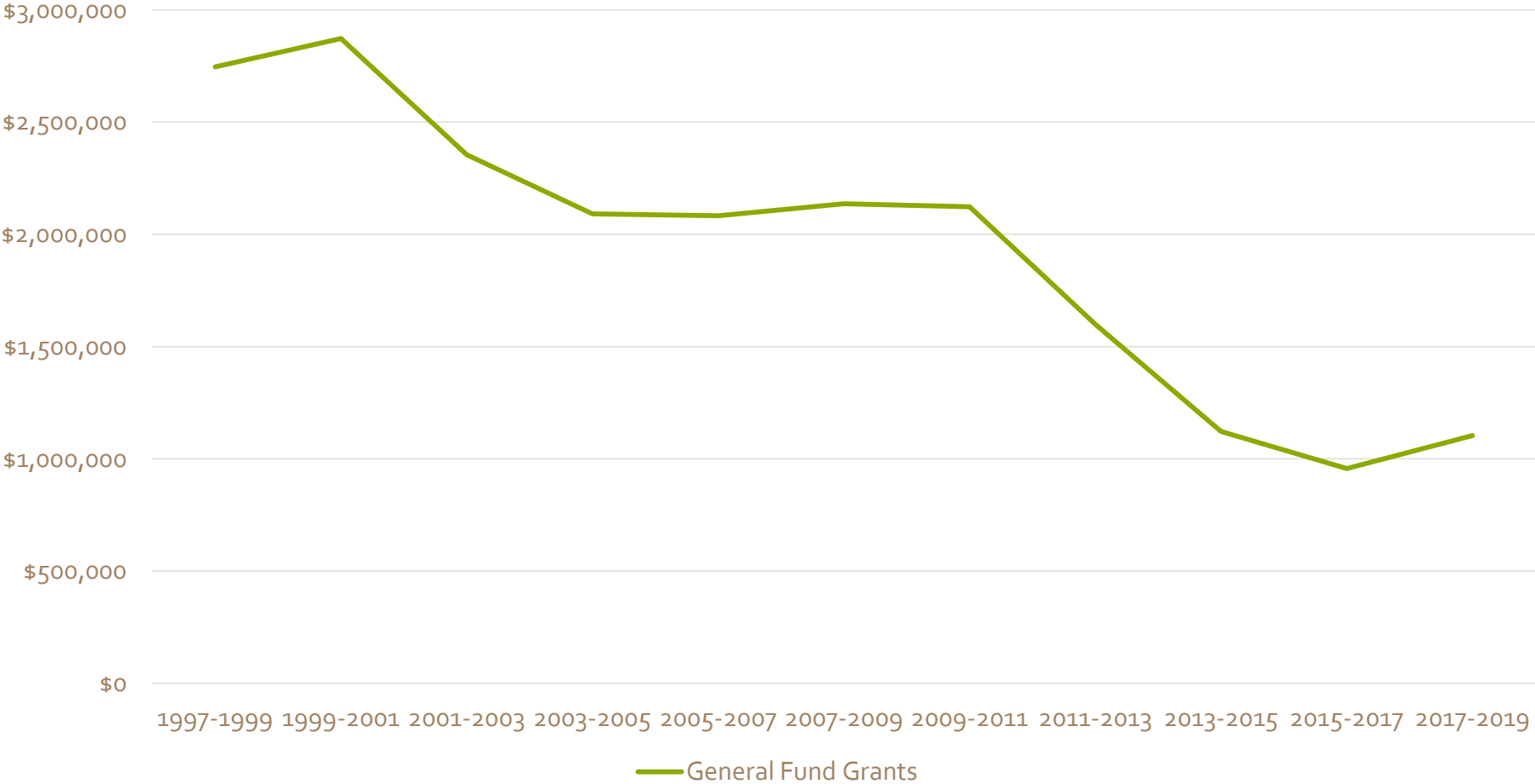
Diminishing Grant Funds

- General Fund grants budget declined by 66% since 2000.
- A one-time appropriation of \$2.03 million in General Funds in 2018 helped address some of the most immediate need for housing and economic development planning; but there is still a need for ongoing funds to support our statutory mission.

Shrinking Staff Count

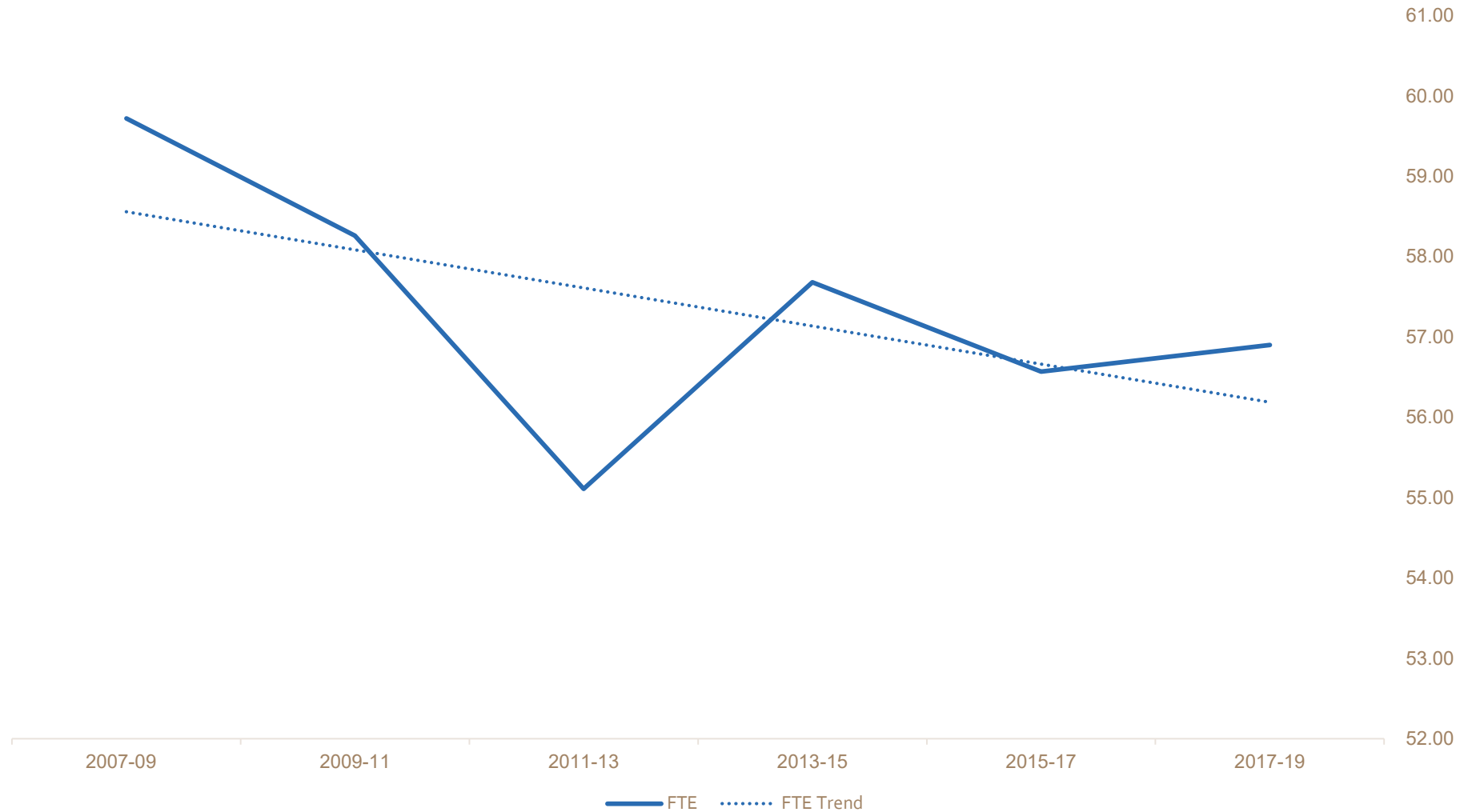
- The Secretary of State's risk review letter in 2018 confirmed that *"staff are spread thin, particularly for regional representatives who provide technical assistance and review of local jurisdictions."* Limited staff and grant funds have made it difficult for the department to fulfill our legislative mandate.

Grant Funding for Local Governments



NOTE: Data does not include the one-time funding of \$1.7 million for the Oregon Housing Needs project which expires 6/30/19

Department Staffing



Reductions List

Governor's Budget - \$419,972	Inflation Reduction
	Eliminate Planner Position (1 FTE)
	Vacancy Savings
5% - \$695,337	Temporarily Reduce FTE for Planning Staff (equiv. 0.5 FTE)
	Temporarily Reduce Technical Assistance Grants
	Reduce Temporary Positions
10% - \$1,390,674	Additional Temporary Reduction of Technical Assistance Grants
	Temporarily Reduce Planning Staff (equiv. 1.5 FTE)

See Appendix B

Cost Savings and Efficiencies

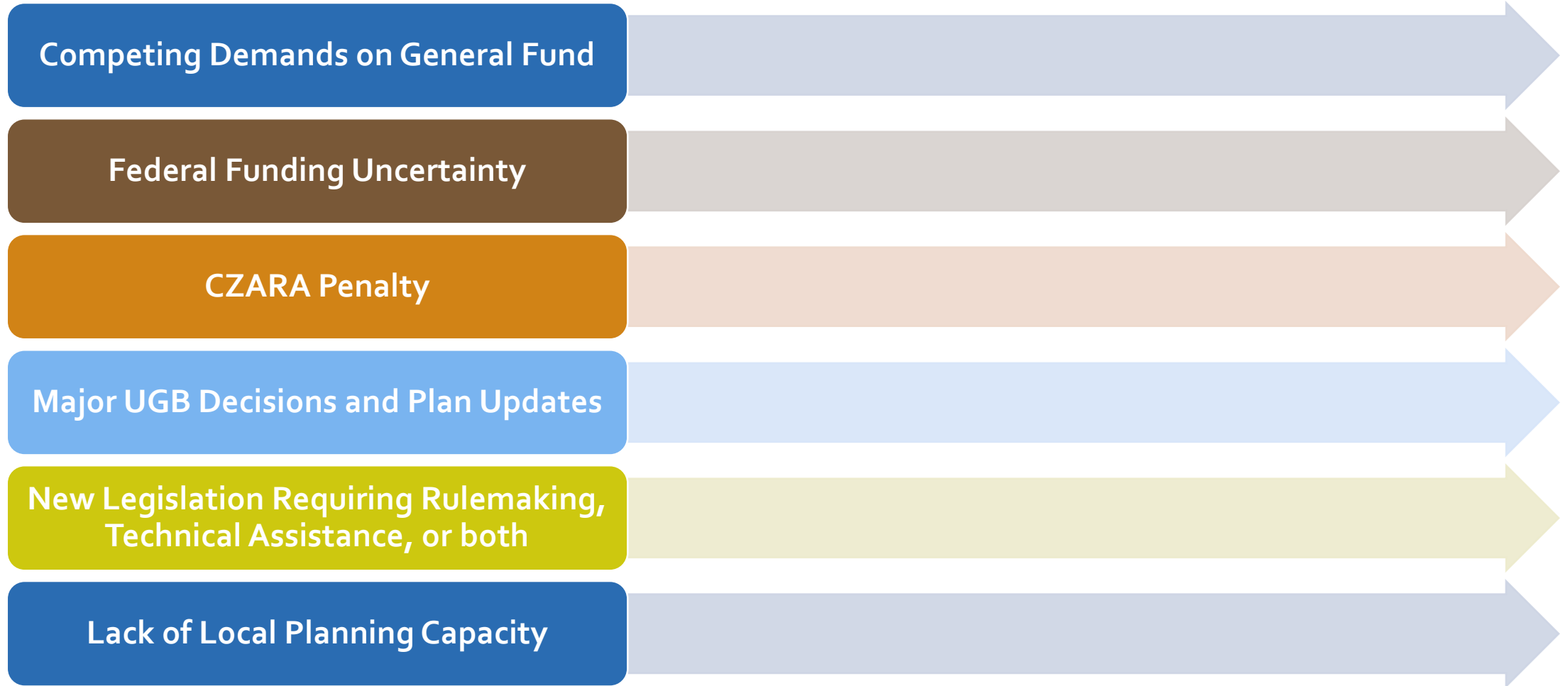
Cost Savings

- Shared staff with other agencies for Contracting and Payroll Support (\$64,000/biennium saved)
- Reduced travel for certain advisory committee meetings (est. \$10,000/biennium saved)
- Audited users and eliminated software licenses

Efficiencies

- Video conferencing software to connect remote staff or commissioners in meetings
- Reduced number of web pages and online documents by 50%
- Created a PAPA online tool for local governments & public
- Created online public records request tool

DLCD Budget Drivers



Summary of Proposed Legislation That May Affect DLCD

Housing	Bills that change zoning requirements for lands within UGBs Examples: HB 2075 (DLCD Bill); HB 2001 (middle housing); HB 2228 (technical assistance); HB 2336 (Affordable Housing Pilot)
Farm & Forest Lands	Bills that change zoning requirements for farm, forest, and ranch lands Examples: HB 2225 (forest template dwellings); SB 408 (land division for utility facilities)
Ocean & Coastal	Bills that change requirements for ocean and coastal management Examples: SB 256 (repeals moratorium on oil, gas, sulfur leasing in territorial sea); HB 2574 (aquaculture)
Rural Development	Bills that increase development on rural lands SB 2 (Eastern Oregon rural commercial/industrial development); SB 88 (ADUs in rural residential zones)
Natural Hazards	Bills that affect natural hazard planning Examples: HB 2535 (creates Task Force on Disaster Response & Recovery); SB 88 (fire risk mapping)
Energy	Bills related to energy development Example: HB 2322 (required DLCD to amend land use planning goals related to energy facilities)

Agency Changes in the Last 6 Years

Population Forecasting

DLCD assures population forecasts for every city and county are updated frequently through Portland State University's Population Research Center

A permanent allocation of grant funding from DLCD supports this work

Technical Assistance

DLCD has **increased our focus on technical assistance** – providing local governments with tools, data, and planning assistance to meet their needs.

Lack of state resources resulted reduced agency capacity to support periodic review and comprehensive updates to local plans.

CZARA Penalty

DLCD **lost \$1.3m in federal funding** as a result of the CZARA penalty.

Lost 2 planners, plus all related grant funding for coastal counties and cities (more than \$650,000 per biennium)

Retirements

Retirements of multiple long-term employees

Succession Planning

2019-2021 Budget Priorities



Appendices

Mandatory Appendices

- A. Other Fund Balance Report
- B. Reductions List

Additional Appendices

- C. Statewide Land Use Planning Goals
- D. Strategic Plan
- E. Biennial Report
- F. Program Prioritization List
- G. 2018 Annual Performance Progress Report (APPR)
- H. Farm and Forest Report
- I. Local Jurisdiction Grants (General Fund)
- J. Secretary of State's Risk Review Letter (February 2018)
- K. Guidance for Accessory Dwelling Units (SB 1051)
- L. Affordable Housing Pilot Project Report to Legislature (HB 4079)



"DLCD plays a vital role in providing services especially to small, rural areas in Oregon that might otherwise not have the benefit of the expertise they provide."

*– Response to "How can DLCD better serve you or your community?"
from the 2018 DLCD Customer Service Survey*



Thank you

Jim Rue, Director

Carrie MacLaren, Deputy Director



Appendix A

Other Fund

Balance Report

Appendix B

Reductions List

Oregon Department of Land Conservation and Development (DLCD)

2019 - 2021 Biennium

Detail of Reductions to 2019-21 Current Service Level Budget

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Priority (ranked most to least preferred)	Agency	SCR or Activity Initials	Program Unit/Activity Description	GF	LF	OF	NL-OF	FF	NL-FF	TOTAL FUNDS	Pos.	FTE	Used in Gov. Budget Yes / No	Impact of Reduction on Services and Outcomes	
Dept	Prgm/														
1		DLCD	001	Inflation reduction for non-protected services and supplies accounts	24,104						\$ 24,104			Yes	This reduction would be achieved by a reduction of the department's budget for DOJ fees.
2		DLCD	001	Eliminate one Planner 3 (Position #2000224)	149,404						\$ 149,404	1	0.70	Yes	Elimination of this position would mean that DLCD would not review transportation submittals, or participate on local advisory committees.
3		DLCD	001	Vacancy Savings	246,464						\$ 246,464			Yes	To meet the amount of vacancy savings in the GRB, the department would (1) defer recruiting for new vacancies for several months and (2) reduce the ISS6 database position to half-time for the biennium (Position #7117105). Reducing the database position to half-time would limit the department's ability to update and maintain land use planning and reporting tools used by local governments, many of which are required by statute. Deferring recruitment of planning positions would limit the department's ability to provide technical assistance and to review plan amendments for compliance with statewide planning goals.
4		DLCD	001	Temporarily reduce hours for Measure 49 planner (Position #7000077)	126,096						\$ 126,096			No	Reduced to half-time. \$252,193 estimate of full time. As a result of this reduction, this position would focus on basic processing of Measure 49 incoming data, and would be left unable to give support for local governments or property owners with M49 authorizations.
5		DLCD	003	Temporarily reduce amount of discretionary periodic review and technical assistance grants	119,269						\$ 119,269			No	This proposed reduction for General Fund grants (special payments to local jurisdictions) is proposed as a one-time action. At this level, two to three city or county land use planning projects would not be funded. In the past cycle, grant funds supported downtown master plans, periodic review, economic development, housing, and updates to county codes for farm and forest lands. The department typically receives requests 2-3 times the amount of funding.
6		DLCD	001	Reduce budget for temporary positions	30,000						\$ 30,000			No	Work done through temporary appointments has allowed DLCD to efficiently complete small projects that would otherwise need to be completed by expensive consultants or permanent staff. This reduction could mean that vital work would not be completed without additional permanent staff.
				5% GF Subtotal							\$ 695,337				

Oregon Department of Land Conservation and Development (DLCD)
2019 - 2021 Biennium

Detail of Reductions to 2019-21 Current Service Level Budget

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Priority (ranked most to least preferred)	Agency	SCR or Activity Initials	Program Unit/Activity Description	GF	LF	OF	NL-OF	FF	NL-FF	TOTAL FUNDS	Pos.	FTE	Used in Gov. Budget Yes / No	Impact of Reduction on Services and Outcomes	
Dept	Prgm/														

\$ -

Appendix C

Statewide Land Use Planning Goals



19 Statewide Planning Goals

GOAL 1: CITIZEN INVOLVEMENT-To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

GOAL 2: LAND USE PLANNING-To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

GOAL 3: AGRICULTURAL LANDS-To preserve and maintain agricultural lands.

GOAL 4: FOREST LANDS-To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water and fish and wildlife resources and to provide for recreational opportunities and agriculture.

GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES-To protect natural resources and conserve scenic and historic areas and open spaces.

GOAL 6: AIR, WATER AND LAND RESOURCES QUALITY -To maintain and improve the quality of the air, water and land resources of the state.

GOAL 7: AREAS SUBJECT TO NATURAL HAZARDS -To protect life and property from natural disasters and hazards.

GOAL 8: RECREATIONAL NEEDS -To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

GOAL 9: ECONOMIC DEVELOPMENT -To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare and prosperity of Oregon's citizens.

GOAL 10: HOUSING -To provide for the housing needs of citizens of the state.

GOAL 11: PUBLIC FACILITIES AND SERVICES -To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

GOAL 12: TRANSPORTATION -To provide and encourage a safe, convenient and economic transportation system.

GOAL 13: ENERGY CONSERVATION -To conserve energy.

GOAL 14: URBANIZATION -To provide for an orderly and efficient transition from rural to urban land use.

GOAL 15: WILLAMETTE RIVER GREENWAY -To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.



GOAL 16: ESTUARINE RESOURCES- To recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and to protect, maintain, and where appropriate develop and restore, the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries.

GOAL 17: COASTAL SHORELANDS- To conserve, protect, and where appropriate, develop and restore, the resources and benefits of all coastal shore lands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics. The management of these shore land areas shall be compatible with the characteristics of the adjacent coastal waters; and to reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shore lands.

GOAL 18: BEACHES AND DUNES- To conserve, protect, and where appropriate, develop and restore the resources and benefits of coastal beach and dune areas; and to reduce the hazard to human life and property from natural or man-induced actions associated with these areas.

GOAL 19: OCEAN RESOURCES -To conserve marine resources and ecological functions for the purpose of providing long-term ecological, economic, and social value and benefits to future generations.

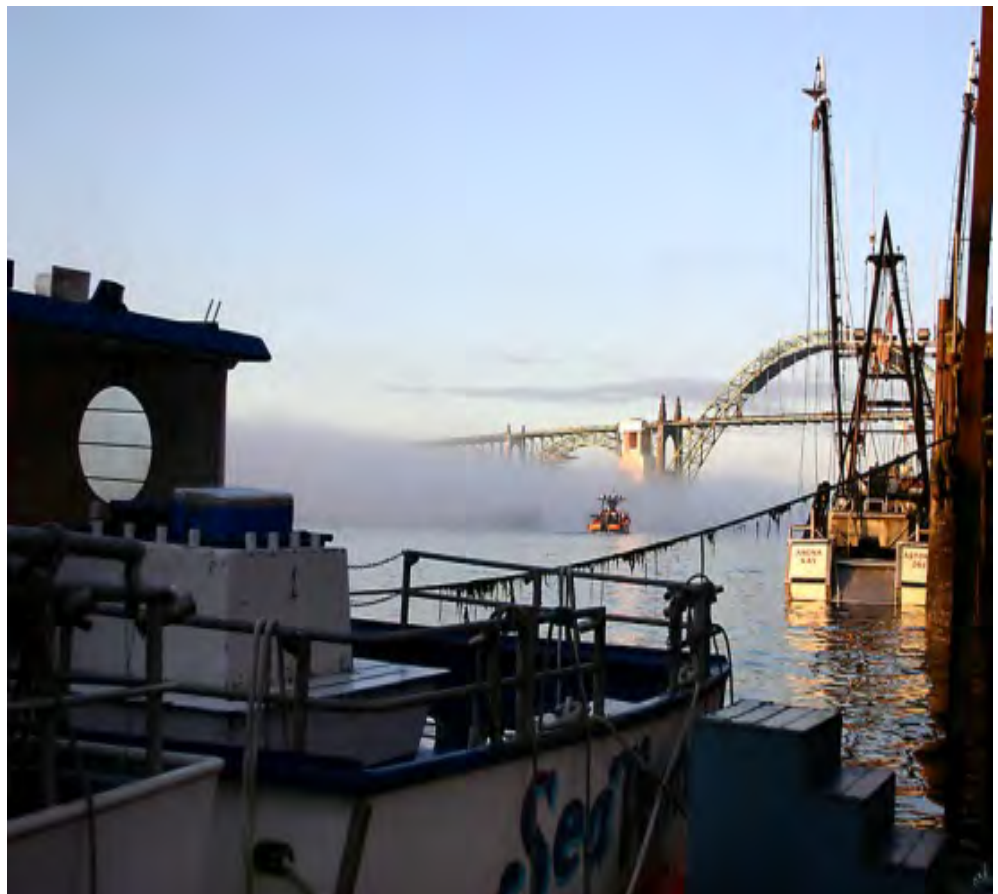
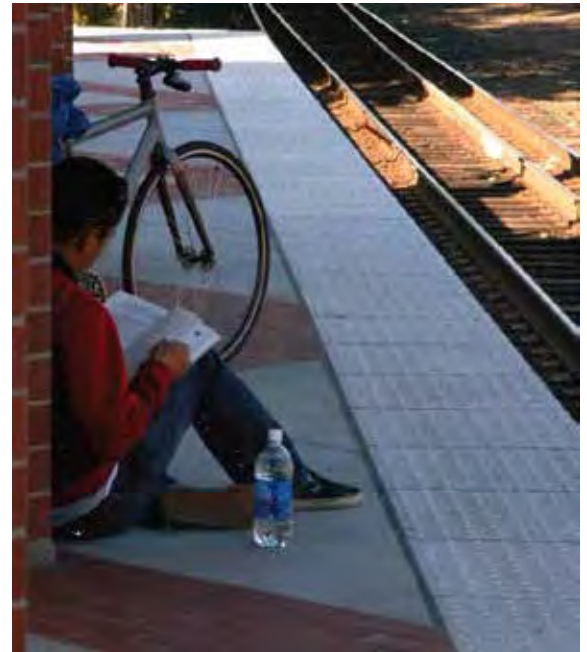
Appendix D

Strategic Plan

Oregon Department of Land Conservation and Development

Strategic Plan

2014-2022



Approved by LCDC November 7, 2014

Acknowledgements

The 2014-2022 Department of Land Conservation and Development's Strategic Plan has been approved by the Land Conservation and Development Commission. The plan meets several objectives beyond past – and current – plans by providing one document where the department's core work and strategic initiatives can be found, and by extending the plan's horizon beyond a two-year frame.

The descriptions of the strategic initiatives are necessarily brief, but we hope they provide a clear sense of what is intended to be accomplished, and what resources are required to complete it. The plan also sets admittedly high goals, including several initiatives and projects that will not be realized without additional funding. In those cases, our work will begin with obtaining the funding necessary to support this work. Finally, we emphasize that the Strategic Plan is intended to be a living document, one that will be reviewed on an annual basis, and revised or altered as appropriate. The critical aspect is to provide the direction and a set of priorities for the department to achieve the goals of Oregon's state land use planning program.

The department offers appreciation and acknowledgement to all those who provided suggestions, criticism, and encouragement during the strategic planning process. The approved plan benefitted greatly from the input received from our local government partners, interested stakeholders, and members of the public. Much appreciation also goes to the crucial role of the staff of the department in developing the 2014-2022 Strategic Plan.

Sincerely,



Jim Rue
Director

Versions and amendments to the 2014-2022 Strategic Plan
Public Comment Draft (Draft 1), circulated for public comment - - June 20, 2014
Proposed draft for adoption by LCDC (Version 1) - - September 2014
Approved 2014-2022 Strategic Plan (Version 3) - - November 7, 2014

Mission

To help communities and citizens plan for, protect and improve the built and natural systems that provide a high quality of life. In partnership with citizens and local governments, we foster sustainable and vibrant communities and protect our natural resources legacy.

Guiding Principles

- Provide a healthy environment;
- Sustain a prosperous economy;
- Ensure a desirable quality of life;
- Provide fairness and equity to all Oregonians; and
- Ensure consistency with the [10-year Plan for Oregon](#).

Strategic Goals to Guide Our Work

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Who We Are

The Oregon Department of Land Conservation and Development (DLCD) is a small state agency. We work in partnership with local governments, and state and federal agencies, to address the land use needs of the public, communities, regions, and the state. The Land Conservation and Development Commission (LCDC) provides policy direction for the land use planning program and oversees DLCD operations. The department is organized into four divisions, with regional offices around the state:

Ocean and Coastal Services – oversees Oregon’s federally designated coastal program, and provides planning grants and delivers data and technical assistance to coastal communities relating to coastal hazards and resilience, climate change adaptation, estuary program updates and territorial sea plan implementation.

Planning Services – provides technical expertise and services relating to transportation and growth management, natural hazards, climate change mitigation, environmental and natural resources, and property rights.

Community Services – delivers broad technical assistance to local government and state agencies, reviews local plan amendments for consistency with the statewide planning goals, provides planning grants, and represents DLCD on Regional Solutions Teams.

Administrative Services – the Director’s Office and Administrative Services Division provide support for LCDC, policy development, and operations.

“The program’s success is due to the working partnership between state and local governments and to citizen participation”.
– *Renew America (National Conservation Program)*

What We Do

We help carry out the vision and legacy of [Senate Bill 100](#), which for 40 years has contributed to the quality and character of the natural and built environment of the state. The program has been charged by the Legislature with managing urban growth; protecting farm and forest lands, coastal areas, and natural resource lands; and providing for safe, livable communities in concert with the vision of the local communities.

Under the statewide land use planning program, each city and county is called upon to adopt and maintain a comprehensive plan and an implementing zoning code consistent with [19 statewide planning goals](#). Recognizing that each city and county has unique values and aspirations, our job is to provide planning guidance and technical assistance to help communities plan for their future while considering the needs of the region and the state.

Helping cities and counties address these functions in the context of a wide range of state and local interests requires that we be problem solvers. The department’s mission reflects this active role.

Local Governments

Oregon's land use planning program serves all Oregonians through the work of the 242 cities, 36 counties, and one metropolitan service district (Metro) in the state, each of which is responsible for carrying out land use planning. It does this by ensuring that each city and county engages its residents in planning for their future and addresses issues that matter to the economic and environmental sustainability, resiliency, and vibrancy of the community. The department's regional staff and program specialists provide technical and financial assistance to support local planning efforts. Direct organizational links with cities and counties, such as the commission's Local Officials Advisory Committee, also support the state and local relationship.

State Agencies

While city and county comprehensive plans hold the central position for implementation of the statewide planning program, state agencies (in addition to DLCD) also have a role. State agency plans and programs must be developed and implemented consistently with both the statewide planning goals and the comprehensive plans of cities and counties. While much attention is paid to state oversight of local planning, it is in fact a two-way relationship. A state agency is not allowed to disregard a community's vision and goals in its own decision-making.

Understanding this Document

This document is the strategic plan for DLCD for the period 2014-22. The focus of the plan is to identify new, targeted strategies that the department intends to implement over this eight-year period. Some strategies are admittedly ambitious and will not be realized without additional resources. DLCD has not yet begun carrying out some of the strategies. Completion of others is already underway.

This plan contains goals, objectives and strategies that identify the department's direction for the next eight years (note: no order of prioritization or importance should be inferred from the order of presentation of the strategic goals, or the objectives or strategies). The workhorse component of the plan lies at the level of the strategies that indicate important actions and accomplishments the department intends to undertake and achieve. The plan includes these elements:

Goal

The goals provide the high-level policy statement that guides department actions in carrying out its mission during the strategic plan period. Not all work of the department will fit neatly under a goal as additional tasks and priorities are imposed on the commission and department from time to time. This strategic plan anticipates as many of these as possible but the department will retain the flexibility to adapt to new issues and topics, which changes will be incorporated into the strategic plan.

Objective

Each goal is underlain by one or more objectives that provide additional clarity regarding how DLCD implements that goal.

This includes a description of ongoing work of the agency, called “Core Work.” The core programmatic work of the department is referenced in this document, but not extensively described. That work is substantial, important, and implemented statewide. It reflects the program elements that were initiated either with the creation of the department, the commission, and the 19 statewide planning goals, or through later additions and changes to the program. A better understanding of this core programmatic work can be found on the department [website](#).

Strategies

Strategies are project-level work, usually a new initiative or a significant supplement to existing core work. Strategies have defined outcomes and are placed under one of the strategic goals to make the link between the policy and its implementation. Thus, for example, the strategies listed under Strategic Goal 3 show how we will go about engaging people with the land use planning program.

Emerging Themes

In the preparation and review of this strategic plan, the department and others identified certain themes that cut across more than one strategic plan goal. The department received repeated comments in support of giving these themes additional priority for action by the commission and department. These themes include:

- Improve public understanding of the statewide planning program and expand the department’s capacity to provide outreach and education.
- Increase community and economic development assistance to rural communities in collaboration with Regional Solutions Teams.
- Streamline urban growth boundary (UGB) processes, and increase the capacity at both the state and local level to focus on creating livable communities within UGBs.
- Increase leadership and support for local and state initiatives to create resilient communities and mitigate the effects of natural hazards and climate change.
- Improve capacity to gather, analyze, and distribute data and information to local jurisdictions and other stakeholders, and to guide policy development.

As the department implements the strategies identified in this plan, it will do so in light of these themes, seeking to create synergies and a higher likelihood of realization.

Goal 1: Conserve Oregon’s Natural Resources – Farm and Forest Lands, and Coastal, Scenic, Unique, and Other Natural Resource Lands are Planned and Managed to Provide a Healthy Environment, and Sustain Oregon’s Communities and Economy

The protection of natural resources lies at the heart of Oregon’s land use planning program. Oregon’s agricultural lands, forest lands, rangelands, beaches, waters and other natural resources are important economic, environmental and social assets for local communities and for the state. The quality of life made possible by a healthy environment, open spaces, and access to recreation continues to attract new people and business to Oregon. Core department work and strategies identified in this first strategic goal apply primarily to rural areas outside urban growth boundaries.

Conserve productive farm and forest lands

Core work: The department’s planning specialists and regional staff provide planning and technical assistance to help communities address Statewide Planning Goal 3 (Agricultural Lands) and Goal 4 (Forest Lands) and review of proposed amendments to comprehensive plans to help ensure compliance with those goals. Retaining parcels of sufficient size to support commercial farm and forest production and limiting uses that conflict with or impair farm and forest operations are critical to the success of these industries.

New Strategies

- With stakeholders, seek alternative (non-regulatory) methods that complement the existing land use program to ensure a sustainable land supply for Oregon’s agricultural and forest industries. This multi-stage strategy will include alliance-building, exploration of options, and selection of suitable solutions.
- Improve the department’s ability, in cooperation with the Oregon Department of Agriculture and the Oregon Department of Forestry, to evaluate and communicate the scale, nature, and location of farm and forest land conversion throughout the state.
- Analyze the impacts of ancillary and non-farm uses on agricultural uses to inform policy choices. Study design, data collection and analysis will likely take several years to complete. Analysis should address factors such as cumulative effects and other externalities caused by development of permitted uses.

Protect and conserve coastal and marine resources

Core work: The department’s regional staff and ocean and coastal planning specialists provide policy, planning, technical, and grant assistance to local governments and state agencies to ensure compliance with coastal goals. The department administers Oregon’s federally approved Coastal Zone Management Program, including federal grant administration and consistency review of federal permits and activities affecting the coastal zone, and serves as the coastal and marine data coordinator, facilitator, and repository.

New Strategies

- Administer and amend the Territorial Sea Plan and coordinate the state-federal task force for marine renewable energy development in the federal waters of the outer continental shelf.
- Update Oregon’s estuary planning program, including the inventory and classification system for estuaries.

Protect and conserve wildlife habitat, wetlands and riparian areas for their ecosystem values. Protect scenic, historic, cultural, and recreational values on rural lands.

Core work: The department’s planning specialists and regional staff provide planning and technical assistance to local governments concerning the implementation of Statewide Planning Goal 5 (Natural Resources). Technical assistance related to Statewide Planning Goal 6 (Air, Water and Land Resources Quality) assists in the prevention of groundwater pollution. Additional technical assistance is provided to cities and counties to avoid or minimize the adverse effects of urban sprawl on rural lands.

New Strategies

- Guide development from riparian areas, wetlands, and wildlife habitat to less sensitive areas through better application of Statewide Planning Goal 5 (Natural Resources) in local comprehensive plan updates. Increase the number of local jurisdictions with zoning and development codes that comply with the administrative rules implementing Goal 5.
- Develop a “non-resource lands” policy that is integrated with resource lands protection strategies, including consideration of carrying capacity, environmental and habitat protection, infrastructure requirements and availability and other factors. [Note: “nonresource lands” are those rural lands that are not suitable for production of farm or forest products due to the physical properties of the land, *e.g.*, poor quality soils.]

Goal 2: Promote Sustainable, Vibrant Communities

How communities are built and developed touches nearly every aspect of our lives: where we live, work, and play; how we get there; and whether we have livable communities and a clean environment. Planning for the full range of what makes a community livable – providing transportation and housing choices, strengthening economies, preserving open spaces and parkland, investing in improvements to public infrastructure, and protecting the environment – improves our quality of life.

The department's contributions to development of sustainable communities recognize the diversity, richness and aspirations of each community. Successful local comprehensive plans address the unique character of that community: the diversity of the population, landscape, culture, and situation within a region.

Oregon continues to successfully absorb population growth while consuming less land per capita than other states. This success reduces costs for public facilities, transportation, and infrastructure and protects productive farm and forest lands that contribute to regional economies. Community resilience, enabling communities to reduce exposure to natural hazards and respond to climate change, is part of the department's core work and is highlighted in this plan as a leadership and strategic priority. More recently, the priorities expressed in the [10-year Plan for Oregon](#) for [Jobs and Innovation](#), [Healthy People](#), and [Healthy Environment](#) are influencing the department's priorities and communications with the public.

Urban and rural communities have complete and current comprehensive plans with sufficient development capacity (land supply and infrastructure) to accommodate expected growth and economic development

Core work: The department provides planning, technical assistance, and grant funding to help local governments keep local comprehensive plans up-to-date. Examples of core work include assistance with updating land use plans for economic development and housing needs, as well as updating inventories of buildable lands, in order to link planning for an adequate land supply to infrastructure planning, community involvement, and coordination between local governments and the state.

Department staff also review city and county comprehensive plan amendments to ensure compliance with statewide planning goals, statutes, and rules.

New Strategies

- Improve procedures and requirements for urban reserve planning outside the Metro region to improve utility and effectiveness (particularly for industrial lands), reduce adverse impacts on farmland, and increase public safety by avoiding areas subject to natural hazards.
- Work with local and state government partners to identify lands and redevelopment opportunities within existing UGBs that are closer to workforce housing or in existing industrial areas.
- Clarify policy governing planning for employment lands in the Portland metropolitan area.
- Establish a new, streamlined process to evaluate UGB capacity, guide amendments to UGBs, and increase development efficiency in urban areas outside Metro (rulemaking pursuant to HB 2254 (2013)).

Land use and transportation planning are linked to provide for the development of well-functioning, well-designed, and healthy communities

Core work: The department provides technical and financial assistance to local governments to support community efforts to expand transportation choices for people. In partnership with the Oregon Department of Transportation, we administer the Transportation and Growth Management Program, which works with local governments to link land use and transportation planning to create vibrant, livable places in which people can walk, bike, take transit, or drive where they want to go. Housing affordability and housing choices are important components of the link between transportation and land use planning.

New Strategies

- Complete scenario planning to meet greenhouse gas reduction targets adopted by the commission. Seek funding for metropolitan areas to implement strategies to meet these targets.
- Increase assistance to local governments to develop balanced transportation systems including all transportation modes (pedestrian, transit, auto and bicycle) to reduce dependence on autos and provide secure, convenient and affordable mobility for all citizens.
- Develop more effective implementation measures for the development of affordable housing, including new incentives, mandatory standards, and model code provisions, developed as both new policy initiatives and as part of the 2014-15 UGB streamlining project.
- In coordination with the Oregon Department of Transportation, evaluate the Transportation and Growth Management Program to assess its effectiveness as a funding model to achieve integration on local projects.

Enhance the department's community development activities to support local efforts to revitalize communities, seek public infrastructure solutions, and build community participation

Core work: Technical assistance for community development is currently provided only on a limited basis, upon request by communities.

New Strategies

- Improve the ability of communities to implement plans to develop well-functioning, well-designed, healthy, diverse, and economically vibrant communities by providing technical and financial assistance for projects that promote these qualities.
- Help revitalize rural communities through integrated planning for transportation, land use, affordable housing, workforce development, and infrastructure (in coordination with Regional Solutions Teams).
- In coordination with Regional Solutions Teams, align land use, transportation, and other infrastructure planning so that investment of state resources reflects state and local priorities and assures the value of those investments over time.

Support local planning efforts to develop resilience to natural hazards, including those exacerbated by climate change

Core work: The department provides technical assistance, mapping, and data to help communities plan for and address threats to public safety, damage to built and natural environments, and interruption of economic well-being from flooding and other hazard events, particularly in coastal areas.

New Strategies

- Increase technical assistance and seek additional grant funding for local government resilience planning to address hazards that have not been well addressed in the past (*e.g.*, landslides), look beyond hazard mitigation to other elements of resilience (*e.g.*, recovery planning), and address climate change adaptation.
- Create a joint natural hazard resilience program and public interface with the Office of Emergency Management and the Department of Geology and Mineral Industries to improve inter-agency coordination and to facilitate access by the public to state natural hazard staff, technical assistance, data, GIS mapping.
- Assume responsibility for regular updates to the Oregon Natural Hazard Mitigation Plan.

Goal 3: Engage the Public and Stakeholders in Oregon's Land Use Planning Program

As shown in [periodic statewide surveys](#), Oregonians greatly value the contribution land use planning makes to what they value about living in Oregon. On average, two-thirds of Oregonians feel strongly about protecting existing farmland and forests from development and urban sprawl and believe that development should be directed to cities and towns; a majority of Oregonians support more investment in public transit; a large majority of Oregonians value the state's natural beauty, outdoor recreation opportunities, and relatively clean air and water. In contrast, public comments received by the department urge the department to help the public more clearly understand how those outcomes are achieved, and more robustly engage the public in a better understanding of the land use planning program.

Given the department's lack of a dedicated communications officer, communications and information to the public tends to be reactive, in response to inquiries, or following high-profile, controversial projects. To become more proactive, an ongoing information and education program should be established, initially within the department's existing resources, but with the goal of building a more robust capacity.

Recognizing the importance of the department's existing collaborative relationships, the plan also calls for strengthening these relationships with other state agencies, local and tribal governments, colleges and universities, and individuals, organizations, and private businesses by improving coordination and planning for land use, housing, infrastructure, and transportation.

Therefore, this strategic goal contains two related, but distinct aspects: (1) communicating with and informing the public; and (2) engaging and collaborating with other entities throughout the state.

Develop strong collaborative partnerships with people and communities in all regions of the state through citizen involvement, outreach, and collaboration

Core work: The department addresses this objective in an ongoing manner through support for the Citizens Involvement Advisory Committee and the Local Official Advisory Committee, as well as staff involvement with communities – planning staff, residents, and elected officials – on a daily basis.

New Strategies

- Increase participation by a wider range of stakeholders, including diverse populations, in local and state decision-making across the state.
- Develop improved public engagement tools for use by the department and local jurisdictions.

Improve communication with and education of citizens and stakeholders in all regions of the state

Core work: The department engages and informs the public and stakeholders through maintenance of its website, publications and public speaking.

New Strategies

- Develop a communications program that raises awareness and understanding of the operation, benefits, and tradeoffs of the statewide land use planning program, and assists the department in the development of policies and programs.
- Improve the department's website for clarity, utility, and increased public use.

Goal 4: Provide Timely and Dynamic Leadership to Support Local and Regional Problem Solving

The department is a small agency with a big mission. The mission includes stewardship of the state's land use planning program and the 19 statewide planning goals that encompass it, as well as support for the 279 local jurisdictions that implement the program on the ground. Many land use issues cut across the interests of multiple state agencies, impact regions of the state differently, or implicate conflicting state and local policies. Therefore, as used here, the term "leadership" means selectively and strategically choosing a set of these cross-cutting issues for which the department will invest significant time and energy.

Ensure short- and long-range policy development for the commission and department

Core work: The Director's Office supports and informs policy development connected with the legislature, the Governor's office, and LCDC.

New Strategy

- Improve the department's capacity to evaluate progress toward meeting the policy objectives and requirements of the land use program.

Improve capacity of local governments to carry out their land use responsibilities

Core work: The department, particularly through the regional staff, provides technical assistance and limited grant assistance to local governments.

New Strategies

- In coordination with the Governor's office and state agencies, help local governments assess, plan, and build needed public infrastructure and facilities (*e.g.*, water, sewer, transportation, parks and schools.)
- Improve the distribution and availability of geospatial and scientific data and information to local governments, state agencies, and the public to support land use planning.
- Develop new processes and resources for keeping local plans up-to-date.
- Restore grant funding for local governments at least to historic funding levels.

Develop and coordinate strategic initiatives with other state agencies, tribal and local governments

Core work: Big-picture initiatives are developed and supported with key stakeholders, including state agencies, local and tribal governments, and a wide range of advocacy organizations (such as those oriented to environmental protection, housing and community development, economic and natural resource development, energy development, and parks and recreational interests).

New Strategies

- Engage state agencies and the Governor's office to implement provisions of the 2010 Climate Change Adaption Framework.
- Assist state agencies with programs that affect land use in establishing or updating state agency coordination programs.
- Ensure that the policies and values of the statewide land use program are reflected in the processes and outcomes of Regional Solutions Teams.

Seek solutions that address immediate and long-range challenges, in collaboration with key stakeholders and others

Core work: The department cooperates with organizations such as colleges, universities, and research institutions to provide research and analysis for identified projects.

New Strategies

- Provide coordinated population forecasting for all cities and counties through Portland State University's Population Research Center.
- Continue development of an online land use portal in collaboration with the Institute for Natural Resources at Oregon State University.

Manage and improve information services within the department and for use by a wide array of stakeholders

Core work: The department's capacity to generate geospatial data and scientific information for use in local decision-making is incrementally improving. This capacity is increasingly important for jurisdictions where planning resources have been greatly reduced in recent years.

New Strategies

- Improve the department's ability to collect, store and analyze geospatial and scientific data and information.
- Improve the distribution and availability of geospatial and scientific data and information to local governments and the public, emphasizing web-based methods.

Goal 5: Deliver Services that are Efficient, Outcome-Based, and Professional

The department works to continually deliver pertinent, timely information to our partners, and to provide staff with the tools and training they need to provide excellent customer service. Both external and internal processes are monitored and adjusted to meet this goal. This goal is primarily a function of administrative and human resources within the department.

Operate a professional organization that is efficient, operates according to best practices, and seeks to continually improve operations

Core work: The department, through the Administrative Services Division, Director's Office, and management team, provides budget development and execution; personnel management, development, and evaluation; and grant and contract administration.

New Strategies

- Increase opportunities, awareness, and utility of those opportunities for professional staff development and training.
- Improve institutional memory and efficiency through better succession training.
- Increase the capacity of the department to understand and work effectively with diverse communities.

Manage and provide services to local governments to support department and local objectives

Core work: Deliver technical assistance and administer grant funding to local governments in a timely and professional manner.

Appendix E

Biennial Report

Oregon Department of Land Conservation and Development

Biennial Report 2017-19



DLCD

Planning for thriving communities and protecting our natural resources legacy.

About this Report

This 2017-19 Biennial Report shares our department accomplishments, major themes in our work, and our response to direction from the legislature, the Governor, the Land Conservation and Development Commission (LCDC). It also features work inspired by the ideas and contributions of our staff and field representatives, many of whom are experts in their field. Agency initiatives come from listening to the needs of the public, sister agencies, our cities and counties.

This report illustrates the ways our department continues to evolve to meet the changing conditions in our state, our environment, changing economic development opportunities, and the political will of the state. Each biennium, DLCD works to improve agency effectiveness and efficiency. Our 2014-22 Strategic Plan creates the roadmap that guides our actions in this work and also creates the framework for the content and flow of this report. In the pages that follow, you will find numerous examples of the ways the department has responded to the legislature, requests from the public, to demonstrated need, or acting on staff initiatives. We are proud of the work we do and committed every day to making Oregon the best place it can be.

We welcome your review and feedback on this material and hope that it reflects the dynamic relationship the department has with the public and our partners.

Thank you,

Director Jim Rue



Figure 1. Central Oregon Landscape

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Mission Statement

To help communities and citizens plan for, protect and improve the built and natural systems that provide a high quality of life. In partnership with citizens and local governments, we foster sustainable and vibrant communities and protect our natural resources legacy.

Guiding Principles

- Provide a healthy environment;
- Sustain a prosperous economy;
- Ensure a desirable quality of life; and
- Provide fairness and equity to all Oregonians

DLCD Strategic Plan Goals

Goal 1: Conserve Oregon's Natural Resources

- Conserve productive farm and forest lands.
- Protect and conserve coastal and marine resources.
- Protect and conserve wildlife habitat, wetlands and riparian areas for their ecosystem values.
- Protect scenic, historic, cultural, and recreational values on rural lands.

Goal 2: Promote Sustainable, Vibrant Communities

- Support local governments to have complete and current comprehensive plans with sufficient development capacity (land supply and infrastructure) to accommodate expected growth and economic development.
- Support community efforts to expand transportation choices for well-functioning, well-designed, and healthy communities.
- Enhance local efforts to revitalize communities, seek public infrastructure solutions, and build community participation.
- Support local planning efforts to develop resilience to natural hazards, including those exacerbated by climate change.

Goal 3: Engage the Public and Stakeholders in Oregon's Land Use Planning Program

- Improve communication with and education of citizens and stakeholders.
- Develop strong, collaborative partnerships with people and communities through citizen involvement, outreach, and collaboration.

Goal 4: Provide Timely and Dynamic Leadership to Support Local and Regional Problem Solving

- Ensure short- and long-range policy development for the commission and department are delivered.
- Improve capacity of local governments to carry out their land use responsibilities.
- Develop and coordinate strategic initiatives with other state agencies, tribal and local governments.
- Seek solutions that address immediate and long-range challenges, in collaboration with key stakeholders and others.
- Manage and improve information services within the department and for use by a wide array of stakeholders.
- Deliver Services that are Efficient, Outcome-Based and Professional

Goal 5: Deliver Services that are Efficient, Outcome-Based, and Professional

- Operate a professional organization that is efficient, operates according to best practices, and seeks to continually improve operations.
- Manage and provide services to local governments to support department and local objectives.

“The St. Helen’s Waterfront is a success story in real time. There has been strong local and State support for the project and these investments are coming to fruition. Just this past week they had a presentation from Staff and a prospective developer about a proposed \$50M plus private investment made possible in large part due to State and Federal resources. The presentation was met with resounding support and an excitement for the future of St. Helens.” - John Walsh, City Administrator, St. Helens



Figure 2. St. Helens Aerial, July 2015. Photo courtesy of the City of St. Helens.



Figure 3. St. Helens, Watercolor Rendering, future waterfront development on former Boise Cascade site. Courtesy of the City of St. Helens.

Who We Are

The Oregon Department of Land Conservation and Development (DLCD) is a small state agency. We work in partnership with local governments, and state and federal agencies, to address the land use needs of the public, communities, regions, and the state. The Land Conservation and Development Commission (LCDC) provides policy direction for the land use planning program and oversees DLCD operations.

The department is organized into interrelated divisions, all of which work collaboratively to accomplish the work of the agency.

Ocean and Coastal Services: Oversees Oregon's federally approved coastal program, and provides planning grants, delivers data and technical assistance to coastal communities relating to: coastal hazards and resilience, climate change adaptation, estuary program updates, and territorial sea plan implementation.

Planning Services: Provides technical expertise and services relating to transportation and growth management, natural hazards, climate change mitigation, and property rights.

Community Services: Delivers broad technical assistance to local governments and state agencies, reviews local plan amendments for consistency with the statewide planning goals, provides planning grants and represents DLCD on Regional Solutions Teams.

Administrative Services: Provides support for department operation, policy development, and LCDC.

Director's Office: Provides overall management and policy direction.

What We Do

We help carry out the vision and legacy of Senate Bill 100, which for 40 years has contributed to the quality and character of the natural and built environment of the state. The program has been charged by the Legislature with managing urban growth; protecting farm and forest lands, coastal areas, and natural resource lands; and providing for safe, livable communities in concert with the vision of the local communities.

Under the statewide land use planning program, each city and county is called upon to adopt and maintain a comprehensive plan and an implementing zoning code consistent with 19 statewide planning goals. Recognizing that each city and county has unique values and aspirations, our job is to provide planning guidance and technical assistance to help communities plan for their future while considering the needs of the region and the state.

Helping cities and counties address these functions in the context of a wide range of state and local interests requires that we be problem solvers. The department's mission reflects this active role.



Figure 4. Astoria, Oregon. Redevelopment for housing.

Land Conservation and Development Commission (LCDC)

Oregon’s Land Conservation and Development Commission (LCDC), assisted by the department, adopts state land-use goals and implements rules, assures local plan compliance with the goals, coordinates state and local planning, and manages the coastal zone program.

The seven commissioners are unpaid citizen volunteers appointed by the Governor and confirmed by the Senate. Commissioners are appointed to four-year terms and may not serve for more than two full terms. The statute establishing the commission, ORS 197.030, requires the members be representative of certain regions of the state. At least one member must be or have been an elected city official in Oregon and at least one member must be an elected county official at the time of appointment.

Current commission members:

- Jerry Lidz – Commission Chair
- Robin McArthur – Vice-Chair
- Anyeley Hallova
- Catherine Morrow
- Katie Pearmine
- Melissa Cribbins
- Sherman Lamb



Figure 5. Badlands Landscape, Oregon

The commission meets approximately every two months to conduct its business and direct the work of the department. In the 2017-19 Biennium, LCDC held meetings in Florence, Hood River, La Grande, Seaside, St Helens, and Salem. When the commission has a traveling meeting, it usually tours the local area, hosts a roundtable meeting for local, state, and tribal officials, and has an opportunity to hear from the Regional Solutions Team for that area. A restricted travel budget at direction of the Governor's Office for 2018 led to fewer travelling meetings than is typical.

The commission approves the department's biennial Policy Agenda, which together with the department's Strategic Plan, guides the policy creation and much of the programmatic agenda for the agency.

"From my upbringing on our family farm to my professional work with the food and agricultural sectors, I have witnessed first-hand the strengths of Oregon's land use planning program, protecting farms and forests and building a foundation for vibrant communities. I look forward to building on this work and making sure our policies continue to evolve to meet the needs of both rural and urban Oregon," - Newly appointed LCDC Commissioner Katie Pearmine



Figure 6. Long Creek, Oregon

Local Governments

Oregon's land use program serves all Oregonians through the work of 242 cities, 36 counties and one metropolitan service district, each of which is responsible for carrying out land use planning. It does this by ensuring that each local government engages its residents in planning for their future, and addresses issues that matter to the economic and environmental sustainability, resiliency, and vibrancy of the community. The department's regional representatives and program specialists provide technical and financial assistance to support local planning efforts.

Direct organizational links with cities and counties, such as the Commission's Local Official's Advisory Committee (LOAC), also support department's relationships with local governments.

Grants for Local Governments

DLCD offers grants to empower local and tribal governments to improve planning. The grants can be used to update comprehensive plans, modernize land use ordinances, or augment other planning activities. The department has a variety of grant options for communities to consider. However, these grant programs are often tied to state (general fund) or federal budget allocations and may be periodically unavailable.

General Fund Grant Program

DLCD's General Fund grants are used primarily for Oregon communities' comprehensive planning and plan updates. The fund is divided into functional categories and made available for specific types of projects. The Grants Allocation Plan provides guidance on the grant application categories and the available funds for each category. The plan is developed by the Grants Advisory Committee with assistance from DLCD staff. The plan is then approved by the Land Conservation and Development Commission at the beginning of each biennium. The general fund grants must be awarded and spent within the biennium the plan is approved.

The general fund grant program is managed by the Community Services Division.



Figure 7. Steens Mountains, Oregon

GENERAL FUND GRANTS	ALLOTTED MONEY
TOTAL	\$1,578,835
Population Forecasting – Portland State University Population Research Center	\$475,000
Columbia Gorge National Scenic Area Counties	\$240,000
Multi-County EFU Zoning Update	\$80,285
Grant Young Memorial Planning Assistance Grants	\$152,000
Dispute Resolution Grants	\$20,000
Technical Assistance Grants	\$611,550
Transportation and Growth Management	(see below)
Total	\$4,000,000

In 2016, the Oregon Department of Land Conservation and Development awarded the City of Beaverton a Technical Assistance grant to update the Comprehensive Plan Land Use Element. Beaverton’s land use goals and policies had last been updated in 2002. Now, they are considering addition of an Urban Reserve area to their UGB.

“One of the themes that emerged for us is ... recognizing not just the needs of this particular area in and of itself, but how this fits into the overall region both within Beaverton and in the neighboring communities,” said Anna Slatinsky, a principal planner with the city.

‘When it comes to infrastructure, stormwater, traffic, it doesn't stop at a political boundary, but doing planning for this full area allows us to really thoughtfully approach questions of how the traffic will flow, how the infrastructure will be provided, how the natural areas will work and do so in a comprehensive way.’”

¹ [“In Beaverton, Cooper Mountain is city’s ‘main growth area’ as it seeks UGB expansion,”](#) Metro News, by Cristina Rojas. February 26, 2018.

Technical Assistance Grant Recipients for the 2017-19 Biennium

- **Brookings**, to assess the economic impacts of the Chetco Bar Fire on the local economy;
- **Columbia City**, to perform an Economic Opportunities Analysis;
- **Coos County**, to plan for the development of workforce housing in the county;
- **John Day**, to study a method to help finance development of workforce and market rate housing;
- **Klamath Falls**, to identify appropriate large lot industrial development locations;
- **Lowell**, to develop a new downtown economic development plan;
- **Madras**, for creation of a Housing Action Plan;
- **McMinnville**, for a workforce housing study;
- **Medford**, to draft regulations and identify incentives that encourage housing development;
- **Newberg**, to evaluate long range land needs for the community using a new, simplified method for urban growth boundary expansion;
- **Pendleton**, to complete a local wetland inventory;
- **Scappoose**, to evaluate the use of an Urban Renewal District for infrastructure funding;
- **Sherwood**, to perform an economic opportunities analysis and develop policy recommendations for a housing needs analysis;
- **Wood Village**, to complete, with Fairview and Troutdale, an economic diversification study as part of the Main Street on Halsey Corridor Plan; and
- **Central Oregon Intergovernmental Council**, to perform a Regional Housing Needs Assessment.

Oregon Coastal Management Program (OCMP) - Coastal Grants

The OCMP assists coastal governments in their land use activities by providing federal money for comprehensive plan maintenance, plan amendments, and periodic review. All coastal jurisdictions that have acknowledged comprehensive plans, that are also approved by the National Oceanic and Atmospheric Administration (NOAA), are eligible for a coastal grant. However, these grants are only available if funds are provided by the federal government (NOAA).

At this time, any anticipated awards of new Coastal Planning Grants are suspended indefinitely. This is due to a funding penalty imposed by the January 30, 2015 EPA and NOAA disapproval of the State of Oregon's coastal nonpoint pollution control program. During the 17-19 biennium, the OCMP was able to award \$70,000 in technical assistance grant awards to 5 local governments from federal funds. Cities were awarded these funds to conduct special projects related to tsunami resilience land use planning and tsunami risk reduction.

COASTAL GRANT AWARDS

2017-19

City of Gearhart	\$14,000
Lincoln City	\$14,000
Newport	\$14,000
Port Orford	\$14,000
Rockaway Beach	\$14,000

The North Coast Business Park (NCBP) features approximately 162 acres of vacant land owned by Clatsop County within the city of Warrenton. The property's General Industrial (I1) zoning designation allows a variety of uses including manufacturing, business offices and distribution services. The property is predominantly flat, located entirely outside of the tsunami inundation zone and has immediate access to Hwy 101. Taking into account all identified wetlands on the property and proposed protection and mitigation measures, approximately 117 acres are available for development.

In January 2015, Business Oregon designated the NCBP as a Regionally Significant Industrial Area. A few months later, Business Oregon approved the county's application to include the property in an enterprise zone further enhancing development opportunities at the site.

- Regional Solutions Team briefing to LCDC, September 2015



Figure 8. Oregon's coastline is managed through a networked partnership of state and federal agencies.

Transportation and Growth Management (TGM) – Planning Grants

TGM Planning Grants help local communities plan for transportation and land use needs that will increase transportation choices.

TGM awards grants on an annual basis. In the 2017-19 biennium, the following grants were awarded:

TRANSPORTATION GROWTH MANAGEMENT GRANT AWARDS

2017

City of Gresham	\$231,020
City of John Day	\$192,150
City of McMinnville	\$212,300
City of Medford	\$100,000
City of Oakridge	\$149,700
City of Portland	\$244,140
City of Sandy	\$140,450
City of Sutherlin	\$207,020
City of Waldport	\$165,000
COIC \$214,520	\$214,520
South Clackamas Transit District	(no award amount yet)
Washington County	\$149,800

2018

City of Ashland	(no award amount yet)
City of Eugene	(no award amount yet)
City of Independence	(no award amount yet)
City of King City	(no award amount yet)
City of Monroe	(no award amount yet)
City of Ontario	(no award amount yet)
City of Sandy	(no award amount yet)
Clackamas County	(no award amount yet)
Coos County	(no award amount yet)
Klamath County	(no award amount yet)
TriMet	(no award amount yet)
Washington County	(no award amount yet)
Yamhill County	(no award amount yet)

Code Assistance

Cascade Locks	\$27,560
Donald	\$83,390
Dundee	\$63,068
Roseburg	\$88,470
Umatilla County	\$58,840

Education and Outreach

Dufur & Maupin	\$22,000
Keizer	\$20,400
The Dalles	(no award amount yet)

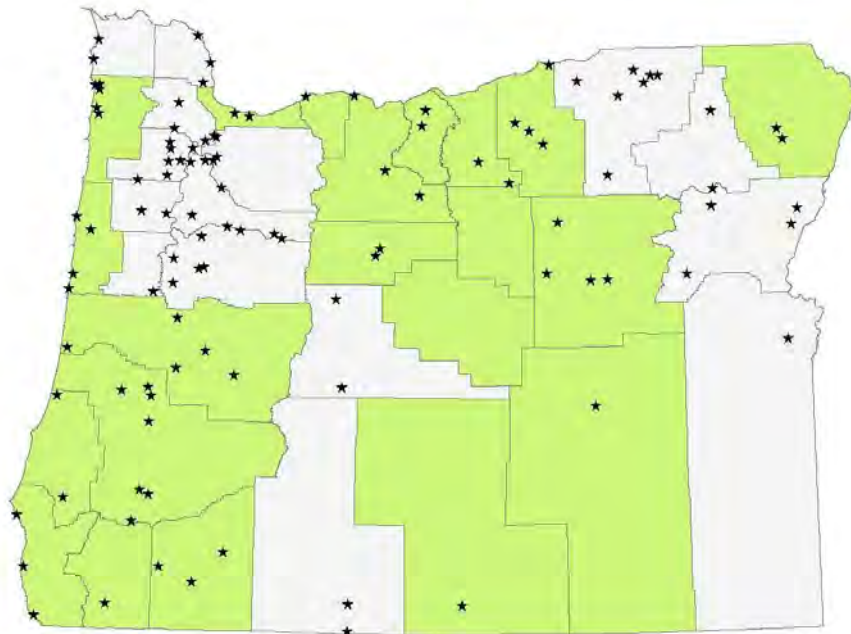
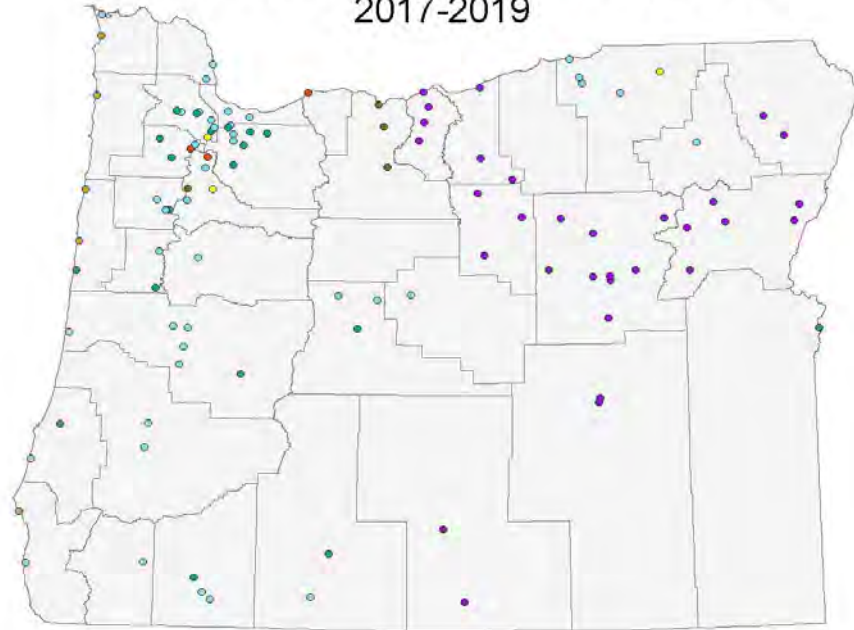
Quick Response

Sherwood	\$30,300
Silverton	\$51,000
Talent	\$76,120
Weston	\$48,770

"The thought is that small community models yield a better transportation system and lower VMT," says Schueler. "If you can bike or walk somewhere, then you lower VMT, and higher density areas often yield amenities and better transportation systems. It's very expensive to operate a public transport system if you only have a few people using it. You need to have that higher demand created by higher density."²

² ["The Missing Jigsaw Piece: Bend 2030 offers up 12 solutions to the Bend City Council to foster currently-elusive middle market housing,"](#) The Source Weekly, by Magdalena Bokowa, July 26, 2017.

Community Assistance Funded by DLCD 2017-2019



DLCD Awarded Grants

- Coastal Grant Awards
- TGM Grant Awards
- Code Assistance
- Education and Outreach
- Quick Response
- EOA Assistance
- Housing Assistance

Technical/Planning Assistance

- ★ Cities
- + Funded Counties



OREGON
Department of
Land Conservation
& Development

Community Assistance Funded by DLCD 2017-2019

Planning Assistance Grants		Coastal Grant Awards		Technical Assistance Grants		Housing Assistance		EOA Assistance	
Adams	Maywood Park	2017-19		Portland State University	Collaborative Dispute Resolution Services	Ashland	Arlington		
Amity	Metolius	City of Gearhart	\$14,000	Portland State University	Population Forecast Program	Bandon	Baker City		
Athena	Mill City	Lincoln City	\$14,000	Hood River County	Columbia River Gorge National Scenic Area Planning	Beaverton	Burns		
Aurora	Monroe	Newport	\$14,000	Multnomah County	Columbia River Gorge National Scenic Area Planning	Corvallis	Canyon City		
Banks	Monument	Port Orford	\$14,000	Wasco County	Columbia River Gorge National Scenic Area Planning	Cottage Grove	Condon		
Barlow	Moro	Rockaway Beach	\$14,000	RVCOG	Southern Oregon Regional Pilot Program	Creswell	Dayville		
Bay City	Mosier	Transportation Growth Management Grant Awards 2017		Angelo Planning Services	Multi County Code Update Project	Dallas	Fossil		
Bonanza	Mount Vernon	City of Gresham	\$231,020	Brookings	Chetco Bar Fire Economic Impact Analysis and Recovery	Echo	Granite		
Brownsville	Nehalem	City of John Day	\$192,150	COIC	Regional Housing Needs Assessment	Eugene	Grass Valley		
Butte Falls	North Powder	City of McMinnville	\$212,300	Columbia City	EOA and Industrial Park Target Industry Analysis	Florence	Haines		
Cannon Beach	Oakland	City of Medford	\$100,000	Coos County	Comprehensive Housing Study	Forest Grove	Halfway		
Canyonville	Port Orford	City of Oakridge	\$149,700	Cottage Grove	Charette	Gladstone	Hines		
Carlton	Powers	City of Portland	\$244,140	Dayton	Charette	Gold Beach	John Day		
Cascade Locks	Rainier	City of Sandy	\$140,450	Douglas County	Industrial Lands Inventory Update	Grants Pass	Joseph		
Cave Junction	Richland	City of Sutherlin	\$207,020	Harney County	Workforce Housing Roadmap	Gresham	Lakeview		
Coburg	Riddle	City of Waldport	\$165,000	Initiative		Hillsboro	Lonerock		
Columbia City	Rivergrove	COIC \$214,520	\$214,520	Independence	Targeted Industry Analysis	Keizer	Long Creek		
Condon	Rogue River	South Clackamas Transit District	(no award amount yet)	John Day	Housing Development District	Klamath Falls	Lostine		
Dayville	Scio	Washington County	\$149,800	Lowell	Downtown Master Plan	La Grande	Mitchell		
Depoe Bay	Scotts Mills	2018		Madras	Housing Action Plan	Lakeview	Monument		
Detroit	Shaniko	City of Ashland	(no award amount yet)	McMinnville	HNA/Strategy to Identify Workforce/Affordable Housing Needs	Lebanon	Moro		
Donald	Siletz	City of Eugene	(no award amount yet)	Medford	Housing Development Code and Process	Milwaukie	Mt. Vernon		
Drain	Sisters	City of Independence	(no award amount yet)	Newberg	2030 Phase 2	Monmouth	Paisley		
Dunes City	Sodaville	City of King City	(no award amount yet)	Pendleton	Periodic Review	Newberg	Prairie City		
Durham	St. Paul	City of Monroe	(no award amount yet)	Scappoose	Urban Renewal Feasibility Study	Oregon City	Richland		
Elgin	Stanfield	City of Ontario	(no award amount yet)	Sherwood	EOA and HNA	Paisley	Rufus		
Elkton	Tangent	City of Sandy	(no award amount yet)	Wood Village	EOA, Main Streets on Halsey	Pendleton	Seneca		
Enterprise	Turner	Clackamas County	(no award amount yet)			Portland	Spray		
Falls City	Ukiah	Coos County	(no award amount yet)			Prineville	Sumpter		
Garibaldi	Unity	Klamath County	(no award amount yet)			Redmond	Unity		
Gaston	Vale	TriMet	(no award amount yet)			Roseburg	Wasco		
Gearhart	Waldport	Washington County	(no award amount yet)			St. Helens			
Glendale	Wasco	Yamhill County	(no award amount yet)			Salem			
Gold Beach	Waterloo	Code Assistance				Scappoose			
Haines	Westfir	Cascade Locks	\$27,560			Sisters			
Halfway	Weston	Donald	\$83,390			Springfield			
Halsey	Wheeler (City)	Dundee	\$63,068			Stanfield			
Helix	Willamina	Roseburg	\$88,470			Sutherlin			
Hepburn	Yachats	Umatilla County	\$58,840			Talent			
Hines	Yamhill (City)	Education and Outreach				The Dalles			
Idanha	Yoncalla	Dufur & Maupin	\$22,000			Tigard			
Ione	Coos County	Keizer	\$20,400			Umatilla			
Irrigon	Curry County	The Dalles	(no award amount yet)			Warrenton			
John Day	Douglas County	Quick Response				Woodburn			
Joseph	Gilliam County	Sherwood	\$30,300						
Lakeside	Grant County	Silverton	\$51,000						
Lakeview	Harney County	Talent	\$76,120						
La Pine	Lake County	Weston	\$48,770						
Lexington	Lane County								
Lonerock	Lincoln County								
Lowell	Morrow County								
Lyons	Sherman County								
Malin	Tillamook County								
Manzanita	Wallowa County								
Maupin	Wheeler County								



Government to Government

The department's working relationship with Oregon's nine federally recognized tribes is guided by statute and executive orders. The department has an active relationship with the Legislative Commission on Indian Services (LCIS) that includes serving on several regularly scheduled cluster and working groups comprised of state agency staff and tribal representatives. A [report to the LCIS](#) documenting the department's Government-to-Government activity is issued annually and can be accessed through the department's web page.

In the 2017-19 biennium, the Oregon Coastal Management Program (OCMP) has also been working closely with the tribes through the West Coast Regional Planning Body and now the West Coast Ocean Alliance. The Oregon coastal tribes have been participating in these processes and the Ocean Data Portal. The department was pleased to have a fully participating tribal representative on the Ocean Policy Advisory Council.

In other coastal work, The Rocky Shores Management Strategy (TSP Part 3) update process has welcomed tribal involvement. Prior to the initial public scoping period, each coastal tribal council and specific tribal staff were formally contacted to welcome their participation and input. A staff member from the Confederated Tribes of Siletz Indians joined the Rocky Shores working group to aid in incorporating tribal interests into discussion and draft language. This tribal representative has since stepped down from her position at the Tribe, initiating another call for working group representation to coastal tribal councils and staff. OCMP staff met with the Confederated Tribes of Grand Ronde and the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians to further understand their interests in the Rocky Shores update and other coastal matters. Finally, OCMP staff were invited to present on the TSP Part 3 update process at the Oregon Tribal Environmental Forum in October, 2018. The department anticipates continued participation and input from tribal nations and their staff in this important work.

The DLCD Hazard team attended the Intergovernmental Cultural Resource Council (ICRC) Meeting on November 2, 2018 presenting on the Oregon Natural Hazards Mitigation Plan (NHMP) update for 2020 and discussing with Tribes opportunities to be involved. The Hazards group also worked with the Burns Paiute Tribe beginning in December 2017, with a tribal representative who is serving on the Steering Committee for the update to the Harney County Multi-Jurisdictional Natural Hazards Mitigation Plan. The Burns Paiute Tribe is also working with DLCD staff to update their NHMP.

In 2016 - 2017, DLCD also performed an update to the City of Medford NHMP. The Emergency Manager for the Cow Creek Tribe was a member of the Steering Committee and the Siletz and Coquille Tribes provided comments on the plan. The completed Medford NHMP, includes a description of the history of those three tribes.

During 2017, several tribal governments continued work on Transportation Growth Management (TGM) planning grants awarded in prior years. As a partnership program

between DLCD and the Oregon Department of Transportation, TGM supports community efforts to expand transportation choices. The 2016 TGM grant award to the Klamath Tribes joins prior awards in 2014 and 2015 to the Coquille Indian Tribe, the Confederated Tribes of the Umatilla Indian Reservation, and the Confederated Tribes of the Coos, Lower Umpqua, and Siuslaw. The 2016 TGM grant award to the Klamath Tribes builds on a TGM Education and Outreach project focused on bicycle and pedestrian safety for the Klamath Tribes and the City of Chiloquin.

DLCD recognizes the importance of tribal relationships with local governments. In 2018, the department partnered with the Oregon Chapter of the American Planning Association to provide training to local government planners on tribal planning efforts and best practices for coordination with the Tribes. The event was held in Umatilla with training provided by the Confederated Tribes of the Umatilla Indian Reservation.

- DLCD Government to Government Report, 2018



Figure 10. "Umatilla National Forest, Umatilla Breaks.jpg" by Forest Service Pacific Northwest Region is licensed under [CC PDM 1.0](https://creativecommons.org/licenses/by/4.0/).

Major Policy Initiatives 2017-19

Housing Planning for Rent Burdened Communities in Oregon

In 2018, the Oregon Legislature allocated \$1.73 million to the Department of Land Conservation and Development (DLCD) for housing planning technical assistance in House Bill 4006. The bill allocates funding “for the purpose of providing technical assistance to local governments in increasing the affordability of housing.” To provide this assistance, DLCD has contracted with consultants experienced in completing Housing Needs Analyses (HNAs) and updating land use codes. The consultants will work for specific cities – or group of cities within a county or region – to prepare draft updates to the comprehensive plan or code. For jurisdictions with up-to-date plans and codes, assistance with developing a strategy to implement the plan is also offered. Funding from this program must be expended by June 30, 2019. To date, 47 of Oregon’s rent burdened cities have received direct service assistance in planning for needed housing. (For updates and current information, see page **XX**.)

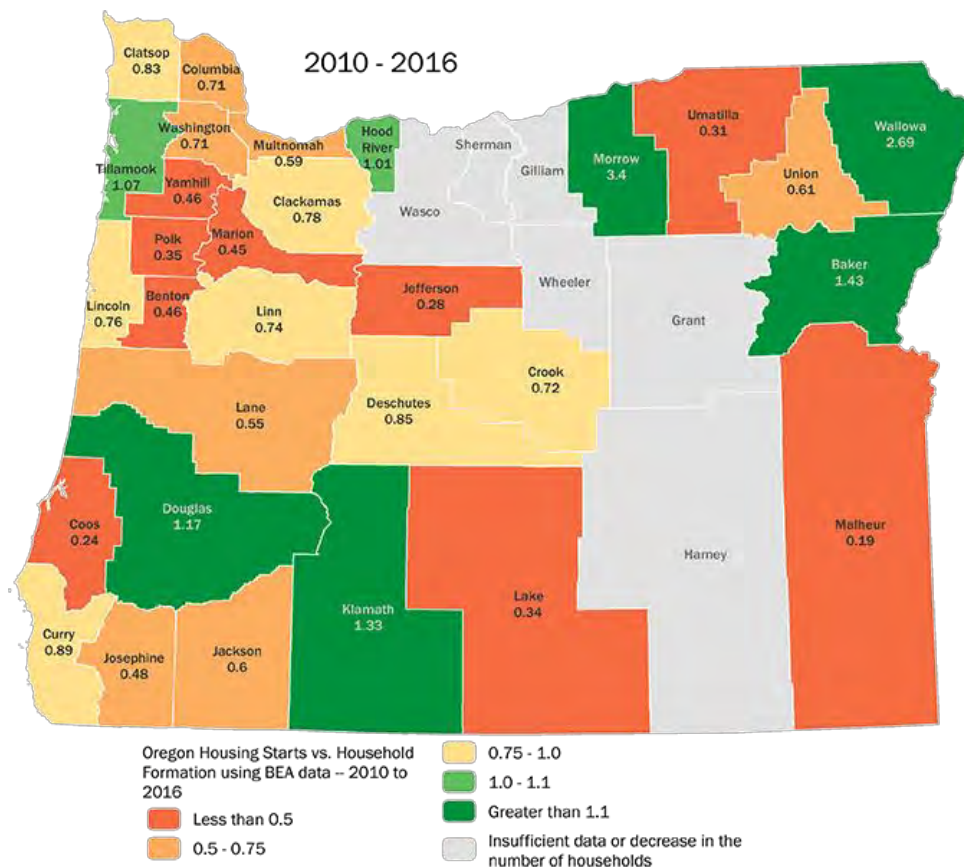
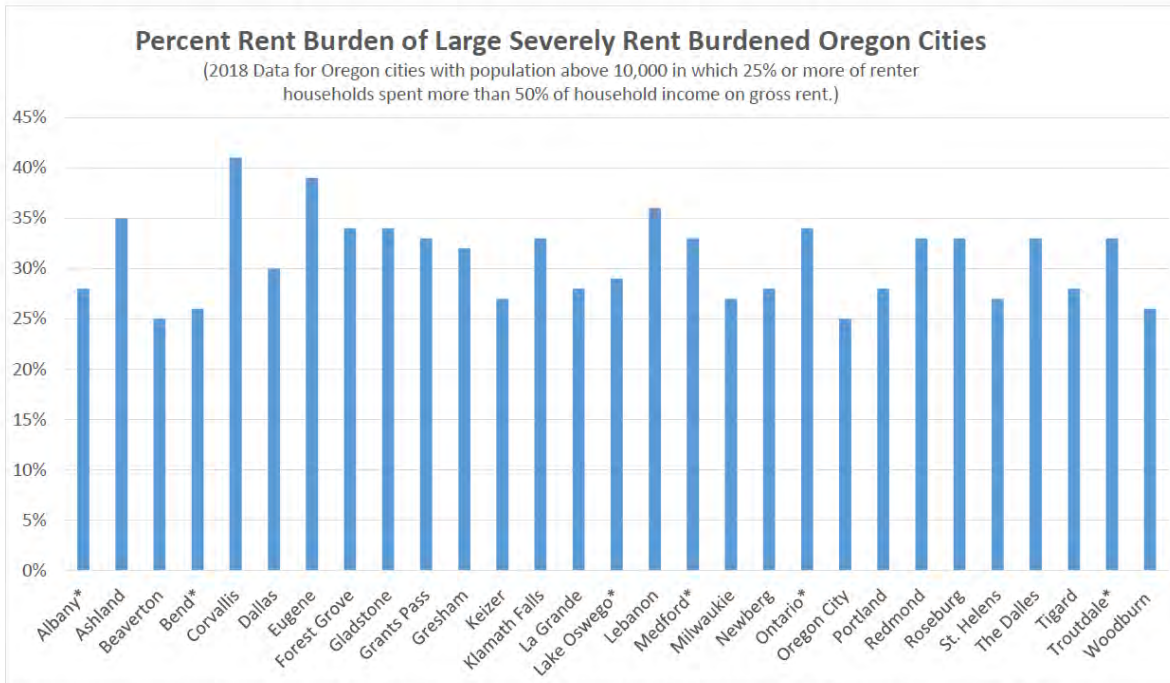


Figure 11. Housing Units vs. Household Formation, 2010 to 2016 "[Housing Underproduction in Oregon](#),” Up for Growth.



* Large, severely rent burdened communities that did not request assistance from the Oregon Housing Planning Program (HB 4006)

Figure 12. Statistics for Severely Rent Burdened Cities in Oregon

Eastern Oregon Economic Development Planning Project

In 2018, the Oregon Legislature allocated \$300,000 to the Oregon Department of Land Conservation and Development (DLCD) for economic development planning assistance in HB 5201. The bill allocates funding "for the purpose of providing technical assistance grants to eastern Oregon counties for economic opportunity analyses." Eastern Oregon is defined in state law as including 17 counties - Baker, Crook, Deschutes, Gilliam, Grant, Harney, Jefferson, Klamath, Lake, Malheur, Morrow, Sherman, Umatilla, Union, Wallowa, Wasco, and Wheeler. With the funds DLCD is contracting with consultants experienced in completing Economic Opportunities Analyses (EOAs) and associated public facility inventories. The consultant will work for a city – or group of cities within a county or region – to prepare draft updates to comprehensive plans according to a defined scope of work. Funding from this program must be spent in its entirety by June 30, 2019. In the 2017-19 biennium, 28 direct service grants for assistance in completing an EOA have been awarded to cities in Eastern Oregon. (For updates and current information, see page 86.)

“Across Oregon two start themes are emerging: Highly populated areas along the I-5 corridor are struggling to keep up with demand, while rural areas have struggled to generate any new development.” - Housing Underproduction in Oregon, Up for Growth

UGB Expansions for Affordable Housing – Pilot Project

In 2016, the Oregon Legislature passed HB 4079. The bill aimed to boost affordable housing by allowing two cities to develop affordable and market rate housing on lands currently outside urban growth boundaries (UGBs) without going through the normal UGB expansion process. The law directed the Land Conservation and Development Commission (LCDC) to set up a process and select two pilot projects, one for a city with a population up to 25,000, and one for a city with a population greater than 25,000. The proposed pilot project sites can be up to 50 acres, cannot be on high value farmland, and must meet other requirements. The pilot project cities must ensure the affordable housing on the sites remains affordable for the next 50 years, and must demonstrate efforts to accommodate and encourage needed housing within their existing UGBs. Full applications were submitted by Bend and Redmond in September, 2018. After considering both project proposals, in November 2018, Bend was selected as the first Oregon city to conduct a UGB expansion for affordable housing under HB 4079.

Multi-County Code Update Project

As statutes and rules affecting exclusive farm use (EFU) and forest zones are periodically amended, counties typically update their land use regulations for consistency with those amendments. When counties do not update their regulations, they are required instead to directly apply statutory and rule requirements. A number of counties have been unable to keep current with these changes, often lacking sufficient staff resources to do so. Because of the complexity of state laws involving EFU and forest zones, the direct application of these changes can be a challenge for county planning staffs to administer. To address this issue, DLCD allocated a portion of its grant funds from 2013 through 2019 to help counties update their farm and forest zones for consistency with state regulations. Since 2013, DLCD has provided assistance to 22 counties including: Benton, Clatsop, Coos, Crook, Curry, Gilliam, Grant, Jackson, Josephine, Hood River, Jackson, Josephine, Klamath, Lake, Lane, Lincoln, Morrow, Union, Wallowa, Wasco and Wheeler. Eight of those counties were updated in the 2017-19 biennium.

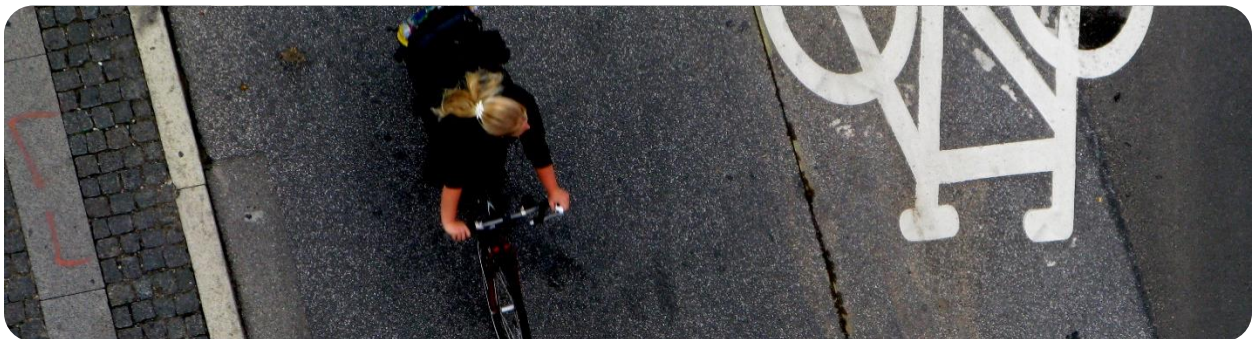


Figure 13. Woman on bike with sharrow

Guidance on Implementing the ADU requirement

SB 1051 passed in the 2017 legislative session. It requires that cities and counties of a certain population allow accessory dwelling units (ADUs) wherever zoning allows single-family dwellings. This new requirement became effective on July 1, 2018 and subject cities and counties had to begin accepting applications for ADUs inside urban growth boundaries (UGBs) starting July 1, 2018. Many local governments in Oregon already had ADU regulations that meet the requirements of SB 1051, however, some did not. Still others had regulations that, given the overall legislative direction to encourage the construction of ADUs to meet the housing needs of Oregon's cities, are not "reasonable." The Oregon Department of Land Conservation and Development (DLCD) issued guidance and model code language to help local governments comply with the legislation.

"We are encouraged by the positive response from the community so far and believe that ADUs can play a part in addressing our affordable housing needs," said Tom Boyatt, Springfield's interim development and public works director.³



Figure 15. Accessory Dwelling Unit by radcliffe dacanay, "[accessory dwelling unit.](#)" [Some rights reserved.](#)

³ "[Springfield paves the way for more backyard 'granny flats'](#)", Oregon Live, by Janet Eastman. April 11, 2018.

Metropolitan Transportation Planning Rulemaking

The Department of Land Conservation and Development (DLCD) initiated a Rulemaking Advisory Committee (RAC) to advise the department in the development of amendments to existing rules. The RAC considered technical amendments that would clarify procedures for transportation planning in metropolitan areas, building upon the recommendations developed by the 2016 Advisory Committee on Metropolitan Transportation Planning and Greenhouse Gas Reduction Targets. Prior to the commission hearing, the department concluded that the rulemaking should wait until after the 2019 legislative session, which will include greenhouse gas legislation.

Citizen Involvement and Land Use Program Outreach Improvements

The commission's Citizen Involvement Advisory Committee (CIAC) has been tasked with recommending methods to improve citizen involvement in the department's work, specifically as citizen involvement applies to inclusive and thoughtful outreach, rulemaking (process and membership on advisory committees), and the DLCD website. The commission will adopt updated "Public Participation Guidelines," revised and modernized by the CIAC to follow industry best practices, in January 2019. Also with guidance from the CIAC, update is in progress for a formative guidance documents written for Oregon's local governments called "Putting the People in Planning."

Washington County was recognized in 2018 with a DLCD Achievement in Community Engagement Award for their Transportation Futures project.

"Throughout the study, we collected input from the public and other city and agency partners. We asked the public to provide input on the study design, community values to consider, transportation options and study findings. Our partnership with JLA helped us to reach diverse audiences which provided comments that were really valuable." - Chris Deffebach, LUT Policy Analyst and Project Manager for the Washington County Transportation Futures Study.



Washington County
Transportation Futures Study
Exploring options • Informing choices

Rocky Shores Rulemaking

The Oregon Territorial Sea Plan (TSP) was adopted in 1994 and provides detailed guidance to state and federal agencies to manage uses within the state's territorial sea. State ocean resources are governed by multiple authorities at different government scales, and the TSP acts as a coordinating framework from which individual agencies establish regulations and management activities. The current Rocky Shores Management Strategy was included as a chapter of the initial TSP. The Oregon Ocean Policy Advisory Council (OPAC) has the responsibility to steward and periodically amend the plan as needs and conditions change, and as new information becomes available. Much has changed since the plan was adopted. The OPAC has determined it is time to assess and amend the Rocky Shores Management Strategy to reflect these changes and proactively manage Oregon's rocky shores. The commission received this information in a briefing at the March 2016 LCDC meeting. The OPAC working group has been tasked with conducting the review and recommendation process which is envisioned to require at least three years to complete. DLCD is assisting the OPAC in the policy process of amending the TSP. This rulemaking is in progress.

Territorial Sea Plan – Part 5

A July, 2018 Court of Appeals decision invalidates the commission's 2013 adoption of Part 5 Amendments to the TSP. Part 5 of the TSP addresses marine renewable energy (MRE). While demand for MRE permits has significantly decreased since work on Part 5 started ten years ago, the amendments do include significant improvements such as a Visual Assessment Methodology which will be applied to each MRE application. It was also the first marine spatial plan adopted on the west coast and serves as a model for other states. Staff anticipates bringing several alternatives for moving forward with rule re-adoption to an LCDC meeting in the first half of 2019, with an anticipated adoption date in the same year.

Solar Siting on High Value Farmland

The development of utility scale solar projects on high-value farmland has become a concern for some farmland protections advocates, commercial farmers, county governments and state agencies. LCDC has received letters and a variety of public comment on this topic, some urging rulemaking on this subject and others encouraging the commission to allow rules as written to stand. The Oregon Farm Bureau has expressed concerns and introduced legislation in the 2017 session (HB 3050) in an attempt to create additional safeguards for high-value farmland. This policy project will consider whether the existing rules for siting utility scale solar projects through a local conditional use process provide adequate protections for high value farmland, and if not, to consider rulemaking. This rulemaking is in progress. A public hearing with the intent of rules adoption is scheduled for the January 2019 commission meeting.

Goal 18: Pre-1977 Development Focus Group

The department will initiate and lead a Policy Focus Group of relevant stakeholders to review the policies contained in and related to Statewide Planning Goal 18: Beaches and Dunes. With the increase of erosion and flooding potential on the Oregon coast due to climate change, private and public investments along the oceanfront are increasingly at risk of damage or ruin. It has been demonstrated in certain instances that the policies encompassed by Goal 18, specifically those relating to the allowance of shoreline armoring (e.g. riprap, seawalls), may not be flexible or comprehensive enough to deal with the realities of a changing climate. A policy focus group has been convened by the department to analyze the current policy framework in order to proactively address identified issues and discuss potential recommendations.

Airport UGB Pilot Program

HB 2743 directed the Land Conservation and Development Commission to implement a process to select one pilot program site from a city located not less than 100 miles from a city with a population of 300,000 or more and located in a county with at least eight percent unemployment over the preceding five-year period. The site must satisfy specific location criteria. The bill exempts the selected pilot site from the usual urban growth boundary need and location justification process. The bill prohibits nomination, selection and inclusion of a site consisting of high-value farmland. The site must be planned, zoned and maintained for economic development purposes. The bill requires the commission and department to track the economic and employment impact on the city and region, and report back to the legislature in 2022. The commission will consider rules for adoption at their January 2019 LCDC meeting.

UGB Sequential Submittal/Approval

SB 418 provided an additional process for cities to expand urban growth boundaries. The process allows a city to submit adopted land needs analyses for DLCD approval, to be followed by a subsequent submittal of an action to address any land need. A city may make separate submittals of an economic opportunities analysis or a residential lands need analysis and housing needs analysis, to be followed by a subsequent submittal of any actions to accommodate any land found to be needed. Each submittal must be approved by the DLCD director, remanded by the director, or referred to LCDC, all within 90 days of submittal by the local jurisdiction. The commission will consider rules for adoption at their January 2019 LCDC meeting.

Old House ADUs on Rural Residential Lands

HB 3012 authorizes counties to allow construction of a new, additional single-family dwelling if the existing dwelling was built between 1850 and 1945, is on a lot at least two acres in size and is converted to an accessory dwelling unit (ADU). Additional limitations regarding land divisions, replacement, etc., are also proposed. The bill allows a county to impose additional conditions. These rules were adopted in January 2018.

Southwest Corridor MAX Land Use Final Order (LUFO)

HB 3202 required the Land Conservation and Development Commission to set criteria for a Metro land use decision on the Southwest Corridor MAX Light Rail Project. The measure provides for review of the LCDC decision and allows for appeals to the Supreme Court, gives Metro authority to adopt a “land use final order” in place of individual land use decisions by the cities and counties along the SW Corridor. The amendments require LCDC to adopt criteria that Metro will use to review and approve the order.

“When Rocky Plucar learned that he would need to move his Milwaukie business for the MAX Orange Line, he didn't take the news well. ...'I was worried about losing the exposure that we had.'

TriMet, the transit agency responsible for designing, building and operating the mass transit line, moved his business less than a mile away, to a spot near Holgate Boulevard.

Plucar recalls many sleepless nights, worrying about the future of his business. But some of his worries slowly melted away as he watched contractors get his new shop ready for business.

On his first day of business in the new shop, Plucar had record sales, which wiped away any lingering concerns. Four years later, he hasn't lost a single client. Instead, Plucar's business continues to grow.

'We've even had to hire another guy on because of the increase in business,' he said.’⁴



Figure 16. Work on Rose Quarter MAX line, Portland

⁴ [“The Southwest Corridor Plan invests in the success of businesses,”](#) Metro News, by Ambar Espinoze and Arashi Young. October 29, 2018.

Program Achievements

The department has five strategic goals. The remaining activities and outcomes in this report are arranged according to those goals. Subheadings within a goal indicate objectives that have been identified in DLCD's Strategic Plan.

- Conserve Oregon's Natural Resources
- Promote Sustainable Vibrant Communities
- Engage the Public and Stakeholders in Oregon's Land Use Planning Program
- Provide Timely and Dynamic Leadership to Support Local and Regional Problem Solving
- Deliver Services that are Efficient, Outcome-based, and Professional

Goal 1: Conserve Oregon's Natural Resources

Farm and Forest Lands, and Coastal, Scenic, Unique, and Other Natural Resources Lands are Planned and Managed to Provide a Healthy Environment, and Sustain Oregon's Communities and Economy

The protection of natural resources lies at the heart of Oregon's land use planning program. Oregon's agricultural lands, forest lands, rangelands, beaches, waters and other natural resources are important economic, environmental and social assets for local communities and for the state. The quality of life made possible by a healthy environment, open spaces, and access to recreation continues to attract new people and business to Oregon. Core department work and strategies identified in this first strategic goal apply primarily to rural areas outside urban growth boundaries.

***"Working lands support many different kinds of fish and wildlife habitats. Sagebrush habitat on large ranches is critical for sage grouse. Flood-irrigated hay meadows in southeast Oregon sustain seasonal wetlands for migratory birds. Oak woodlands and savannas support almost 200 species of wildlife. And streams and rivers crisscross most working lands, providing fish habitat and wildlife corridors. Keeping farmers and ranchers who are good stewards of these lands in business through generational changes will help maintain these important habitats for years to come."*⁵**

⁵ ["How – and why – to save the family farm,"](#) Capital Press by Doug Krahmer and Bruce Taylor. November 14, 2018.



Figure 18. A variety of Oregon's working landscapes.

Conserve productive farm and forest lands

For more than four decades, Oregon has maintained a strong policy of protecting farm and forestland. The state legislature adopted an agricultural land use policy in 1973. It calls for the “preservation of a maximum amount of the limited supply of agricultural land.” The purpose of this legislation was to retain agricultural land for food production and support the agricultural industries that are a critical component of Oregon’s economy. The Statewide Planning Goals similarly seek to ensure that forest resources remain available for timber harvest, wildlife habitat, and recreation. The main tool for carrying out these policies is the statewide planning program.

“It’s vital to the preservation and success of farming and ranching in Douglas County that the Farm Bureau continue to promote the importance of agriculture within our community.” - Shelley Wetherell of Umpqua, 2018 County Farm Bureau Woman of the Year

Counties are required to inventory and designate farm and forest lands in their comprehensive plans, to zone these lands for exclusive farm use (EFU) or forest use, and adopt provisions to protect these lands from incompatible development through limitations on allowed uses, restrictions on land divisions and special assessment tax incentives.

Land use laws allow a variety of uses that support farm and forest operations, and other uses not related to farming or forestry. These uses range from farm-related dwellings, farm worker dwellings, farm stands, and farm and forest product processing facilities to parks, schools, and wind farms, to events, destination resorts, and golf courses.

Oregon’s Agriculture Industry

Oregon agriculture has created 326,617 full and part time jobs, or 14 percent of all employment in Oregon. (Sorte & Rahe, 2015). Roughly 26 percent of Oregon’s land base – 16.3 million acres – is in nonfederal farm use, according to the 2012 USDA Census of Agriculture⁶. This includes all places from which \$1,000 or more is earned annually from the sale of agricultural products. In 2015, Oregon’s agricultural sector produced a farm gate value of \$5.7 billion or approximately 11 percent of the net state product. Agriculture is linked economically to approximately 13 percent of all Oregon sales and 11 percent of the state’s economy (Sorte & Rahe, 2015). Oregon is one of the most agriculturally diverse states in the nation, boasting the production of more than 225 different types of crops and livestock, and leading in the production of 12 crops (ODA, 2017, 2018). Approximately 97 percent of Oregon’s farms are family owned and operated (Sorte & Rahe, 2015).

⁶ [USADA Census of Agriculture](#).

(From the DLCD 2016-17 Farm and Forest Report)

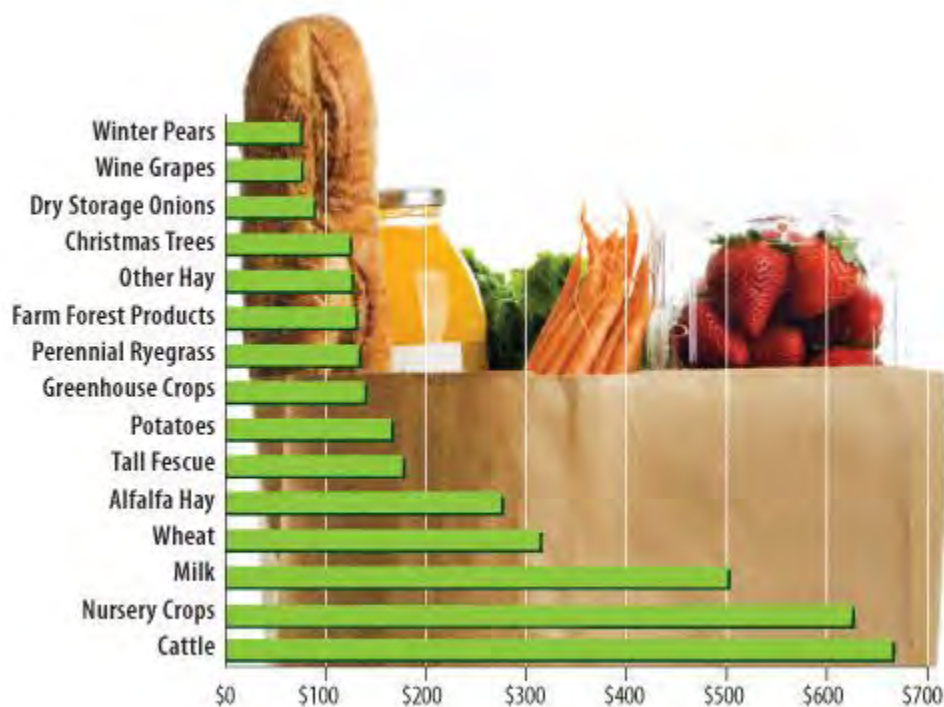


Figure 19. From Oregon Explorer: The numbers in the chart indicate annual farm gate sales, in millions. From the OSU Extension Service.

Trends in Oregon Agriculture

Viticulture: Oregon has experienced substantial growth in its wine grape industry over the last 50 years. Oregon now contains 1,144 vineyards and 769 wineries. Total planted acreage in 2017 was 33,996 acres, an increase of 11.7% from 2016. The overall number of wineries increased from 725 to 769 during the same time, with the biggest increases coming from Eastern Oregon. (Oregon Wine Board, 2017 Oregon Vineyard and Winery Report).

Agritourism: There has been a growing trend and interest in recent years in a wide variety of types of agritourism and non-farm related events and activities on farmland. Agritourism activities can provide supplementary income for farmers that helps support the agricultural enterprise and promotes awareness of local food sources. However, there are questions about the degree to which such activities should be in conjunction with or subordinate to farm use, or both.

Local Food Systems: There is growing interest nationwide in the development of local and regional food systems that help ensure the public's access to healthy, local, sustainable food sources. Oregon's urban growth boundaries facilitate ready access to u-picks, community supported agriculture, and farm stands near cities, while EFU

zoning has kept the price of farmland more affordable for new farmers than it otherwise would be.

Renewable Energy: Oregon has more than 3,000 megawatts of wind energy generation capacity, ranking eighth in the nation in installed wind energy capability (American Wind Energy Association, 2016). Solar energy development is rapidly growing in Oregon. In 2017, Oregon's installed solar capacity was 462 MW with 220 MW added in 2017 alone (Solar Energy Industries Association, 2018). Many wind and solar energy installations are located in the EFU zone, partly because of the availability of large open farm landscapes and reduced land prices.

Marijuana: House Bill 3400 (2015) designated marijuana as a crop for the purposes of "farm use," effectively granting marijuana production the same protections provided to other crops grown in an EFU zone. Although marijuana production is allowed in the EFU zone, commercial activities such as distribution of marijuana at a farm stand are prohibited. New dwellings in conjunction with a marijuana crop are not allowed in an EFU zone.



Figure 20. Oregon Wine Country, Willamette Valley Vineyards

“When Steve and Suzanne Fry began tilling Rogue Valley soil in 1990, they quickly moved to the forefront of a local organic farming movement.

More than a quarter century later, the rise of agritourism, led by the burgeoning wine industry, has created a new opportunity for Fry Family Farm.

Beginning this summer, Fry Family Farm will operate its own organic roadside farm stand and commercial kitchen at 2336 Ross Lane, near the Ross Lane-Hanley Road intersection west of Medford.

...An 8,400-square-foot building will house both a 1,400-square-foot farm stand and a 7,000-square-foot commercial kitchen. The kitchen will boost not only the Frys but other producers as well, with local farmers able to use it to bake pies, make jams, pickle cucumbers and take on other types of production.

...Josh LeBombard of the state Land Conservation and Development Department provided technical assistance when the Frys sought land-use approvals during 2015.

The unique project was an example of collaboration between a local agricultural entrepreneur and government agencies, LeBombard said, ‘with potential for great benefits to the local and regional agricultural community.’”⁷



Figure 21. Oregon farms

⁷ [“Fry family grows collaboration,”](#) Mail Tribune by Greg Stiles.

Land Use Changes on Agricultural Land

One of the metrics by which DLCD is evaluated in the legislatively directed Key Performance Measures for the agency is the percent of land outside UGBs zoned for EFU in 1987 that retain that zoning. From a base of 16.1 million acres of EFU-zoned land in 1987, in 2017, the percentage retained was 99.80%. In the 30-year measurement period from 1987- 2017, a total of 34,925 net acres have been rezoned to other urban and rural uses.

One way the department seeks to prevent conversion of EFU to other uses, particularly conversion for rural residential or urban development, is to limit the number of new dwellings on land zoned EFU. In 2017, 1,972 acres of EFU land was rezoned or added to urban growth boundaries (UGBs). This includes 348 acres rezoned for rural development, 1,192 acres for urban development through UGB expansions, and 432 acres rezoned to forest zones.

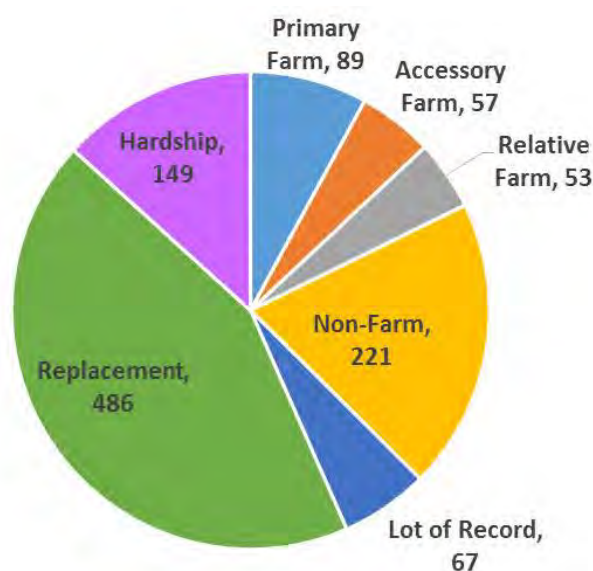


Figure 22. Types of dwelling approvals on farm land, 2016-17.

Oregon's Forest Lands

The conservation of forest land is one of the primary objectives of Oregon's statewide planning program. Oregon has determined that it is in the state's interest to protect the land resource foundation of one of its largest industries – forestry – as well as to protect other forest values, including soil, air, water and fish and wildlife resources.

Approximately 19 percent of Oregon's land use base – 11.9 million acres – is in non-federal forest use according to the Oregon Forest Resources Institute.

Oregon's Forest Industry

Forestry products and services employ nearly 61,000 people directly in Oregon and are critical to Oregon's rural communities (OFRI, 2017). Global competition, environmental controls and rising forest management costs have created serious challenges to the continued economic viability of Oregon's working forests. Large areas of industrial forestland have changed hands in recent years and there is growing pressure to divide and convert forestland to residential and other developed land uses. Many mills across the state have closed. As less federal and industrial forestland is available to harvest, more privately owned woodlots are being harvested.

Oregon is the nation's top producer of softwood lumber and plywood (OFRI, 2017). Development of advanced wood products, such as cross-laminated timber, are opening new market opportunities for use of wood in large commercial and multifamily residential buildings.

Trends in Forest Use

Wildfire: Trends suggest that wildfires in Oregon are becoming more severe. The amount of acres burned in three of the past four years have exceeded the 10-year average (Northwest Interagency Coordination Center, 2017). A combination of high fuel loads, declining forest health, and a warmer climatic outlook suggest an unusually high level of fire risk in the future (ODF, 2017). In 2017, 665,000 acres of forest and rangeland burned, which is approximately the size of Tillamook County (OFRI, 2017).

Oregon requires residential and other developed uses in forest zones to incorporate fire safety measures, such as fuel-free breaks around buildings. Development in forest zones is still prone to wildfire damage and increases the cost of emergency wildfire protection. The existence of structures, particularly dwellings, can significantly alter fire control strategies and can increase the cost of wildfire protection by 50 to 95 percent (Gorte, 2013). Isolated forest dwellings particularly increase suppression costs. The cost of protecting two homes instead of one within six miles of wildfire is over estimated to be over \$31,000 (Gude et al, 2012). For comparison, the additional cost of protecting 100 homes instead of 99 homes within six miles of wildfire is estimated at \$319 (Gude et al, 2012).

Recreation and Tourism: Both public and private forest lands have long provided a variety of recreational opportunities for the public, and interest in outdoor activities continues to grow across the state. Forest zones allow a variety of recreation and tourism pursuits appropriate to a forest environment including parks and campgrounds.

Carbon Sequestration and Ecosystem Markets: Oregon's forests make an enormous contribution to carbon sequestration that will likely be increasingly tapped for ecosystem crediting purposes, providing a small stream of revenue for forest landowners.

Monitoring Development on Farm and Forest Lands

County planning departments have been required since the 1980s to provide DLCD with decisions on dwellings, nonresidential uses and land divisions occurring in farm and forest zones. The reporting system, along with plan amendment data, provide the information needed to regularly review and evaluate existing policy and regulations and to make appropriate adjustments in the program. In 2014, the department instituted an online reporting system for improved efficiency and accuracy and as a convenience to counties. All historic data have been migrated into the new system, enabling more detailed research capabilities. Expanding department GIS capabilities have enabled the production of mapping of development locations as part of the reports. For complete information, please refer to the online 2016-17 Farm and Forest Report.



Figure 23. Forest homes in Oregon

Land Use Changes in Oregon Forest Lands

Statewide Planning Goal 4 (Forest Lands) calls for maintaining the forest land base for protecting the forest economy by assuring that tree growth and harvesting is the leading use of forest land. One of the Key Performance Measures designated by the legislature to assess the success of the land use program is the retention of land zoned for this use. In 2017, 360 acres of forest and mixed farm/forest land were rezoned or added to urban growth boundaries (UGBs): 184 acres for rural development, 135 acres for urban uses in UGBs expansions, and 41 acres to exclusive farm use zoning. From a base of nearly 11.8 million acres of land zoned forest and mixed farm/forest in 1987, a total of 10,041 net acres have been rezoned to urban and other rural uses in the 30-year period through 2017. This means that 99.9 percent of land zoned forest and mixed farm/forest in 1987 was in the same zoning in 2017.

Dwelling approvals on Farm and Forest Lands, 2008-2017

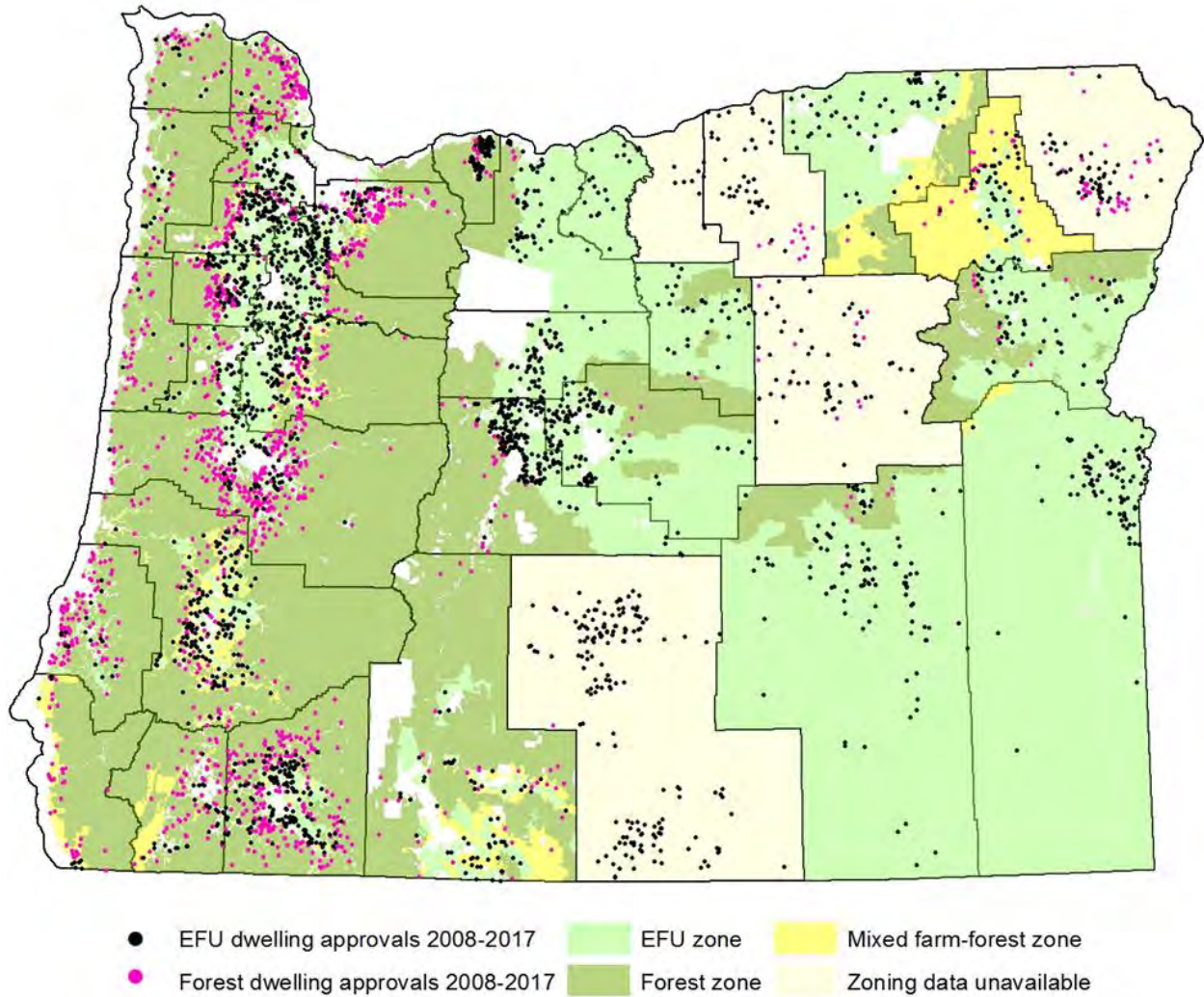


Figure 24. Land Division approvals on Farm and Forest Lands, 2008-2017. 2016-17 DLCDC Farm and Forest Report.

Farm and Forest Lands converted to Low Density Residential / Urban, 2008-2017

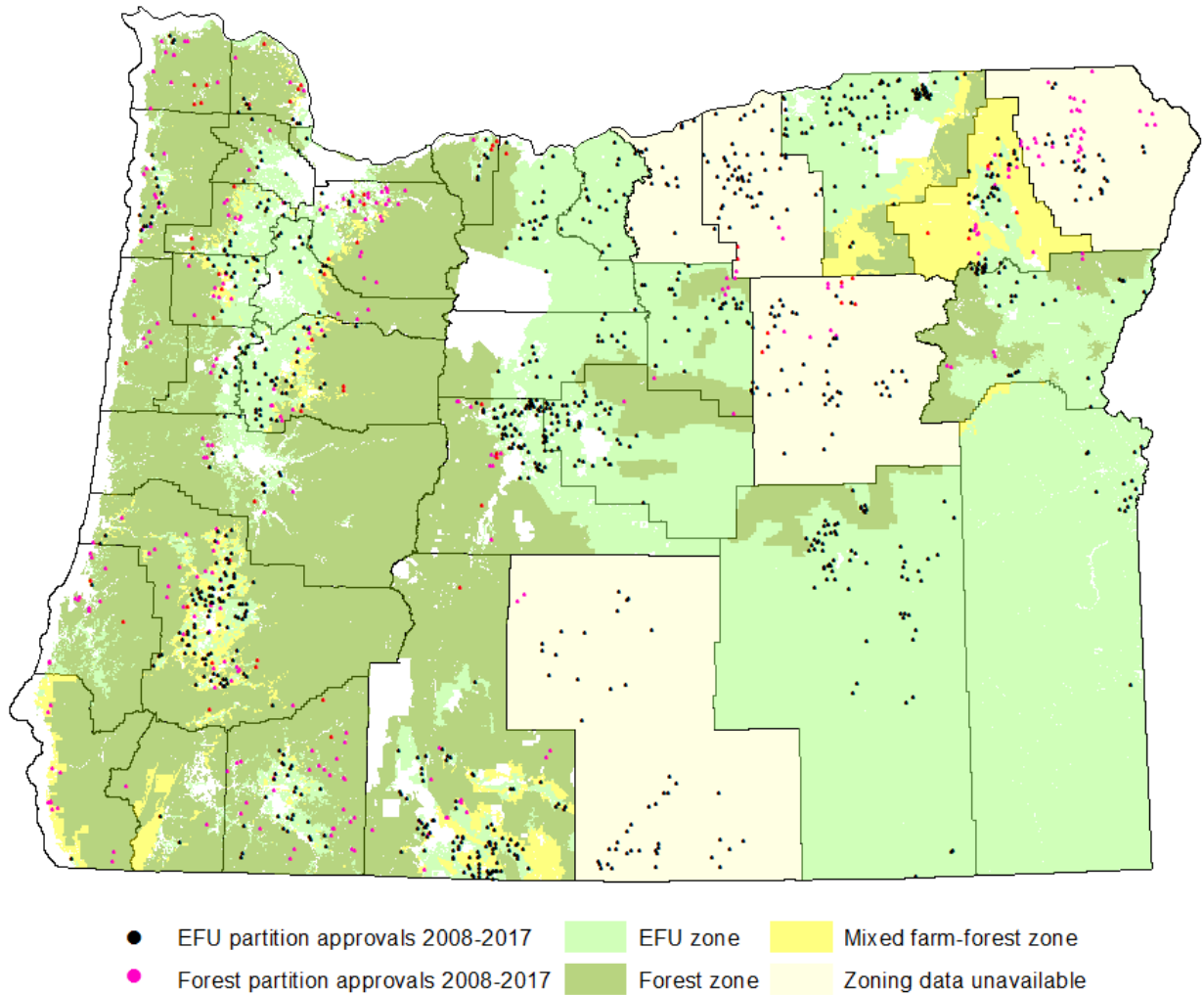


Figure 25. Acres of Farm and Forest Lands Converted to Low Density Residential and Urban (Gray et al, 2018)

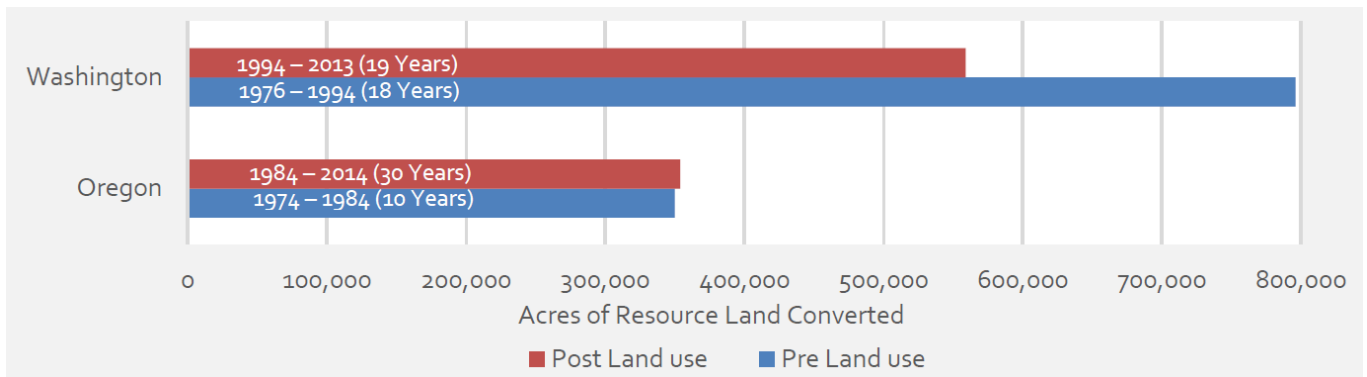


Figure 26. Source: Oregon Department of Forestry, 2017. Land use based on aerial photo interpolation.

Protect and conserve coastal and marine resources

The department is home to the Oregon Coastal Management Program (OCMP). OCMP was approved by the National Oceanic and Atmospheric Administration (NOAA) in 1977. The OCMP is the state of Oregon's implementation of the national Coastal Zone Management Program, with a local mission. The program operates in partnership with coastal local governments, state and federal agencies, and other stakeholders to ensure that the resources in the Oregon coastal zone are protected.

Estuaries, coastal shorelands, beaches and dunes and ocean resources are a primary focus of the OCMP. The department's Ocean and Coastal Services Division staff work closely with coastal cities and counties to plan for economic and community development and to stay safe from coastal hazards, including landslides and tsunamis.

The federal approval of our OCMP is important because:

- Oregon, through the OCMP, has the authority to review federal agency actions and approvals that affect Oregon's coastal zone to make sure that they are "consistent" with Oregon's state laws, statewide planning goals and local government comprehensive plans and ordinances.
- The department receives federal funds from the National Oceanic and Atmospheric Administration (NOAA) to support coastal management. During the 2017-19 biennium, the department received \$4.02 million dollars to implement the OCMP.

Assisting Coastal Communities

Oregon's coastal communities face challenges found nowhere else in the state. In addition to land use and economic development issues common statewide, coastal local governments must also protect estuarine resources, ocean shores, dunes and other coastal resources. Many coastal communities are on the front line for ocean shoreline erosion, ocean flooding, severe storms, tsunamis and the effects of climate change. A highly seasonal economy, rugged geography, limited transportation options and reduced funding for local planning add to these challenges. During 2017-19, the OCMP assisted local governments through:

On-Site Advice and Assistance: During 2017-19, four OCMP staff members worked from a coastal services center in Newport and the Tillamook Regional Solution Center to assist cities and counties on a daily basis with overall planning advice and coastal hazards and shore lands issues. The staff were also involved in a number of Oregon Solutions projects that help resolve land use issues at the local level.

Financial Assistance: During the 2017-19 biennium the OCMP awarded \$70,000 in technical assistance grant awards to 5 local governments from federal funds for tsunami resilience, land use planning, and tsunami risk reduction:

Education and Information - The OCMP provided information and training for local planning staff, including:

- Local planner conferences: Six local planner conferences provided information on coastal planning, coastal hazard assessments, alternative energy development, and other topics.
- GIS technical assistance: OCMP's GIS specialist provided GIS assistance to local governments. This assistance helped local staff to avoid the costs of implementing a GIS, acquiring specialized tools, or hiring a contractor.
- Oregon Coastal Information: The OCMP is home to a NOAA-funded server that hosts a wide array of coastal and ocean web sites, data archives and planning related tools. The webserver hosts seven major web sites and associated web services, including a large collection of data and information for different coastal systems, a large collection of photos and video of the Oregon coast, training materials related to land use planning in the state of Oregon, a directory of online geospatial analysis tools, interactive map applications, and an archive of planning and natural resource geospatial data sets.

Federal grant money awarded to the Department of Land Conservation and Development (DLCD) is supporting the efforts of five coastal communities in preparing for a local Cascadia tsunami. The project, which began in January 2018, will result in new tsunami evacuation maps, improved evacuation actions, and innovative land use strategies for Port Orford, Newport, Lincoln City, Rockaway Beach, and Gearhart, Oregon.

"Lincoln City is very excited to partner with DLCD on this tsunami study. We think the results will provide valuable input to our Cascadia event mitigation and preparedness activities," said Debra Nicholson, Senior Planner for Lincoln City, "The results will inform our evacuation strategy and long range planning efforts for appropriate redevelopment."



Figure 27. Beach at Lincoln City

Emerging Coastal Issues

Tsunami Planning: The greatest hazard facing the Oregon coast is a Cascadia Subduction Zone (CSZ) earthquake and tsunami that could occur at any time. OCMP is coordinating with coastal communities to help them prepare for a local tsunami through land use planning. This work uses tsunami inundation and evacuation maps produced by the Oregon Department of Geology and Mineral Industries (DOGAMI). The maps allow communities to understand their risk and vulnerability to a tsunami event. With this understanding, they can look for ways to improve evacuation, and implement land use strategies to improve community resilience. 'Resilience' is the ability of a community to "bounce back" after a disaster. This type of land use planning can influence the development of the landscape over time, improving both the short- and long-term resilience of a community.

"Our main focus is to get people out of harm's way as quickly as possible through land use planning strategies. We are trying to balance how you make a community safer from tsunami hazards without changing a community's character. That's why we are focused on safety first." - Meg Reed, Coastal Hazards Specialist, Oregon Department of Land Conservation and Development's Oregon Coastal Management Program, from <https://coast.noaa.gov>

Hazard Mitigation: Oregon's dramatic and beautiful coastline is the result of dynamic, powerful, natural forces of weather, climate, ocean waves and currents, and plate tectonics. These forces continually shape the coast, creating an environment that is beautiful but dangerous. Most development on the Oregon coast has taken place in less hazardous areas. New development is increasingly proposed for hazardous areas, such as steep slopes, ocean bluffs, landslide-prone sites, and low-lying areas subject to ocean flooding, coastal erosion, and tsunami inundation. People may purchase or occupy developments in hazard prone areas with no knowledge of the risk.

King Tides: Every year in early winter, high tides in Oregon are higher than usual. These extreme high tides, commonly called "King Tides," occur at a few specific times during the year when the moon is closest to the Earth, and the Earth is closest to the sun. These tides are being documented all over the world to help visualize and understand the impacts of sea level rise (like flooding and erosion) in the coming decades. These tides are especially important to document in the winter when storm surge and high winds and waves are more frequent, creating even higher water levels. Through the King Tides Photo Initiative, citizen scientists all over the world are contributing to the study of sea level rise and the changing climate.

[Link to King Tides Photo Gallery](#)

“This is the ninth year that Oregon has participated in this international citizen science effort.

The [King Tides] project is sponsored by the CoastWatch Program of the Oregon Shores Conservation Coalition, the Oregon Coastal Management Program of the Department of Land Conservation and Development, and local partners...

King Tide photos can be taken anywhere affected by tides, whether on the outer shoreline, in estuaries, or along lower river floodplains. Photos showing high water in relation to infrastructure (roads, bridges, seawalls, and the like) can be particularly striking, and reveal where flooding problems threaten.

But shots of marshes or other habitats being inundated, or coastal shorelines subject to flooding and erosion, are also useful. The goal of this long-term citizen science project is to document the highest reach of the tides on an ongoing basis, for comparative study over a period of many years.”⁸



Figure 28. Photo by E Cortes, King Tides in Yaquina Bay, Oregon.

⁸ “KING TIDES: Ocean in focus,” The NEWS Guard, Lincoln City. Submitted by Coastwatch. December 20, 2018.

Goal 18: Pre-1977 Development Focus Group: The department has initiated a Policy Focus Group of relevant stakeholders to review the policies contained in and related to Statewide Planning Goal 18: Beaches and Dunes. With the increase of erosion and flooding potential on the Oregon coast due to climate change, private and public investments along the oceanfront are increasingly at risk of damage or ruin. It has been demonstrated in certain instances that the policies encompassed by Goal 18, specifically those relating to the allowance of shoreline armoring (e.g. riprap, seawalls), may not be flexible or comprehensive enough to deal with the realities of a changing climate. A focus group will be convened by the department to analyze the current policy framework in order to proactively address identified issues and discuss potential recommendations.

Climate Change Adaptation: With additional federal dollars, the OCMP was able to hire a Climate Change Adaptation Coordinator who will be working with the Governor's Office, other agencies and interested parties to update Oregon's 2010 Climate Change Adaptation Framework. A draft will be available by the end of the biennium.

Conserving and Managing Coastal Resources

The OCMP carried out several program activities that help conserve and manage the unique and valuable resources of the Oregon coast.

Estuary Updates: The OCMP is working with local government and other stakeholders to update the estuary resource inventory information available for understanding some of the most important natural resources on the coast. OCMP staff published a comprehensive update of estuarine habitats in Oregon using the Coastal and Marine Ecological Classification Standard (CMECS). This same classification system is being applied West Coast wide. The information which will be used to update estuary management plans, is available to local governments, partner agencies, and NGO's to use in a variety of ways, including through an online estuary planning atlas tool, a catalog of GIS data and services, and through training workshops.

Sea-Level Rise Inventory for Estuaries: In 2010, the "Oregon Climate Change Adaptation Framework" had identified sea-level rise as an expected climate risk for Oregon with far ranging effects, including habitat disruption, destruction of roads and urban landscapes, impacts on the state's economy, and threats to public health and safety. Responding to these needs, OCMP created a sea-level rise exposure inventory for coastal estuaries including infrastructure. The resulting work paints a picture for areas that will experience an increase in the severity and frequency of flood events with sea-level rise.

Rocky Shores Update: Managing Oregon's rocky coastline is a shared responsibility. In fall 2017, DLCD providing staff to the Ocean Policy Advisory Council, begin an amendment to the Rocky Shores management chapter of the Oregon Territorial Sea Plan. The plan acts as a coordinated vision for Oregon coastal resources and guides the actions of state and federal agencies responsible for managing coastal and ocean

resources in the public trust. The amended rocky shores plan will incorporate the best available science and consider the needs, concerns, and values of Oregonians balanced with the state's goals for a resilient coastal ecosystem that can provide enduring opportunities for its users. This rulemaking is in progress.

Coastal Habitat Tool: The OCMP created an ArcGIS online tool to simply and clearly relay which coastal habitats were of concern in nationwide federal permit reviews and whether or not an applicant for a permit would need to go through individual consistency review. If the project location is within any of the habitat polygons, or may impact a habitat because of close proximity, individual review is necessary.

Oil Spill Response Plans: The OCMP was successful in acquiring a NOAA Coastal Fellow who is updating all of the oil spill response plans for the Oregon coast. Final updated plans should be completed by the end of the biennium. The new plans provide much more useable information on actions and locations to minimize damage following an oil spill on the Oregon coast.



Figure 29. Seals resting on Oregon's rocky coast.

Protect and conserve wildlife habitat, wetlands and riparian areas for their ecosystem values. Protect scenic, historic, cultural and recreational values on rural lands.

Conservation of natural resources is a priority for Oregon and an important element of the land use program. The quality of life made possible by a healthy environment and open spaces continues to attract new people and business to the state. Statewide planning goals and administrative rules require local governments to address a variety of resources such as wetlands, fish and wildlife habitat, renewable energy sources, and water quality when making land use decisions.

Department staff routinely provide assistance to cities and counties that pursue natural resource protection objectives and other Goal 5 updates to their comprehensive plans. At least 20 local governments will have made adjustments to the Goal 5 plans with assistance from staff in the 2017-19 Biennium.

Supporting Native Species

The Sage Grouse conservation efforts to which the department contributed, and that successfully prevented listing of the Sage Grouse as an endangered species by the US Department of Fish and Wildlife in 2015, authored its first two annual reports and presented them to commissioners in September 2017, and [January 2019](#) (for 2018). The department created a central registry, also called the Sage-Grouse Development Registry, in a collaborative process involving counties, state agencies, federal agencies, and key stakeholder groups. The registry is an online, geo-spatial tool for recording development in key habitat areas. In 2017-18, the annual Sage-Grouse report to the commission reported that four of the six affected counties reported no new development in the Priority Area for Conservation. The remaining two counties reported a total of nine acres of new development approved in 2018. The Year over year data trends suggest that efforts to preserve this critical habitat are largely successful.



Figure 30. "GREATER SAGE-GROUSE" by Aquila-chrysaetos is licensed under CC BY-NC 2.0

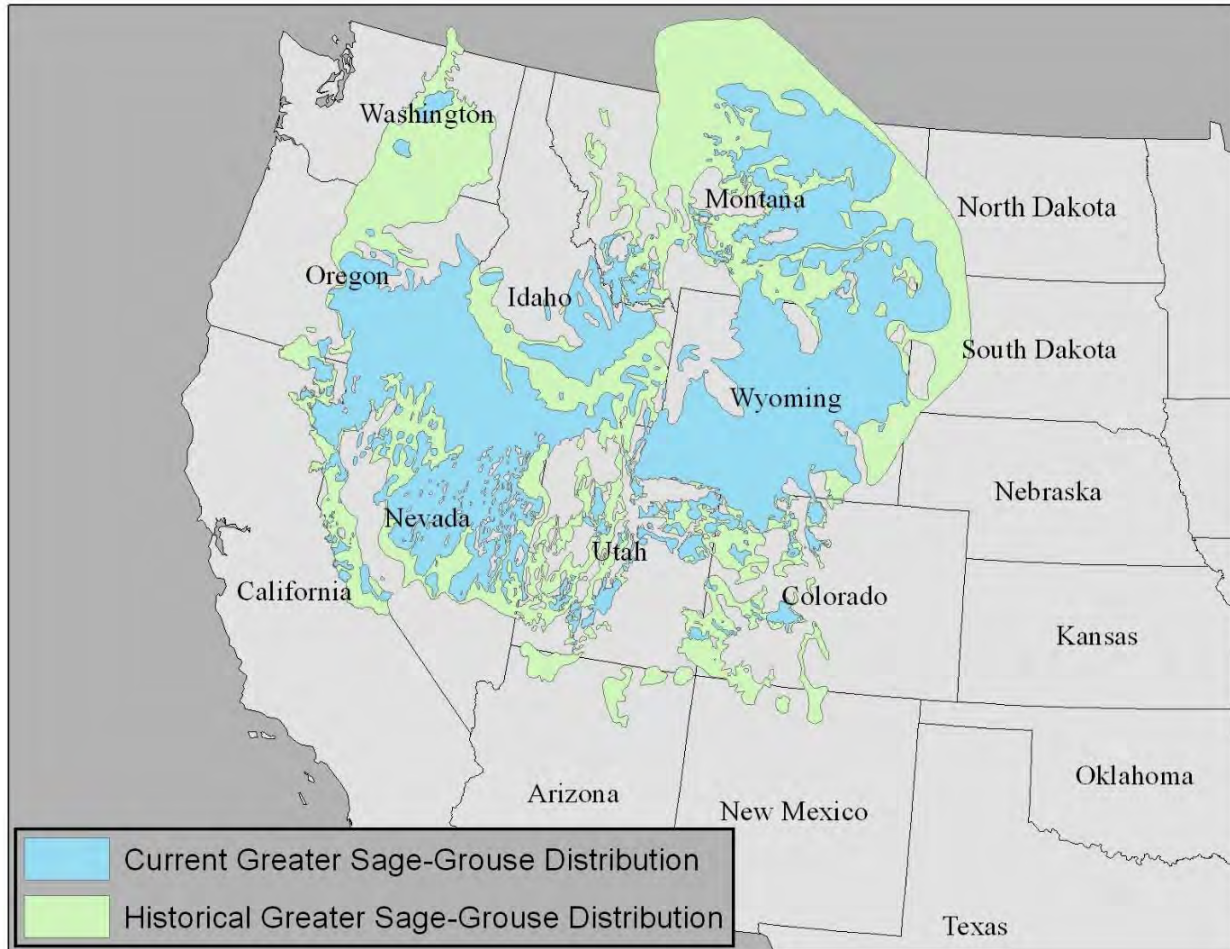


Figure 31. Greater Sage-Grouse Range, Nevada Fish and Wildlife Service

Floodplain and Habitat Protection

The NFIP provides flood insurance for homeowners and property owners generally. In Oregon, 261 cities, counties, and tribes participate in the NFIP.

For several years, the National Oceanic and Atmospheric Administration, National Marine Fisheries Service and the Federal Emergency Management Agency (FEMA) have been discussing potential changes that would reduce negative impacts from the National Flood Insurance Program (NFIP) on salmon, steelhead and other species listed as threatened under the Endangered Species Act (ESA). As the coordinating agency for Oregon’s participation in the NFIP, DLCD participated in these conversations.

DLCD held numerous workgroup meetings throughout 2017 to develop a series of stakeholder recommendations for FEMA. Workgroups selected priority issues from those raised during the outreach meetings held around the state and contributed to development of several technical memos on these issues. Workgroups provided

information on: potential conflicts between a federal program and state laws; workable approaches to assessing habitat impacts and documenting mitigation measures; and the capacity of local governments to take on new review and enforcement tasks. The latest information on the NFIP and ESA is available online: <https://www.oregon.gov/lcd/NH/Pages/BiOp.aspx>

Protecting Historic Resources

Statewide Planning Goal 5 includes protection of historic resources. DLCD, in coordination with the State Historic Preservation Office, and with recommendations developed by an advisory committee composed of heritage community veterans, updated the historic resource-protection rule to make the requirements more usable by local governments and more protective of historic resources.



Figure 32. Historic City Hall in Baker City, Oregon

Goal 2: Promote Sustainable, Vibrant Communities

How communities are built and developed touched nearly every aspect of our lives: where we live, work, and play; how we get there; and whether we have livable communities and a clean environment. Planning for the full range of what makes a community livable – providing transportation and housing choices, strengthening economies, preserving open spaces and parkland, investing in improvements to public infrastructure, and protecting the environment – improves our quality of life.

The department’s contributions to development of sustainable communities recognize the diversity, richness and aspirations of each community. Successful local comprehensive plans address the unique character of that community: the diversity of the populations, landscape, culture, and situation within a region.

Oregon continues to successfully absorb population growth while consuming less land per capita than other states. This success reduces costs for public facilities, transportation, and infrastructure and protects productive farm and forest lands that contribute to regional economies. Community resilience, enabling communities to reduce exposure to natural hazards and respond to climate change is part of the department’s core work.

“Over the past decade, Oregon City has had to redefine its Main Street. When the downtown association formed, Clackamas County was moving its government offices from downtown to its Red Soils Campus, and the Blue Heron paper mill, once towering over Main Street, had filed for Chapter 11 bankruptcy. From a peak of some 2,000 workers, just 175 employees remained when the mill closed in 2011.

Yet in the last few years, residents and business owners have seen a noticeable shift downtown. The city reports that a net 28 businesses have opened in the area since 2009.

...

‘It surprised me what a tourist destination Oregon City is,’ [said local business owner, Christy Rein]. ‘I would have never thought, but I think if you’re on a road trip and you Google the area - first incorporated city, Lewis and Clark - there’s so many historical elements that bring people in.’”⁹

⁹ [“Oregon City has one of the country’s best Main Streets,”](#) Clackamas County News. April 6, 2018.



Figure 33. City of Oregon City, Urban Renewal Statistics.

Increasing Oregon’s Housing Supply

An adequate housing supply is a fundamental building block of a healthy community, and planning to fulfill the housing needs of all Oregonians is more crucial than ever. Provision of housing for a community is one of the primary elements in a comprehensive plan for cities in Oregon. DLCD encourages cities to provide adequate housing for Oregonians at every level of income. Goal 10 provides planning guidelines for addressing the housing needs of local communities. The guidelines, tools, and resources provided by the department are employed at a local level to assist planners in the implementation of Goal 10 at a community level.

DLCD staff has developed guidance, model code, and tool kits for local governments to promote healthy, inclusive housing markets. These publications have been inspired by the urgent local government need for information about housing alternatives, code barriers, and the need to present these ideas in a fresh and appealing way

- September 2018: “Housing Choices Guide Book” is published by the TGM program (a joint program of DLCD and ODOT). A pictorial guide for local government use in creating community will for housing alternatives, density, and “missing-middle” housing.
- March 2018: “Guidance on Implementing the Accessory Dwelling Units (ADU) Requirement” is published by the department. It includes model code and guidance related to Accessory Dwelling Units, in response to SB 1051. In the 2017-19 biennium, in many cases inspired by the passage of this legislation, at least 48 cities and counties have adopted up to date local code related to ADUs.
- February 2017: “Measures to Encourage Affordable Housing” is published by the department. A one-page guidance and reference tool and summarizes possible local code provisions to encourage more affordable and needed housing.
- May of 2016: “Character-Compatible, Space-Efficient Housing Options for Single-Dwelling Neighborhoods” is published by the TGM program to help local governments encourage more space-efficient housing options in Oregon’s cities.

- November 2015: “Model Code for Small Cities” is published by the TGM program to give cities guidance and technical expertise in zoning, development standards, review procedures, and implementation of state planning rules and statutes.

A Housing Needs Analysis, or HNA, is an important step in the development readiness of Oregon communities. It allows a community to assess current housing stock, identify gaps in supply or demand, determine local needs, and prepare for the future by rezoning, incenting development of a certain type, or redefining areas needed for housing. Our regional representatives, urban planners, and economic development specialist offer technical assistance to communities going through a Housing Needs Analysis (HNA). Prior to the designation of specific legislative funding as a result of HB 4006, in the 2018 legislative session, in the 2017-19 biennium, at least 11 local governments have completed a HNA. This is a critical step in addressing the housing shortage we continue to face in cities all over the state. Thanks to an increase in legislative funding in 2018, the department will assist 47 additional communities in performing an HNA or other housing planning related work before June 30, 2018. (See the section on the Oregon Housing Planning Project below for more details and information.)

“The studies show resident incomes are not keeping up with housing costs, more residents are living in poverty and fewer people in the county are working. Those who are working but who cannot afford housing are grouping in available housing, leaving the area or becoming homeless.”¹⁰



Figure 34. Buckman Heights housing.

¹⁰ [“Analysis: Data points to spike in homeless,”](#) by Boyd C. Allen. Curry Coastal Pilot – Serving Brookings Harbor. January 22, 2018.



Figure 35. Ashland Creekside Housing.

Affordable Housing Pilot Project

DLCD is administering a new pilot program intended to boost affordable housing in Oregon as directed by the Oregon legislature in 2016. The legislation that passed, HB 4079, indicated that both a small and a large city (defined by legislation) could qualify as participants in the pilot project. Cities participating in the pilot program will add up to 50 acres of land dedicated to affordable housing to their urban growth boundary without following the traditional UGB amendment process if selected. Full applications for this pilot program have been submitted by two “large” cities: Bend and Redmond. The department determined both applications to be complete and in November 2018, after careful deliberation, the commission selected Bend’s proposal for participation in the pilot.



Figure 36. Buckman Heights, Portland

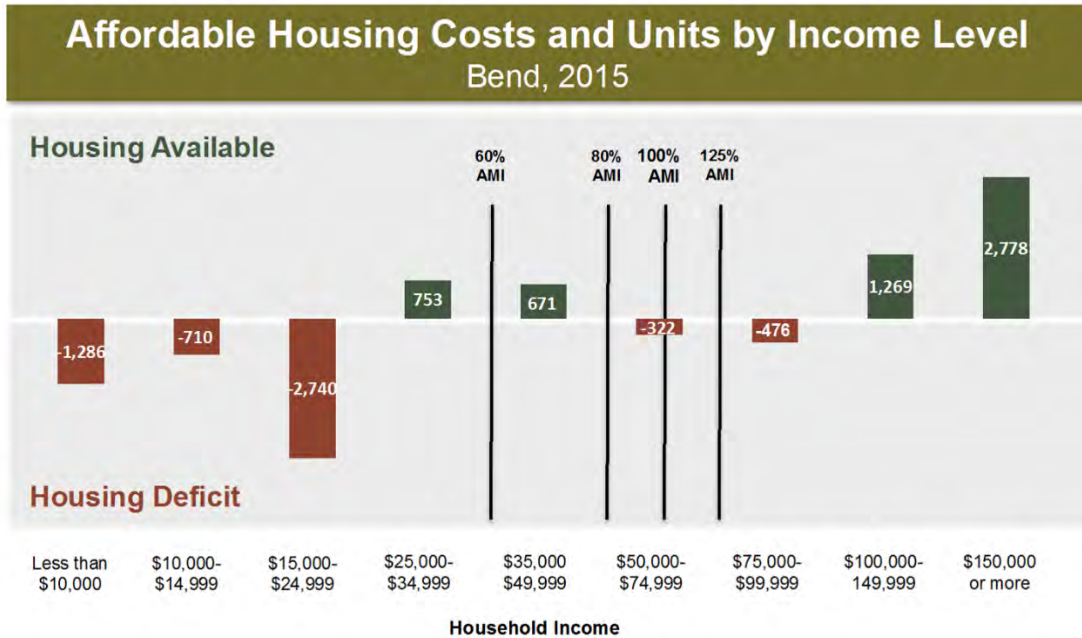


Figure 37. Housing Need: Current housing need calculated using US Census Bureau data. City of Bend. www.bendoregon.gov

Oregon Housing Planning Project

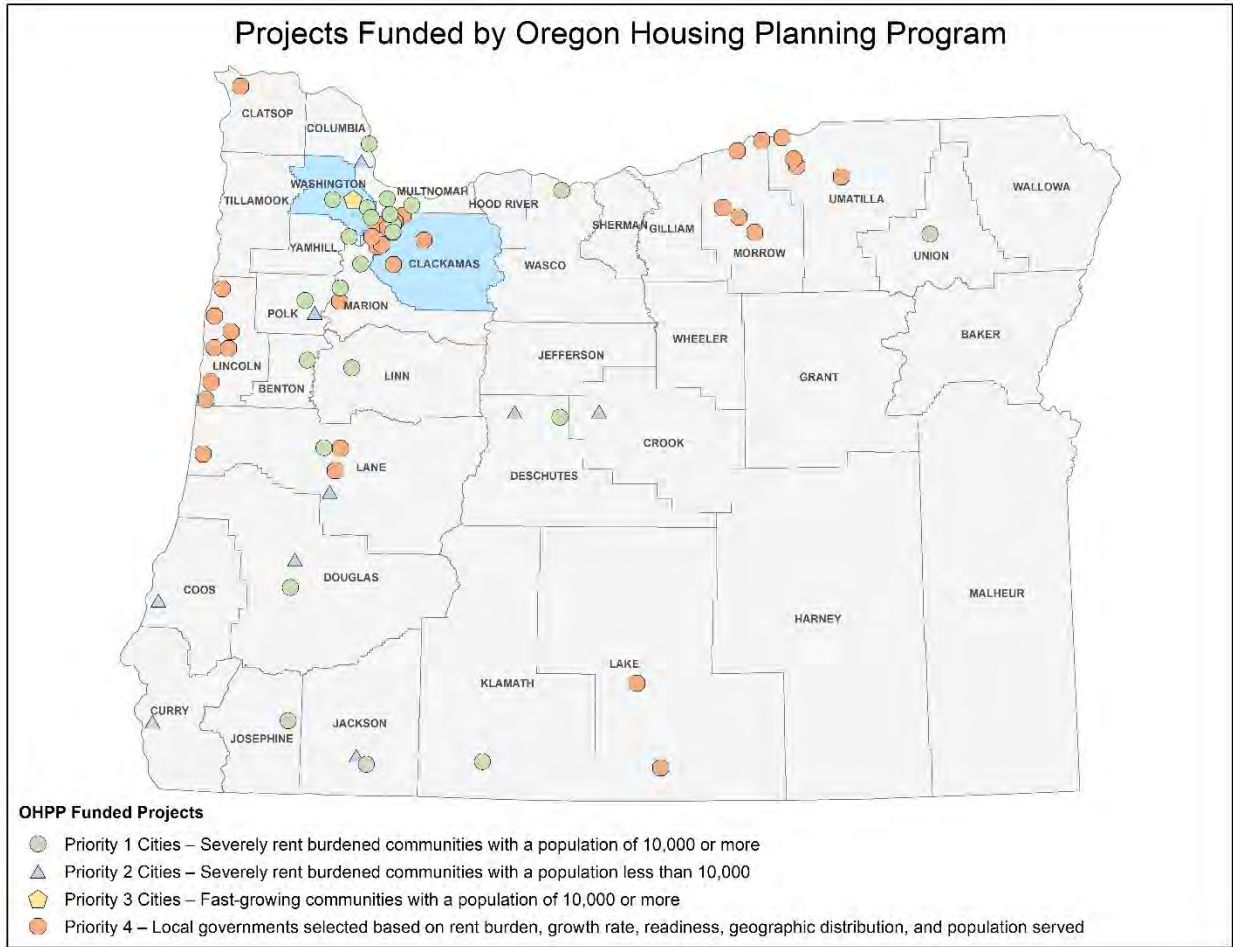
In 2018, the Oregon Legislature allocated \$1.73 million to the Department of Land Conservation and Development (DLCD) for housing planning technical assistance in House Bill 4006. The bill allocates funding “for the purpose of providing technical assistance to local governments in increasing the affordability of housing.” The primary focus of the effort (per HB 4006) is on Oregon cities with a population over 10,000 that are considered severely rent-burdened.

Technical assistance will include an analysis of housing needs, audits of land use codes (to identify barriers to housing development), revisions to land use codes (to remove barriers), and implementation plans for increasing housing supply.

To provide this assistance, DLCD has contracted with consultants experienced in completing Housing Needs Analyses (HNAs) and updating land use codes. The consultant will work for a city – or group of cities within a county or region – to prepare draft updates to the comprehensive plan or code and produce “hearings ready” proposals for local governments to consider. For jurisdictions with up-to-date plans and codes, assistance with developing a strategy to implement the plan is also offered.

The projects must be completed by June 30, 2019.

In response to the department’s solicitation of requests for assistance, 99 cities and counties responded with applications. The department was able to fund 47 of these requests, including all 23 requests from cities with populations over 10,000 that are considered severely rent-burdened. The department hopes to fund the remaining requests with approval of additional funding provided during the 2019-2012 biennium.



POP 101: Development Readiness

DLCD is requesting general funds to provide 1.5 permanent positions to support the Development Readiness Initiative. DLCD will also request a renewal of the 2018 one time funding of \$2.03 million for direct service grants. The funds will be used to provide technical assistance to local governments for housing and economic development planning from department staff, as well as direct service grants to local governments to conduct HNAs, EOAs, Implementation Plans and updated public facilities plans.

The program created will provide direct service grants for:

- Housing Needs Analyses
- Economic Opportunities Analyses
- Implementation plans
- Updates to public facilities plans and capital improvement strategies to ensure priority areas are development-ready.

This program will allow cities to update comprehensive plans for the purposes of attracting development and assuring that housing meets the community's needs.

Updated comprehensive plans in our Urban and rural communities

In January 2016, the department adopted a new Chapter in rule that allowed cities to follow a Simplified Urban Growth Boundary (UGB) amendment process (division 38). Reducing the cost, complexity, and time necessary for a growing city to expand their UGB, this process allows cities to more easily add land needed for housing and employment growth. The process is designed to encourage cities to increase development capacity, improve planning and provision of infrastructure, and maintains a supply of land that is ready for development. It provided a range of policy choices for cities in determining their future growth, and reduces the likelihood of state or local appeal. To date, no cities have undertaken a UGB expansion using the simplified method.

In this biennium, the department has done work to further streamline the UGB amendment process, completing rulemaking that allows cities to submit completed portions of a UGB application as they are completed, rather than all at once; and by refining some definitions and flaws in the originally adopted ruled for Division 38.

While it remains true that some cities lack the capacity or expertise necessary to perform the work necessary for an urban growth boundary expansion, DLCD works diligently to make the process as accessible and manageable as possible.



Figure 38. The City of Salem, Oregon is in the process of updating the city's Comprehensive Plan.

Urban growth around the state

All cities amending their UGBs must submit information about the proposed UGB expansion, both before and after adoption, to the department as a Post Acknowledgment Plan Amendment (PAPA). In 2016, a process for online submission of PAPAs was created as part of the department's Information Modernization and Management Initiative. At present, 76% of cities use the online system instead of submitting hard copies, creating an efficiency for both cities and the department. Using those records, we can see that during the past biennium 20 cities have submitted PAPAs for a UGB adjustment, among those: 11 expanded land for housing or employment, 5 expanded to include industrial lands, 3 expanded for schools, and 1 expanded for a golf course.

There were some notable planning successes for cities around the state this biennium:

- Portland wrote and adopted a new comprehensive plan for development that completely rethinks the way they involve the public in planning, and created a more robust, inclusive public participation plan. The city's plan also included new policies to promote increasing diversity of residential development types within the city.
- Bend successfully adopted a comprehensive plan update after their original proposed plan was remanded. The remand process gave them an opportunity to re-engage the community in a thoughtful, thorough, and ultimately successful plan for future development
- Eugene expanded their UGB to accommodate new land for employment, but determined through analysis that they had an adequate supply of land for housing, if they rezoned some areas for greater density
- Medford, whose UGB expansion was an outgrowth of a regional planning process that involved six cities, added over 4,000 acres that included land for natural areas, increased housing opportunities, and redesignated a share of their employment lands to better meet the needs of their economy
- Sutherlin engineered a UGB land-swap, in which they did not increase the overall footprint of the city, but removed areas from the urban growth boundary that were steeply sloped or otherwise inappropriate for development, and bringing in areas that will better accommodate the anticipated increased need for housing and employment land over the next 20 years
- Springfield completed a UGB expansion to accommodate 20-year needs for commercial and industrial land. In addition to the expansion, the city is counting on redevelopment of existing industrial and commercial site to meet much of the need.
- Donald expanded its urban growth boundary by 80 acres to accommodate housing needs. The city partnered with a large local employer to complete the analysis, which will, among other objectives, provide housing opportunities for employees.

Total Population

Definition: The total number of individuals living within a county's designated boundaries.

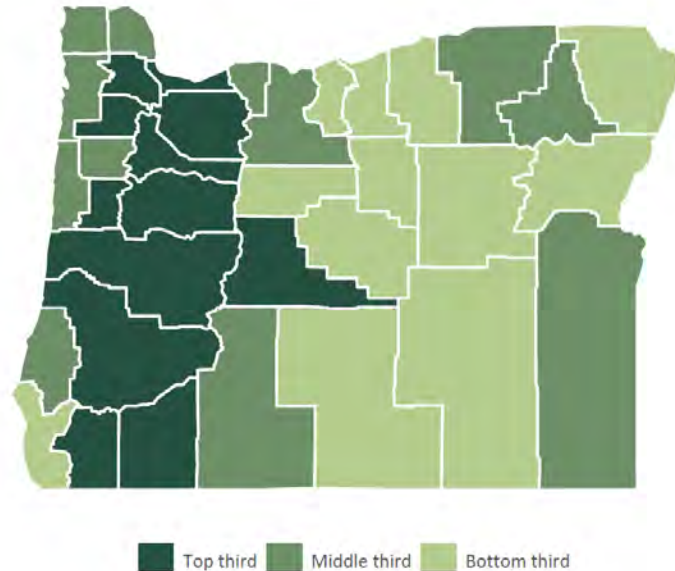


Figure 39. "Oregon By The Numbers: 2018," The Ford Family Foundation. Source data: US Census Bureau, American Community Survey, Table B01003. Total Population: 2012-2016.

The Oregon Department of Land Conservation and Development (DLCD) approved a 969-acre expansion of the Eugene urban growth boundary (UGB). The UGB expansion provides space for the city to grow to accommodate jobs, open space, and schools for the next 20 years. "We are pleased to approve this action for Eugene," said Jim Rue, the agency director. "It's clear the city made an effort to listen to their community and involve them in the decision. They found a solution that works."



Figure 40. "Golden Gardens Park in Eugene, OR" by Rick Obst is licensed under [CC BY 2.0](https://creativecommons.org/licenses/by/2.0/).



Figure 41. "Medford OR View" by revger is licensed under CC BY-NC-SA 2.0

"Medford cleared a major hurdle recently when state officials approved adding 4,046 acres to the city, pushing boundaries outward and paving the way for sizable tracts of houses around Centennial Golf Club and southeast Medford.

'It's good for our community,' said Randy Jones with Mahar Homes. 'It needed to take place.'

By the end of the year, developers such as Jones may be able to file applications to annex property."¹¹

"Medford made necessary and sometimes hard decisions to provide for current and future housing and employment opportunities," said DLCDC Director Jim Rue, "Medford's methodology is a model for other cities. The result is a very high quality urban growth boundary decision."

¹¹ ["Let the building begin: Medford gets thumbs-up on expansion,"](#) The Mail Tribune, by Damian Mann. May 24, 2018.

Land use and transportation planning are linked to provide for the development of well-functioning, well designed and healthy communities

The integration of land use and transportation decisions is critical to urban development in Oregon: land use decisions are supported by investments in transportation infrastructure, and transportation projects support revitalization and other goals that communities set for themselves in their local comprehensive plans.

Transportation planning at DLCD includes three related programs: Transportation and Growth Management, greenhouse gas reduction, and Land Use and Transportation Policy.

Transportation and Growth Management

Through the Transportation and Growth Management Program (TGM), DLCD and the Oregon Department of Transportation (ODOT) work with local governments to expand transportation choices and promote compact urban development. The program promotes community efforts to expand transportation choices. By linking land use and transportation planning, TGM works in partnership with governments to create vibrant, livable places in which people can walk, bike, take transit, or drive where they want to go.

TGM Planning Grants (see page 16) help local jurisdictions plan for streets and land to lead to more livable, sustainable, and economically vital communities. This planning increases opportunities for transit, walking and bicycling. At the end of 2017, TGM had funded over 700 grant projects. In addition to grants, DLCD manages four community assistance services within TGM:

- Quick Response
- Code Assistance
- Education and Outreach
- Transportation System Plan (TSP) Assessment

“These grants reflect how planning can help resolve transportation and land use issues in a wide variety of communities,” said Erin Doyle, Intergovernmental Relations associate of the League of Oregon Cities, and chair of the TGM Program Advisory Committee. ‘TGM is funding projects in seven cities with populations from 620 to 168,000 and is supporting TriMet, which serves a large metropolitan area of 1.5 million people. The five-county projects include first-time awardee Coos County, which means TGM has now provided assistance to all 36 county governments – assistance that moves projects closer to reality.’”¹²

¹² [“ODOT, TGM Award Planning Grants to 13 Communities,”](#) Oregon.gov. September 25, 2018.

TGM Quick Response Program

The Quick Response (QR) program helps cities find ways to implement transportation and land use plans and assists with multi-modal problem solving. QR projects are typically site specific, small scale, and short term. They facilitate future development that can occur within three years. These projects meet local goals, as well as TGM goals. Using consultants, the program provides direct assistance to communities. Here is an example of Quick Response assistance offered in the 2017-19 biennium.

- A TGM Quick Response project in Weston, looked at ways to help kids walk to school safely, in a community with few sidewalks. The community has identified pedestrian safety as a key priority and is looking to invest in its schools with an \$8 million capital bond.
- TGM helped the City of Talent plan for development of a key 4.5 acre downtown property owned by the Talent Urban Renewal Agency. The Gateway Site Development Plan was prepared as part of a public-private partnership. The site design process was based on compact, mixed-use, pedestrian-friendly, and sustainable development principles. The plan is based on a phased program for future mixed-use development that includes workforce and senior housing, retail and food service, a public plaza, and a “makerspace” building. The plan also documented the economic feasibility of the development program, identified barriers to and potential incentives for development, and identified off-site transportation improvements to connect to pedestrian and transit networks.
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Figure 42. School buses in Salem, Oregon

TGM Code Assistance

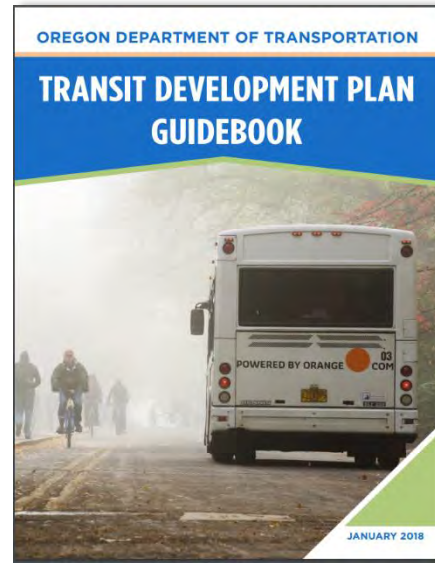
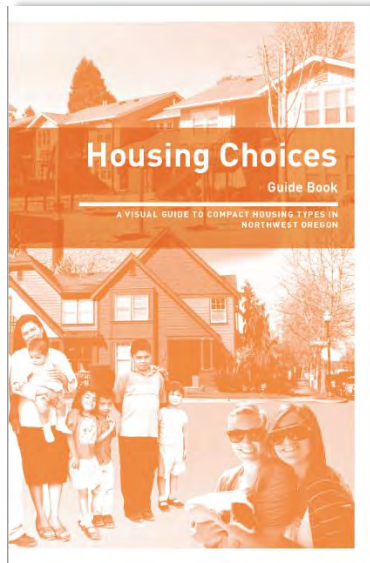
Code Assistance helps local governments identify and update regulations to promote efficient land use and transportation. Out of date code can be at odds with local transportation goals. Among the Code Assistance projects completed during the 2017-19 biennium are:

- Springfield
- Molalla
- Cascade Locks
- Donald
- Coburg
- La Pine
- Yoncalla
- Roseburg
- Dundee
- Umatilla County

The Education and Outreach Program

Education and Outreach services include workshops, lectures, conferences and public forums for local governments at no charge. The program also provides publications, references, and guidance documents to support local transportation and land use planning. Some of the notable publications in the 2017-19 biennium are:

- To help communities address local housing needs, TGM published a [Housing Choices Guide Book](#), which provides 43 concrete examples of housing options in Northwest Oregon. Each example is more compact than detached single dwellings; most are more affordable. This publication supported a housing choices community presentation in North Plains, Oregon.
- Publication of the [Transit Development Guidebook](#), which provided best practices and recommendation for preparing transportation development plans. It also draws on the policies, procedure, and experiences of transit providers and other transportation agencies nationwide.
- The [Guide to Funding Walking and Biking Improvements](#) was published in September 2018. This guide reviews over 40 ways to fund improvements to walking and biking. It covers local options, state funds, federal funding, and private options.
- The [Klamath Falls Downtown Streetscape plan](#) was completed. It details a strategy for improving the aesthetic, operations, and safety standards and design of Klamath Falls' city streets. Key safety, design, and placemaking concepts that were co-created with City and community input are included in this report.
- TGM has hosted workshops on housing choices and design (North Plains), safe routes to school (Dufur and Maupin), fiscal impacts of growth (Grants Pass, Medford, and Salem), and changing one-way streets to two-way streets (Klamath Falls).



Transportation System Plan Assessment

TGM helps communities evaluate their Transportation System Plans (TSPs) for potential issues and solutions at no charge. A TSP is a long-range document local governments use to plan for future transportation investments. The TSP assessment is the first step in finding out next steps to update an old transportation system plan. In the 2017-19 biennium, TGM assisted the City of Dallas, Douglas County, and Umatilla County in their TSP assessment.

Enhance the department's community development activities to support local efforts to revitalize communities, seek public infrastructure solutions, and build community participation

There are several land use planning goals that have a direct impact on the economic development and success of our cities. The one that resonates most with cities, counties, and Oregon residents who are struggling right now is Goal 10: Housing.

Housing and employment opportunities are critically important to every city in the state. However, many cities are unprepared for development opportunities due to outdated city comprehensive plans and development codes. Local capacity to address these planning needs has decreased over time. Without assistance, many cities are unable to address the barriers to development of new housing that exist within their own communities.

In 2018, the Oregon Legislature allocated \$1.73 million to the Department of Land Conservation and Development (DLCD) for housing planning technical assistance

in [House Bill 4006](#). The bill allocated funding "for the purpose of providing technical assistance to local governments in increasing the affordability of housing." Through this work, the department has identified a significant demand for development planning technical assistance at the local level: more than 100 applications were submitted for housing planning. The first round of contract awards have been made to 23 cities with severe rent burden, as defined in HB 4006, and an additional 22 cities. The 2018 resources cover less than one-half of the requested, known demand (99 cities submitted requests for assistance).

The technical assistance made available as a result of this funding includes an analysis of housing needs, audits of development codes (to identify barriers to housing development), revisions to development codes (to remove barriers), and implementation plans for increasing housing supply. Minimal local government resources are required. No matching funds and no procurement or contract management are required to participate in the program.

To provide this assistance, DLCD has contracted with a team of consultants experienced in completing Housing Needs Analyses (HNAs), development code audits and updates, and housing strategy implementation plans. These consultant will work for a city – or group of cities within a county or region – to prepare draft updates to the comprehensive plan or code. For jurisdictions with up-to-date plans and codes, assistance with developing a strategy to implement the plan is also offered.

"When combined with eligible cities that did not apply, the department estimates the 2019-21 request will cover approximately 25 percent of the communities with need."

The department also received \$300,000 for economic development planning assistance from the Oregon Legislature via [HB 5201](#). The bill allocates funding "for the purpose of providing technical assistance grants to eastern Oregon counties for economic opportunity analyses (EOAs)." Similar to the housing planning work, DLCD is contracting with consultants experienced in completing EOAs and associated public facility inventories. Over 30 applications were submitted for economic development planning assistance.

The purpose of an EOA is to ensure that cities have an available land supply to support economic growth. An EOA includes analysis of local and regional economic trends, evaluation of the community's opportunities and barriers to economic growth, and a determination of the types and amounts of land and infrastructure needed to support expected employment.

Over 30 applications were submitted for economic development planning assistance. Contracts have so far been awarded to: Johnson Economics, ECONorthwest and

Anderson Perry with FCS Consultants. Again, requests for assistance demonstrate a level of need the department is unable to meet with current funding.

To address the unmet demand for this assistance in cities and counties around Oregon, DLCD has included a Policy Option Package 101 for 2019 to continue this work in coming biennia. In order to respond to current unmet demand for these services the legislature will need to allocate \$3.6 million over the next two biennia.

Support local planning efforts to develop resilience to natural hazards, including those exacerbated by climate change

The mission and vision of Oregon's natural hazards program are: to create a disaster-resilient state of Oregon such that natural hazard events result in no loss of life; events cause minimal property damage; and the long-term impacts to the economy are reduced. Increased attention has been given to Oregon's natural hazards in recent years as the state has struggled with drought, more and bigger wildfires and a longer wildfire season, rising sea levels and higher tides, large storms that lead to landslides and flooding, and the ever present threat of a Cascadia Subduction Earthquake. The DLCD Natural Hazards Program includes five elements:

- Coastal Hazards (specific coastal hazards and related climate change initiatives can be seen on pages 41-46, "Protect and Conserve Coastal and Marine Resources.")
- Natural Hazards Mitigation Planning
- National Flood Insurance Program (NFIP)
- Oregon's Risk MAP Program
- Planning for Climate Change



Figure 43. Oregon has a variety of hazards that affect the lives and property of residents. DLCD helps communities plan effectively for resilience to these risks.

The City of Turner's 5th Annual Customer Service Award was awarded "to David Lentzner, Risk Map Coordinator for the Oregon Department of Land Conservation and Development. David was a critical staff support person for the complicated public process for adopting new maps for regulating Turner's floodplain. He helped develop comprehensive, yet individualized, packets that were sent to hundreds of citizens throughout the Turner community. Of even greater importance, when he suspected that there might be an error in part of the map data, he pursued that systemically, resulting in agency admission of problems and a new opportunity for citizens to provide input."¹³



Figure 44. Turner City Administrator David Sawyer, left, presents the city's 5th Annual Customer Service Award to David Lentzner, a risk map coordinator for the Oregon Department of Land Conservation and Development. Photo: Courtesy of city of Turner.

¹³ "Announcing the 2017 Customer Service Award," City of Turner press release, January 24, 2018.

Natural Hazards Mitigation Planning

A natural hazards mitigation plan (NHMP) identifies and examines the hazards, vulnerabilities, and risks facing local, state, and tribal governments. DLCDC maintains the Oregon NHMP and assists local governments and tribes with developing and maintaining their local NHMPs. These plans are most effective when implemented with comprehensive, long-term planning.

Oregon's Natural Hazards Mitigation Plan (NHMP) provides statewide and regional information on the natural hazards most likely to occur in the state. The Plan also reports on the potential impacts of natural hazards on people, property, and the environment, and establishes a mitigation strategy to reduce those impacts. The first Oregon NHMP was completed in 1992.

Each five-year update to Oregon's NHMP must be approved by FEMA so that the state can receive federal funds to carry out mitigation planning and projects. As long as Oregon's NHMP meets the "enhanced plan" standard, the state will continue to receive extra funding after a disaster. Oregon's latest NHMP was approved on September 24, 2015 as an enhanced plan. It will need to be updated and re-approved in 2020.

"The DLCDC Hazards Team always bends over backwards to assist our jurisdiction and our partners. They provide thorough responses and support and have attended every meeting we have invited them to (about three last year); and have provided technical support on many occasions (Marian! and Dave! in particular) Any short coming has been a function of asking for something that simply does not yet exist. For example, we have repeated needs for model code and best practices. In the absence of these being a priority of the department, we are limited as is the hazards team's ability to provide the more in depth technical assistance that is in high demand." - Open-ended response to 2018 DLCDC Customer Service Survey

The National Flood Insurance Program

The National Flood Insurance Program (NFIP) aims to reduce the impact of flooding on private and public structures. It does so by encouraging communities to adopt and enforce floodplain management regulations. In exchange, flood insurance is made available to property owners and renters. These efforts help mitigate the effects of flooding on new and improved structures.

As the coordinating agency for Oregon's participation in the National Flood Insurance Program, DLCDC helps local governments participate in this important program. The department offers assistance and training to local floodplain managers, property owners, surveyors, real estate agents, and others. Through an agreement with the Federal Emergency Management Agency (FEMA), two hundred sixty-one Oregon cities,

counties and tribes participate in the NFIP, making flood insurance available to nearly all residents and businesses in the state of Oregon.

In the 2017-19 biennium, 36 Oregon cities or counties have updated their flood map information to continue to qualify for NFIP. The department maintains a database of Floodplain Managers and communicates critical information about the NFIP on an as-needed basis.

The NFIP has three basic components: 1) flood hazard mapping; 2) flood insurance; and 3) regulation of areas of special flood hazard.

Oregon's Risk MAP Program

DLCD coordinates the Risk MAP (Mapping, Assessment, and Planning) Program in Oregon. Risk MAP is the Federal Emergency Management Agency (FEMA) program that produces Flood Insurance Rate Maps, multi-hazard maps and data, and risk assessment tools. FEMA supports local disaster resilience programs and funds Risk MAP projects in Oregon each year.

Planning for Climate Change

Climate change is a consideration for land use, transportation, natural hazards, and coastal management planning. It involves a two-pronged approach: mitigation and adaptation. Mitigation consists of actions taken to slow or stop climate change – to keep the problem from occurring. Reduction of greenhouse gases is an obvious example. Adaptation refers to actions that deal with the effects of climate change, such as revising floodplain ordinances to address higher water levels. In general, there are planning strategies that can be applied to address both the causes and effects of climate change.

There are three main policy areas for mitigating, or reducing, carbon emissions from the transportation sector: improving fuel efficiency, lowering the carbon content in fuels, and reducing Vehicle Miles Traveled (VMT). Building walkable, bikeable neighborhoods that allow residents to access schools, grocery stores, jobs, and the other goods and services needed for day to day life is a good way to meet these goals. By reducing the number of trips that require us to get into our car, we make walking, biking, and transit trips feasible.

Climate change has the potential to make Oregon's natural hazards more frequent and severe, and to bring new natural hazards that we haven't typically experienced. The [Oregon Natural Hazards Mitigation Plan](#) identifies eleven natural hazards in Oregon. The natural hazards that will continue to disrupt the lives of Oregonians include: coastal erosion, drought, dust storms, earthquakes, wildfire, floods, landslides, tsunamis, volcanic eruptions, windstorms, and winter storms. While it is impossible to predict when an event will occur or the extent to which it will affect a community, we know there will be an interaction between natural systems, the built environment, and social systems.

With careful planning and collaboration we hope to reduce the loss that occurs and build resilient communities.

On the Oregon coast, sea level rise means waves will break closer to the coastline and reach bluff bases more frequently, increasing the rate of erosion and cliff retreat. Dunes are also predicted to retreat under rising sea levels and larger waves. Dunes provide a natural buffer against erosion and flooding. Their retreat will jeopardize their natural buffering function as well as any development located behind the dunes. With higher sea levels, especially in areas with hardened shorelines (e.g. riprap), beach accessibility is likely to decline as the width of the beach decreases. This is problematic not only for people who wish to access the beach, but also for marine animals who utilize the beach, such as seals for haul-out sites, and other tidally-dependent organisms. Hardened shorelines can also prevent habitat (like dunes or wetlands) from migrating upland with sea level rise. With increased levels of erosion and flooding, the threat to oceanfront development will increase, including to private property, and public facilities and infrastructure.

DLCD has a Policy Option Package proposed which will add a position for Climate Change Adaptation. The first goal of this position will be to assist the Governor's Office and other agencies and interested parties update the 2010 Oregon Climate Change Adaptation Framework. Upon completion of this document, the position will focus on assisting other agencies and local governments address climate change adaptation in their planning and projects.

Goal 3: Engage the Public and Stakeholders in Oregon's Land Use Planning Program

A 2013 statewide survey¹⁴ found that Oregonians value the state's natural beauty, outdoor recreation opportunities, and relatively clean air and water. The survey reported that economic development is seen by Oregon residents as something that needs to take place while simultaneously recognizing the importance of our state's natural environment on the quality of life here. Protection of clean air and water was judged important by 74% of respondents, and 58% say growth should be directed to take place inside existing cities and towns. 57% favor protection of the environment even at the risk of slowing economic growth.

DLCD employs 9 Regional Representatives (two for the Metro region) that actively work with local governments within a region to assist with land use decisions and processes, build relationships, and actively collaborate with other members of the state's Regional Solutions Teams in creating good outcomes for their coordinated efforts. Regional representatives receive frequent recognition and praise for the role they serve in local planning processes from the planning community and beyond.

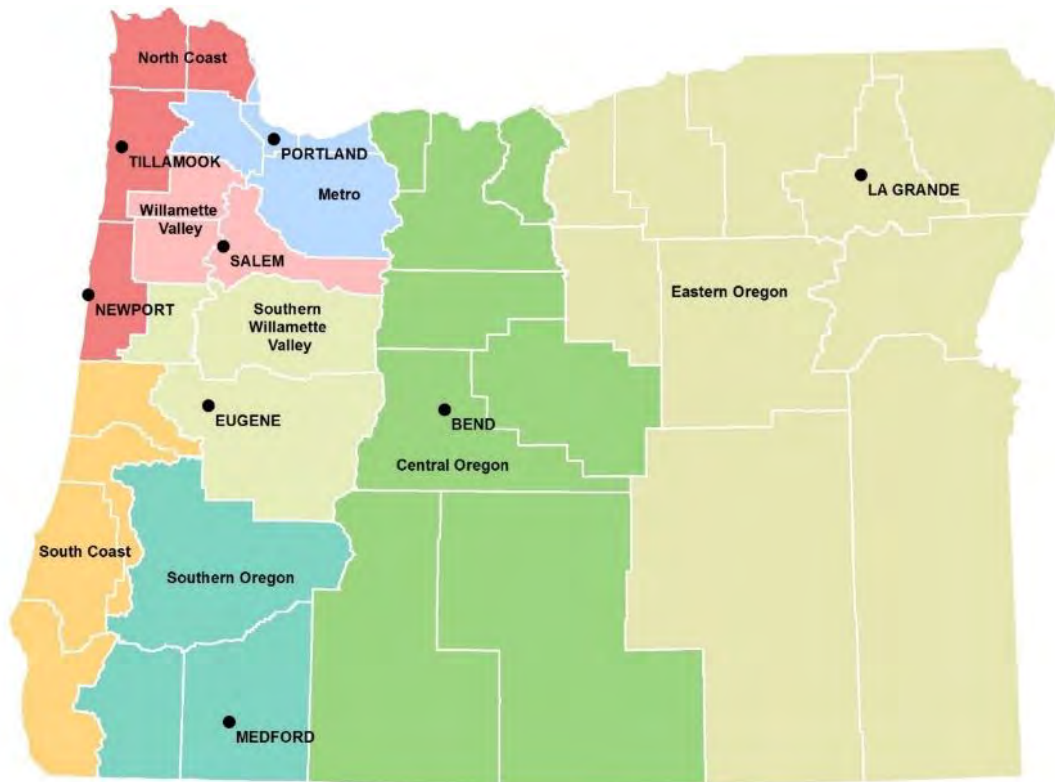


Figure 45. DLCD Regional Map

¹⁴ <http://oregonvaluesproject.org/findings/top-findings/>

In the 2017-19 biennium, DLCD drafted an official Communications Plan. One element of the plan was a website migration. In realizing the website migration, the department completed a robust outreach process to interested parties. As with all state website migration projects, the agency was required to follow the NIC USA guidelines, which helped the department identify the most sought content and consider the ways we presented our department work and teams to an outside audience. The result is a much more intuitive and useful website; with better searchability of staff reports, rulemakings, and publications.

This strategic goal contains two related, but distinct aspects: 1) communicating with and informing the public; and 2) engaging and collaborating with other entities throughout the state.

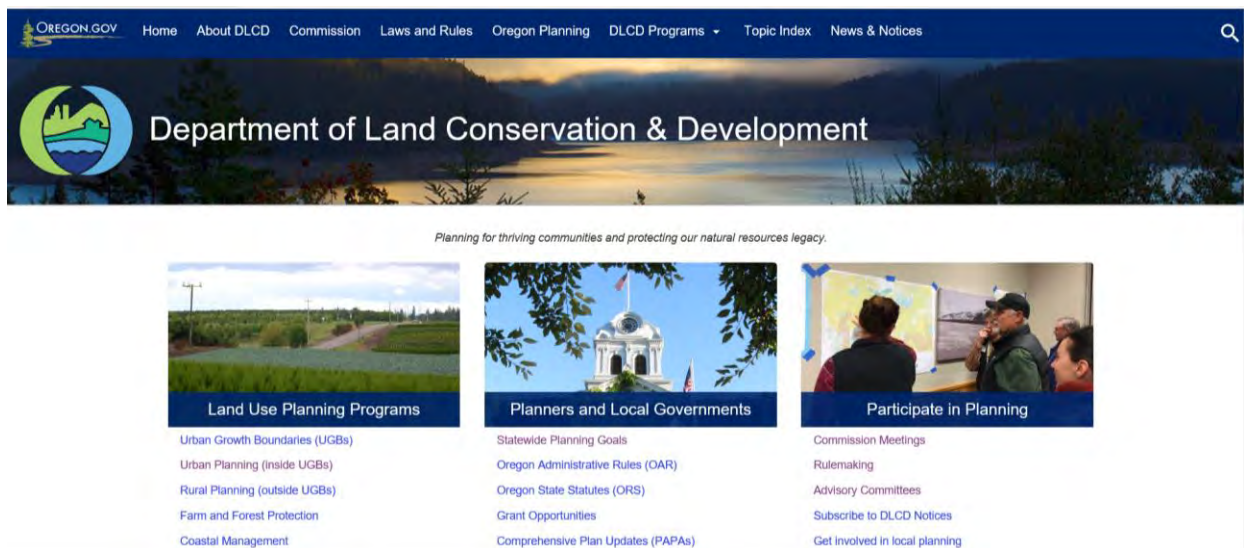


Figure 46. Screenshot of the landing page for DLCD's updated website

Develop strong, collaborative partnerships with people and communities in all regions with diverse populations throughout the state through community engagement, outreach and collaboration.

Community engagement is a hallmark of Oregon's planning program. Each city and county plan describes how the public can participate in each phase of the planning process. Local governments must periodically evaluate their efforts to involve the public in decision making, and if necessary, update their program. These requirements are established by Statewide Planning Goal 1: Citizen Involvement.

Citizen Involvement Advisory Committee (CIAC)

Oregon Revised Statute Chapter 197 established the Citizen Involvement Advisory Committee (CIAC) to advise LCDC and local governments on matters pertaining to citizen involvement in land use planning. CIAC is an advisory body only; it has no authority over local governments or state agencies. The committee does not set policy or review local land use plans (except for Citizen Involvement Programs). The CIAC can have up to eight members, one from each of Oregon's five congressional districts and three chosen at-large. CIAC members are unpaid volunteers, appointed to four-year terms by LCDC. The committee meets bi-monthly. At least once a year, the committee meets with the LCDC to review themes in citizen involvement, large scale issues, and to make recommendations for improving citizen involvement throughout the state.

During the 2017-19 biennium, the CIAC:

- In collaboration with a graduate level class on Participatory Planning at Portland State University, developed a new program for recognizing outstanding local efforts to include the community in land use decision making called the Achievement in Community Engagement (ACE) Awards;
- Used an ACE Award to recognize the public engagement efforts of four local governments in 2016 (Bend, Carlton, Eugene, and Metro), and two local governments in 2017 (Salem, and Washington County);
- Participated in review of and recommendations for the website migration process as it related to public involvement and website accessibility/usability;
- Released an RFP to retain a consultant to assist with an update and rewrite of "Putting the People in Planning", a well-used but outdated guidance document on Community Engagement used as a planning resource by many communities and practitioners around the state;
- Drafted an update to the department's Citizen Involvement Guidelines;
- Offered feedback on the outreach plan for development of the Policy Agenda;
- Offered comment on the department's Policy Agenda;
- Offered feedback on the outreach plan and membership proposed for agency rulemaking advisory committees;
- Assisted a number of communities in developing and improving Citizen Involvement Programs;
- Completed development of a Public Involvement Checklist for local governments to use; and
- Met with the Commission twice in annual meetings to determine priorities for the coming year.

Current committee membership:

- Sebastian Bannister Lawler (Vice-Chair), District 1
- Bill Snyder, District 2
- Steve Faust (Chair), District 3
- Jennifer Gervais, District 4
- Leah Rusch, District 5
- Marissa Grass, At-Large
- Zecheriah Heck, At-Large

Local Officials Advisory Committee (LOAC)

Oregon Revised Statute Chapter 197 established the Local Officials Advisory Committee (LOAC) to advise LCDC and the department on matters involving local governments.

The LOAC is made up of seven members representing cities, counties and Metro. They are appointed by LCDC in consultation with the League of Oregon Cities and the Association of Oregon Counties.

LOAC is specifically charged by statute with the responsibility to review and advise LCDC on proposed goal amendments.

Current committee membership:

- Mark Davidson, County Commissioner (Union County)
- George Endicott, Mayor (City of Redmond)
- Larry Givens, County Commissioner (Umatilla County)
- Dick Gordon, City Councilor (City of Medford)
- Bob Stacey, Metro Councilor
- Jerry Lidz, LCDC Commissioner
- Ken Kestner, County Commissioner (Lake County)
- Peter Truax, Mayor (City of Forest Grove)
- Stan Primozich, County Commissioner (Yamhill County)



Figure 47. Public Participation in Planning is Goal 1 in the statewide land use planning goals.

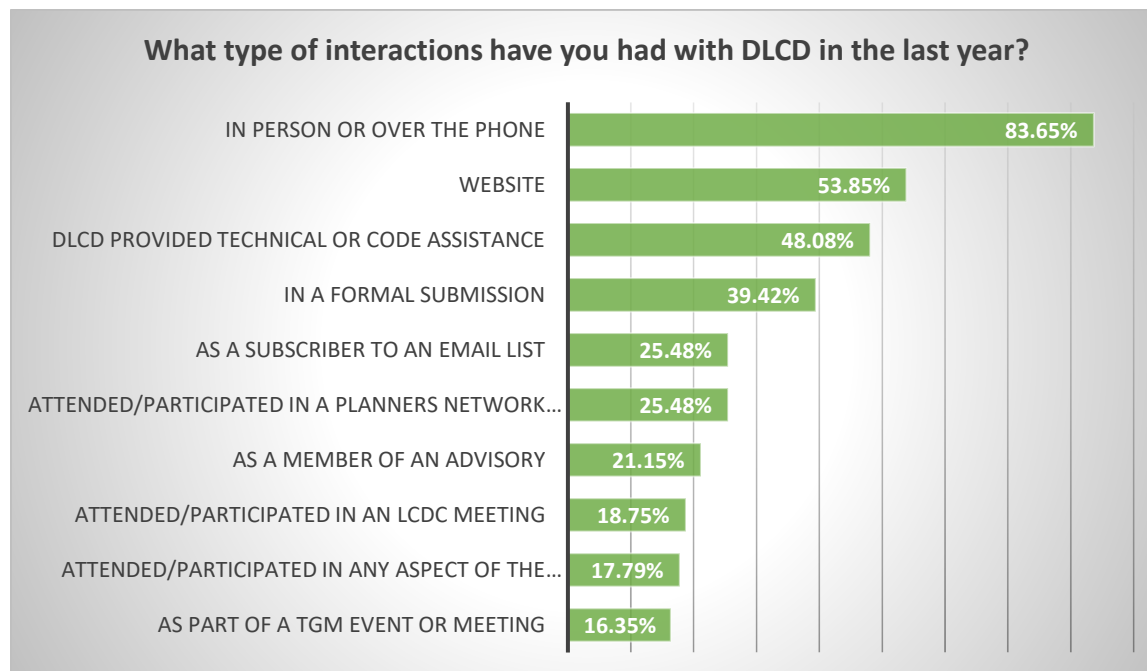
Government to Government: Working with Oregon’s Tribes

The department’s working relationship with Oregon’s nine federally recognized tribes is guided by statute and executive orders. The department has an active relationship with the Legislative Commission on Indian Services (LCIS) that includes serving on several regularly scheduled cluster and working groups comprised of state agency staff and Tribal representatives. A report to the LCIS reporting on the department’s Government-to-Government activity is issued annually and can be accessed through the department’s web page.

Activity for the 2017-19 biennium is discussed in detail on the DLCD Biennial Report Government to Government section on page 20-21. The [2018 Annual Government to Government Report](#) is also available to view on DLCD’s website.

Improve communication with and education of citizen and stakeholders in all regions of the state.

DLCD staff consistently receives high marks in our evaluation of employee helpfulness, knowledge and expertise, and timely provision of services. The results of our 2018 Customer Satisfaction Survey indicate that over 80% of our survey audience interacts with the agency at least a few times annually.



The primary public communication tool for the agency is the department website, which was migrated to the new state platform in 2018. Robust community, customer, and internal feedback was considered as the agency built out a new version of the website

that answered not only to department needs, but also the DAS standards for accessibility and readability.

The updated website has been put in place with an employee team to manage it, governance standards, and expectations that information on the website remain current and be easy to locate.

Other public education and communication accomplishments in the 2017-19 biennium include:

- The department held seven Planners Network Meetings around the state, to engage with and educate local planning staff and train new planning commissioners
- The department held 6 Planning Commissioner Trainings, in conjunction with Planners Network Meetings, focused on newly appointed commissioners, staff to planning commissions, and commissioners wanting to freshen up their understanding of the role and responsibility of a Planning Commission member.
- The department held additional, one-on-one Planning Commissioner trainings on an as-needed basis, typically using Regional Representatives as trainers.
- The TGM program hosted education and outreach events in three Oregon cities
- DLCD natural hazards staff participated in community events in eight counties
- DLCD Coastal staff held training meetings for NOAA in 8 locations

Ongoing education and communication efforts include:

- The department continues to perform extensive outreach efforts in development of the biennial Policy Agenda, reaching out to a list of hundreds to solicit input on drafts and inviting public comment at multiple public hearings
- LCDC meeting materials are available to the public in a timely and organized manner
- Within limits imposed by travel restrictions, the commission held travelling meetings as frequently as they were able, engaging with different communities and areas of the state
- The DLCD Coastal Program continued their partnership in the King Tides Project, a citizen science effort to better document the effects of rising ocean levels by encouraging members of the public to photograph and share their photos through an online, collaborative platform
- The department continues to host an annual Student Planning Day with students pursuing a master's degree in Planning at Portland State University and University of Oregon
- In collaboration with the Oregon Chapter of the American Planning Association (OAPA), DLCD created a storymap that outlines the history of the land use planning program in Oregon and was introduced as an educational resource at the 2018 OAPA conference.

Goal 4: Provide Timely and Dynamic Leadership to Support Local and Regional Problem Solving

The department is a small agency with a big mission. We help carry out the vision and legacy of Senate Bill 100, which for 40 years has contributed to the quality and character of the natural and built environment of the state. The program has been charged by the Legislature with managing urban growth; protecting farm and forest lands, coastal areas, and natural resource lands; and providing for safe, livable communities in concert with the vision of the local communities.

Our mission includes not only stewardship of the land use program and the 19 statewide land use planning goals that direct our work, but support and assistance for the 279 local jurisdictions – city governments, county governments, and regional governments – that implement the program on the ground. Many land use issues intersect with the interests of multiple state agencies, impact regions of the state differently; or implicate conflicting state and local policies. “Leadership,” as it is being used here, means selectively and strategically choosing which of these intersecting issues the department will invest time and energy in addressing and resolving.

Ensure short and long-range policy development for the commission and the department

Policy development at DLCD is conducted through the Director’s Office. Each biennium a Policy Agenda is developed to assist in identifying and prioritizing the policy items the department will pursue over the coming two years. When the policy agenda is created, it is done so with an approach that considers a variety of inputs:

- Legislatively directed work
- The authority of the department and commission
- Staff capacity
- The need for change to help local governments to carry out their land use planning activities



Figure 48. Goal 8: Recreation seeks to ensure that cities have adequate open space and recreational areas for residents of all ages and demographics.

Approved LCDC Policy Agenda for 2017-19

In November 2017, the LCDC approved an update to the biennial Policy Agenda. The projects included were chosen because they improve statewide land use policies, clarify the intention of existing rules, and implement legislation. A summary description of the included policy items and progress in realizing them follows.

Ongoing Projects from the 2015-17 Biennium

- Citizen Involvement and Land Use Program Outreach Improvements: The commission's Citizen Involvement Advisory Committee has been tasked with recommending methods to further citizen involvement in the department's work, specifically as citizen involvement applies to inclusive and thoughtful outreach, rulemaking (advisory committees and process), and the DLCD website.
- Rocky Shores Rulemaking: The Oregon Territorial Sea Plan (TSP) was adopted in 1994 and provides detailed guidance to state and federal agencies to manage uses within the state's territorial sea. The current Rocky Shores Management Strategy was included as a chapter of the initial TSP in 1994. The Oregon Ocean Policy Advisory Council (OPAC) has the responsibility to steward and periodically amend the plan as needed, as conditions change, and as new information becomes available. In 2016 the OPAC opened an amendment process for the Rocky Shores Management Strategy to reflect these changes and proactively manage Oregon's rocky shores. The OPAC working group has been tasked with conducting the review and recommendation process which is envisioned to require at least three years to complete. DLCD staff is assisting the OPAC in the policy process of amending the TSP through a 3 phase process including a general text update (Phase 1), implementation of a community based proposal system for site management (Phase 2), and the incorporation of site based management recommendations (Phase 3). These updates will be brought to the OPAC and LCDC for adoption twice, once at the conclusion of the Phase 1 work plan, and finally at the conclusion of the Phase 3 work plan. The process is currently nearing the end of Phase 1 work.
- Non-Resource/Other Resource Lands: A Hatfield Fellow, who joined DLCD in this work in September 2018, is helping the department assemble data and develop recommendations for writing new policy around "non-resource lands." The resulting work will integrate resource lands protection strategies, including consideration of carrying capacity, environmental and habitat protection, infrastructure requirements and availability, and other factors into the consideration and development of lands currently zoned as "non-resource." There are currently no standards to guide counties in identifying and zoning lands which do not meet the definition of agricultural or forest resource lands. To date, several stakeholder conversations have helped further define the issue. State agencies, in particular, are identifying issues of mutual interest.

Policy Projects Required by the 2017 Legislature

- HB 2743 – Airport UGB Pilot Program: Directs the Land Conservation and Development Commission to implement a process to select one pilot program site from a city located not less than 100 miles from a city with a population of 300,000 or more and located in a county with at least eight percent unemployment over the preceding five-year period. The site must satisfy specific location criteria. The bill exempts the selected pilot site from the usual urban growth boundary need and location justification process. *Rulemaking Complete.*
- SB 418 – UGB Sequential Submittal/Approval: Provides an additional process for cities to expand urban growth boundaries. The process allows a city to submit adopted land needs analyses for DLCDD approval, to be followed by a subsequent submittal of an action to address any land need. A city may make separate submittals of an economic opportunities analysis or a residential lands need analysis and housing needs analysis, to be followed by a subsequent submittal of any actions to accommodate any land found to be needed. *Rulemaking in progress.*
- SB 1051 – Housing Supply Bill: This bill mandates local governments to implement several practices with the intent to increase housing supply. The bill requires local governments to expedite affordable housing project permits, prohibits denial of urban residential development based on discretionary design guidelines, prohibits the reduction of residential density, requires local governments to allow urban accessory dwelling units, and allow religious institutions to build affordable housing in conjunction with the institution. *Rulemaking complete.*
- HB 3012 – Old House ADUs on Rural Residential Lands: This bill authorizes counties to allow construction of a new, additional single-family dwelling if the existing dwelling was built between 1850 and 1945, is on a lot at least two acres in size and is converted to an accessory dwelling unit (ADU). *Rulemaking complete.*
- HB 3202 – Southwest Corridor MAX Land Use Final Order (LUFO): Required the Land Conservation and Development Commission to set criteria for a Metro land use decision on the Southwest Corridor MAX Light Rail Project. *Rulemaking complete.*
- HB 2179 – Biosolids Mixing: Permits onsite treatment septage prior to application of biosolids on exclusive farm use land using treatment facilities that

are portable, temporary and transportable by truck trailer during authorized period of time. *Rulemaking complete.*

- HB 2730 – Golf Course in Curry County: The bill amends ORS 215.283(2) related to the list of uses conditionally permitted in exclusive farm use (EFU) zones. The bill allows a golf course west of Hwy 101 and surrounded entirely by an approved golf course on high value farmland in EFU. *Rulemaking complete.*
- HB 3456 – Solar Siting in Columbia Valley AVA: Permits the establishment of photovoltaic solar power generation facility on certain high value farmland in the Columbia Valley Viticulture Area under specific conditions, including located outside an irrigation district and has not had water applied to the land for the immediately preceding 20 years. *Rulemaking complete.*
- SB 644 – Non-Aggregate Mineral Mining Permits: Creates special, preferential treatment for non-aggregate mining that largely replace existing county comprehensive plans and state land statutes and rules governing non-aggregate mining. Makes substantial changes to how mining of a “significant mineral resource site” is authorized in EFU zones located in Baker, Grant, Harney, Lake, Malheur, Union and Wallowa Counties. *Rulemaking complete.*
- SB 677 – Cider Business: Establishes standards for establishment of cider businesses on land zoned for exclusive farm use or on land zoned for mixed farm and forest use. Allows cider businesses to be permitted outright with the same allowances for marketing, food service, agritourism events, and bed and breakfasts that are allowed for wineries under ORS 215.452. *Rulemaking complete.*

New Policy Projects Recommended by the Department

- Simplified UGB – Minor Revisions: The rules establishing the Simplified Urban Growth Boundary (UGB) Method became effective in January 2016 (OAR chapter 660, division 38). Through subsequent analysis, as well as practical application working with cities, the department has identified minor revisions that could be made to make the rules function better. In addition, there are issues that have been raised and/or identified by the department that merit additional evaluation. *Rulemaking in progress.*
- Farm Capability Dwellings: Rulemaking is necessary to ensure a data source referenced in the rule is current and that the statute continues to be useful to and useable by counties. *Rulemaking not yet started.*

- Soil Classifier Qualifications: The number and availability of soil scientists available to conduct an on-site soil assessment was limited. This rulemaking added a new type of soil scientist to the list of qualified soil assessors in hopes of increasing the number and geographic diversity of professionals qualified to conduct a soils assessment. *Removed from Policy Agenda.*
- Solar Siting on High Value Farmland: The development of utility scale solar projects on high-value farmland has become a concern for some farmland protections advocates, commercial farmers and state agencies. LCDDC has received letters and a variety of public comment on this topic, some urging rulemaking on this subject and others encouraging the commission to allow rules as written to stand. The Oregon Farm Bureau has expressed concerns and introduced legislation in the 2017 session (HB 3050) in an attempt to create additional safeguards for high-value farmland. Temporary rules were adopted in July 2018 in response to a hearings officer interpretation of existing rules that was inconsistent with the original intention of the rule, and inconsistent with DLCD's mission to protect agricultural land. Consideration of permanent rule changes is currently underway with a rulemaking advisory committee. This rulemaking process is considering whether the existing rules for siting utility scale solar projects through a local conditional use process provides adequate protections for high-value farmland. *Rulemaking in progress.*
- Goal 5 Rule – Technical Revisions: In January 2017, the commission adopted amendments to OAR 660-023-0200, the rule addressing protection of historic resources under Goal 5. The department has identified an error in the amended rule at OAR 660-023-0020(10), resulting in the rule requiring a 120-day demolition delay in unintended circumstances. The rule was intended to implement ORS 197.772(2) only, but as written applies in other situations. The department proposes to amend the rule in order to give it the intended effect. *Rulemaking complete.*



Figure 49. Oregon Solar Farm, Willamette Valley

Improving capacity of local governments to carry out their land use responsibilities

The department, particularly through the regional staff, provides technical assistance and limited grant assistance to local governments.

Model Codes

DLCD uses staff experts and consultants to develop model code that can be used by cities and counties. Model code is typically created to help a local government follow best practices, or adhere to new state standards, rules, or statutes. Model codes are often tailored to suit the needs of a community. DLCD offers the following model codes as a tool or resource for local planning departments in Oregon.

- Guidance on Implementing the Accessory Dwelling Units Requirement
- Model Development Code for Small Cities
- Multi-County Code Update Project
- Preparing for a Cascadia Subduction Zone Tsunami: A Land Use Guide for Oregon Coastal Communities
- Smart Development Code Handbook
- Transportation Demand Management Module

DLCD additionally published the following manuals and toolkits to assist local planning efforts.

- Space Efficient Housing
- The Housing Choices Guidebook
- Measures to Encourage Affordable Housing
- The Housing Development Toolkit

Reflecting on writing the Space Efficient Housing report, author Eli Spevak said "It's been a pleasure to learn how jurisdictions across the state have been experimenting with zoning rules for residential neighborhoods. We hope this report offers inspiration, practical ideas, and lessons learned from early adopters - and that Oregon communities continue to try out new (and old!) ideas to meet their varied housing needs."



Figure 50. Residentially zoned Oregon neighborhood

Oregon Housing Planning Project

In 2018, the Oregon Legislature allocated \$1.73 million to the Department of Land Conservation and Development (DLCD) for housing planning technical assistance in HB 4006. The bill allocates funding "for the purpose of providing technical assistance to local governments in increasing the affordability of housing."

Technical assistance will include an analysis of housing needs, audits of land use codes (to identify barriers to housing development), revisions to land use codes (to remove barriers), and implementation plans for increasing housing supply.

To provide this assistance, DLCD is contracting with consultants experienced in completing Housing Needs Analyses (HNAs) and updating land use codes. The consultant will work for a city – or group of cities within a county or region – to prepare draft updates to the comprehensive plan or code. For jurisdictions with up-to-date plans and codes, assistance with developing a strategy to implement the plan is also offered.

The department anticipates assisting 45-47 local governments with their housing needs in the 2017-19 biennium.

Eastern Oregon Economic Development Planning Project

In 2018, the Oregon Department of Land Conservation and Development (DLCD) also received \$300,000 for economic development planning assistance from the Oregon Legislature via HB 5201. The bill allocates funding "for the purpose of providing technical assistance grants to eastern Oregon counties for economic opportunity analyses (EOAs)." Funding from this program must be spent in its entirety by June 30, 2019.

The purpose of an EOA is to ensure that cities have an available land supply to support economic growth. An EOA includes analysis of local and regional economic trends, evaluation of the community's opportunities and barriers to economic growth, and a determination of the types and amounts of land and infrastructure needed to support expected employment.

All cities and counties in Eastern Oregon are eligible to submit a Request for Assistance. Eastern Oregon is defined in state law as the following 17 counties: Baker, Crook, Deschutes, Gilliam, Grant, Harney, Jefferson, Klamath, Lake, Malheur, Morrow, Sherman, Umatilla, Union, Wallowa, Wasco, and Wheeler.

In order to complete the work on time, DLCD is contracting with consultants experienced in completing EOAs and associated public facility inventories. The consultant will work for a city – or group of cities within a county – to prepare draft updates to local comprehensive plans.

The department anticipates completing 28 EOAs in the 2017-19 biennium.

Staff Resources

There are 9 Regional Representatives located around the state and serving specific regions. Each Regional Representative participates in the area Regional Solutions Team, and offers critical planning assistance to local governments in that area.

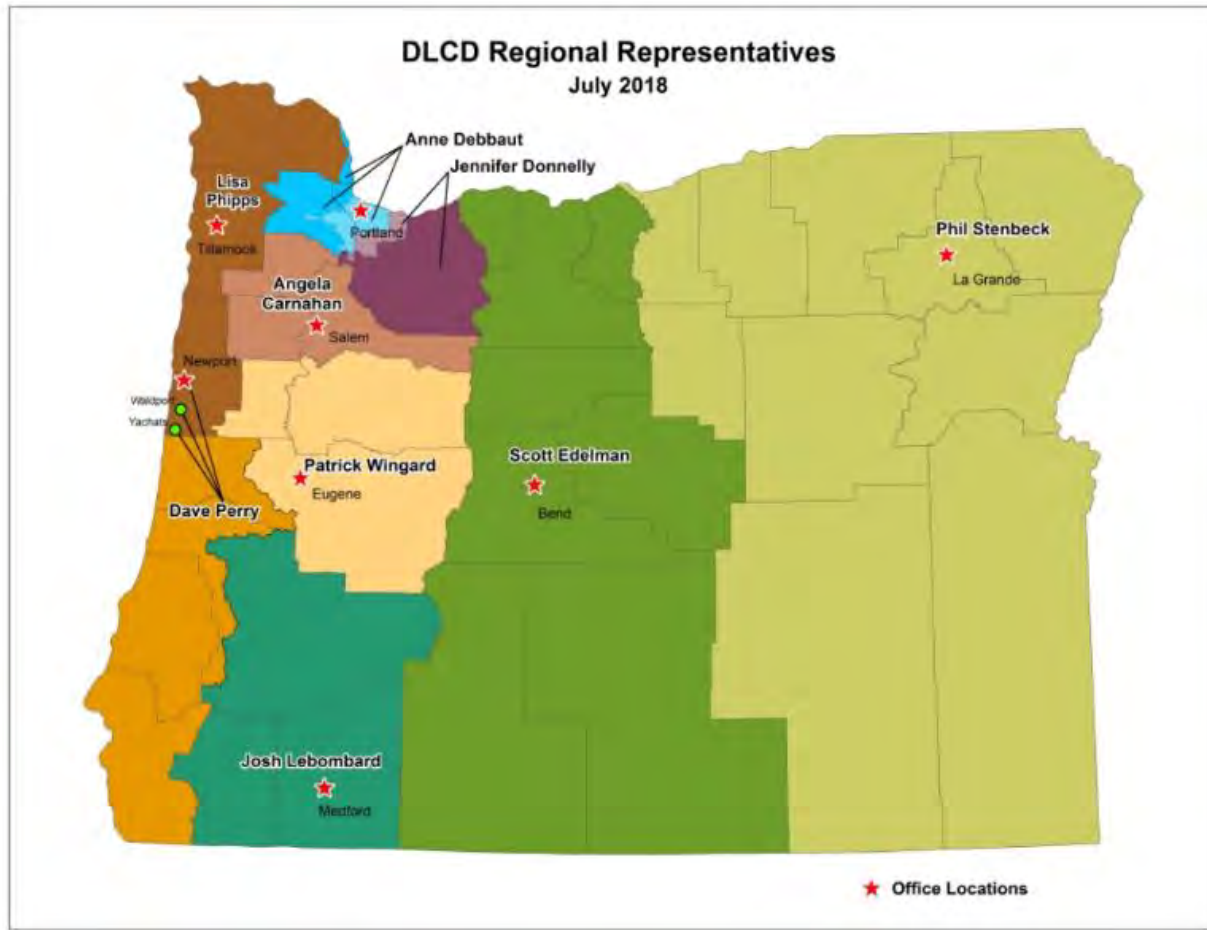


Figure 52. DLCD Map indicating the Regional Representatives and areas of the state they serve.

DLCD also has a number of topic specialists on staff to answer questions. Areas that the department routinely provides technical assistance to local planners and the public include:

- Hazards Planning
- Public Engagement
- Habitat Protection
- Economic Development
- Riparian Areas
- Coastal Development and Protection
- Transportation Planning
- Wetlands
- Housing
- Climate Adaptation
- Farm and Forest Development and Protection

“State agencies are subject to the state budget and often lose staff and resources due to decreases in the budget. DLCD plays a vital role in providing services especially to small rural areas in Oregon that might otherwise not have the benefit of the expertise they provide. DLCD should be consistently staffed and that staff should provide as much onsite assistance as possible to insure that land use follows both the laws and responds to the needs of the communities that they serve.” - Customer response to the open-ended question “How can DLCD better serve you or your community?” in the 2018 DLCD Customer Service Survey

Training Resources

In our ongoing efforts to build relationships, educate, and convene planning staff from local governments to discuss planning related topics in a timely fashion, DLCD convenes several Planners Network Meetings each year. Hosted in partnership with OAPA, these meetings are held in different areas of the state, including at least one coastal location each year. Many areas of training included in these meetings are the result of recent legislation that leaves local planners with questions about impacts and interpretation. Some of the training areas and/or discussions over the last biennium at Planners Network Meetings include:

- Planning Commissioner Training
- Housing Strategies
- Missing Middle and Multifamily Housing Development Strategies
- Hazards Planning
- Economic and Industrial Land Development
- Coordination of Planning and Infrastructure Development
- Tribal Planning for Non-Tribal Planners
- Farm and Forest 101
- Hemp Regulation
- Employment Land Planning
- Eastern Oregon – Nyssa Trans-shipment Facility
- National Flood Insurance Program Training
- Grants Program Overview
- Tools for Economic Development
- Planning 101 for New Planners and Permit Technicians
- Compliance with Marijuana Regulations

**Northwest Oregon
PLANNERS NETWORK MEETING**
For City and County Staff, Planners, Elected Officials, and Planning Commissioners
Fairview City Hall, 1300 NE Village St., Fairview

Wednesday, Sept. 12 &
Thursday, Sept. 13, 2018

WEDNESDAY, SEPTEMBER 12, 2018
5:00pm - 7:00pm, \$35 (lunch included)
Housing Strategies: An Overview for Planning Commissioners, Elected Officials, and Planners
Department of Land Conservation and Development (DLCD) staff will provide an overview of Goal 10 requirements, including Clear and Objective Housing Approval Criteria and Housing Needs Analysis (HNA), with examples of how jurisdictions are addressing varying needs, such as affordability and impacts of transportation costs.

THURSDAY, SEPTEMBER 13, 2018
8:30am - 6pm, \$65 (lunch included), 4.5 CEU pending
Statewide Updates, Trainings & Mobile Tour
Morning sessions will include:

- A summary of current topics of interest in the statewide planning program, with rulemaking and legislative updates from DLCD;
- Missing middle and multifamily housing development strategies, including public and private sector perspectives on planning, development, and financing; and
- Hazard planning - DLCD's role and local government implementation examples.

After lunch, the focus will be on economic development, including:

- A panel discussion on industrial land development and how Regional Solutions can support, with a case study of the Troutdale Reynolds Industrial Park (TRIP); and
- A mobile session focused on economic development, with a visit to TRIP and stops to learn about the Main Streets on Halley Project, a project of the Cities of Fairview, Wood Village, and Troutdale to create a shared vision for the Halley corridor.

The mobile session will return to City Hall at 4:30pm. A no-host happy hour at Bumpers Grill & Bar, 21935 NE Halley St., Ste. 100, will complete the day. Everyone is invited to happy hour!

To register or apply for a scholarship, go to:
<http://www.oregonapa.org/events/>

For registration information, contact:
Stephanie Kennedy, OAPA
osp@oregonapa.org
(503) 624-8197

In addition to training and resource development following a legislative session, DLCD prepares and presents information during the legislative session to keep stakeholder organizations and local governments abreast of legislation that may affect the work they do and the places they live and work. In addition to other presentations, DLCD staff provide legislative updates for the Association of County Planning Directors, and AOC Land Use Committee, Planners Network Meeting, and the Citizen Involvement Advisory Committee.

Webinars are a tool recently added to DLCD's outreach tools. In the 2017-19 biennium we hosted two public webinars, both primarily to address the needs of local government, but also open to any interested parties. The first was in regard to the Steps Necessary for Compliance with the National Flood Insurance Program as it related to the Biological Opinion, and the second addressed the Housing Planning Project process for local governments.

Online Resources

There is enterprise wide acknowledgment that most people are seeking information about state government online. Recognizing this, DLCD has taken steps to make reporting tools, agency reports, and natural resources information available online.

- Our PAPA Online Tool allows local governments to submit a Post Acknowledgment Plan Amendment online.
- Our PAPA Database allows any user to search for a PAPA that has been submitted to DLCD.
- The Simplified UGB Calculator was developed to support the Simplified UGB option.
- A searchable index for adopted rules.
- A searchable index for Commission agenda items.
- The ability to submit a public records request online.
- Expanded data sets available through the Oregon Explorer map viewer.

Develop and coordinate strategic initiatives with other state agencies, tribal and local governments.

DLCD develops big-picture initiatives in collaboration with key interest groups, including state agencies, local and tribal governments and a wide range of advocacy organizations (such as those oriented toward environmental protection, housing and community development, commercial natural resource interests, energy development, and parks and recreation interests).

Some the avenues pursued for this kind of coordination include participation in the Natural Resources Cabinet, staff participation on the Governor's Regional Solutions Teams, co-development of policy options packages that straddle the work of more than

one state agency (e.g. Housing work with the Oregon Housing and Community Services Department.)

“Multiple factors impact the success of fire prevention and suppression programs across the landscape - it’s not just about thinning trees. When we look at the wildland-urban interface, Oregon’s strong land use laws put us in a much better position than neighboring states to the north and south. While we do see increased housing density within the wildland-urban interface, we haven’t experienced massive expansion. Due to the statewide land use system, Oregon has retained 98% of the forest land base that was in place in 1974. That’s remarkable. No other state comes close to how well we have protected our forests from development.”

- State Forester Peter Daugherty speaking about Fire Suppression in Oregon



Figure 53. "Panoramic View of Forest Fire Aftermath in Winter east of Fall Creek Reservoir, Oregon" by mharrsch is licensed under [CC BY-NC-SA 2.0](https://creativecommons.org/licenses/by-nc-sa/2.0/).

Oregon Housing Planning Project: In 2018, the Oregon Legislature allocated \$1.73 million to the Department of Land Conservation and Development (DLCD) for housing planning technical assistance in [House Bill 4006](#). The bill allocates funding "for the purpose of providing technical assistance to local governments in increasing the affordability of housing." Technical assistance will include an analysis of housing needs, audits of land use codes (to identify barriers to housing development), revisions to land use codes (to remove barriers), and implementation plans for increasing housing supply. This work is being accomplished with participation and collaboration by the Oregon Department of Housing and Community Services.



Figure 54. Driving through Eastern Oregon



Figure 55. Highway 30, west of La Grande, Oregon

Eastern Oregon Economic Opportunities Analyses: The purpose of an EOA is to ensure that cities have an available land supply to support economic growth. An EOA includes analysis of local and regional economic trends, evaluation of the community's opportunities and barriers to economic growth, and a determination of the types and amounts of land and infrastructure needed to support expected employment. These opportunities are being made available to counties in Eastern Oregon as a result of department listening tours in Eastern Oregon, work with the Eastern Oregon Regional Solutions staff, and conversations with key legislators who are champions for investment and economic recovery in Eastern Oregon.

Climate Change Adaptation Framework: Oregon Coastal Management Program (OCMP) started a project to update the Climate Change Adaptation Framework, last published December 2010. The framework will identify climate risk drivers, management objectives for climate change adaptation, and actions that state agencies might take to minimize its consequences. OCMP coordinates a work group comprised of state agency staff who provide specific content. The work group draws on the expertise of a technical advisory team to ensure that best available data are used to develop climate change adaptation actions. OCMP anticipates a final report to be published by June 2020.

Solar Development on High Value Farmland: The development of utility scale solar projects on high-value farmland has become a concern for some farmland protections advocates, commercial farmers and state agencies. LCDC initiated permanent rulemaking in 2018 on this subject. In addition to DLCD, members of the solar

development industry, and a variety of other interested parties, the rulemaking advisory committee has the participation of the Oregon Department of Energy, the Oregon Department of Agriculture, the Oregon Department of Fish and Wildlife, a representative from the Confederated Tribes of Warm Springs, and four county planning representatives from various geographies serving on it.



Figure 56. Oregon Solar Farm, Willamette Valley

Sage Grouse Protection: DLCD is part of a coordination program, called the Sage-Grouse Conservation (SageCon) Partnership. SageCon is comprised of local, state, and federal partners who work to preserve sage-grouse habitat and increase the sage-grouse populations in Oregon. To prevent the bird from being listed under the federal Endangered Species Act (ESA), SageCon created an action plan, data, and tools to support the implementation of the Oregon Sage-Grouse Action Plan.



Figure 57. "036014-IMG_6709 Greater Sage-grouse (*Centrocercus urophasianus*)" by [ajmatthehiddenhouse](#) is licensed under [CC BY-NC 2.0](#).

Agritourism: Agritourism has been defined by [Travel Oregon](#) as "any activity that generates supplemental income for working farms and ranches by connecting their resources and products with visitors." Travel Oregon, with the help of local government, DLCD, and land owners, produced the [Oregon Agritourism Handbook](#) to help property owners interested in pursuing agritourism activities get preliminary ideas about agritourism business ideas. DLCD continues to participate on Travel Oregon's Oregon Agritourism Network.



Figure 58. Agritourism gives visitors an opportunity to experience farm activities in person.

Tsunami Resilience Planning: The Oregon Coastal Management Program (OCMP) is coordinating with coastal communities to help them prepare for a local Cascadia Subduction Zone (CSZ) tsunami through [land use planning](#). This work uses [tsunami inundation and evacuation maps](#) produced by the Oregon Department of Geology and Mineral Industries (DOGAMI). The maps allow communities and planners to understand their risk and vulnerability to a local tsunami event. When they understand the vulnerabilities, they can look for ways to improve evacuation, and implement land use strategies to improve community resilience.

Rocky Shores Territorial Sea Plan: The Oregon Territorial Sea Plan (TSP) was adopted in 1994 and provides detailed guidance to state and federal agencies to manage uses within the state's territorial sea. State ocean resources are governed by multiple authorities at different government scales, and the TSP acts as a coordinating framework from which individual agencies establish regulations and management activities. The current Rocky Shores Management Strategy was included as a chapter of the initial TSP. The Oregon Ocean Policy Advisory Council (OPAC) has the responsibility to steward and periodically amend the plan as needs and conditions change, and as new information becomes available. Much has changed since the plan was adopted. The OPAC has determined it is time to assess and amend the Rocky

Shores Management Strategy to reflect these changes and proactively manage Oregon's rocky shores. The commission received this information in a briefing¹ at the March 2016 LCDC meeting. The OPAC working group has been tasked with conducting the review and recommendation process which is envisioned to require at least three years to complete. DLCD staff will assist the OPAC in the policy process of amending the TSP.

Transportation and Growth Management: The TGM program is a partnership of the Oregon Department of Land Conservation and Development and [Oregon Department of Transportation](#). The program helps governments across Oregon with skills and resources to plan long-term, sustainable growth in their transportation systems in line with other planning for changing demographics and land uses. TGM encourages governments to take advantage of assets they have, such as existing urban infrastructure, and walkable downtowns and main streets.

TGM is primarily funded by federal transportation funds, with additional staff support and funding provided by the State of Oregon. Since 1993, TGM has provided funds and services to over 270 cities, counties, tribes, and transit districts.

State Agency Coordination (SAC): ORS 197.040 requires that state agencies carry out programs affecting land use consistent with statewide goals and in a manner compatible with acknowledged local comprehensive plans. The result has been for each agency to submit a State Agency Coordination Program to the department. LCDC last updated state agency coordination administrative rules in 1989. Most existing SAC programs were approved by the commission around 1990 and have not been updated. Legislation that passed in 2009 modified related statutes recommending that DLCD update the SAC process and revise related rules (OAR 660, divisions 30, 31). To date, the department's budget has not provided sufficient funding for this project.



Figure 59. Sage Grouse planning efforts required coordination between local government, multiple state and federal agencies.

Seek solutions that address immediate and long-range challenges, in collaboration with key stakeholders and others.

The department cooperates with organizations such as colleges, universities and research institutions to provide research and analysis for identified projects.

The Population Research Center ([PRC](#)) is an interdisciplinary public service, research and training unit for population-related data and research for the State of Oregon. The mission of the PRC is to provide population data, information, research, and analysis for Oregon and its communities. Oregon's land use and growth management system relies on population forecasts as the primary tool for determining Urban Growth Boundary (UGB) expansions.

Oregon law now requires that counties prepare coordinated population forecasts according to "generally accepted" demographic methods. The prohibitive cost of forecasting meant that not all communities could update their forecasts on a regular basis. Recognizing the need to be more responsive to accounting for current population trends by preparing population forecasts on a more regular basis, DLCD worked with the Oregon House of Representatives and Senate in 2013 to begin permanently diverting grant funding from DLCD to PSU. This funding supports the coordinated population forecasting through the Oregon Population Forecast Program.

In 2016 and 2018, DLCD worked with [Hatfield Fellows](#) on two different research topics. In 2016, Julia McKenna joined the department to focus on barriers to housing in Oregon. In 2018 and the first half of 2019, Stephanie Campbell is working with the department to better understand issues of resource preservation and cumulative impacts as they relate to land currently designated as "non-resource" land.

In our quest to make comprehensive resources and spatial land use data available, the department partnered with the Institute for Natural Resources to provide an authoritative and interactive Web portal for land use planners in Oregon call "[Oregon Explorer](#)". Using the latest innovations in portals and user-centric design, local governments, agency partners, scholars, interest groups, and the public now enjoy easy access to rich content on all aspects of Oregon's land use planning program, with interactive mapping built on Web services. Initially launched in 2007, Oregon Explorer was redesigned in 2015.

In partnership with University of Oregon Digital Library Services, the department has a public-facing land use planning collection Web site with multiple ways to search and retrieve local planning documents. The department keeps the collection current by submitting catalog entries to the library through an online form. As a result, the library avoids devoting staff time to maintaining the collection, and the department avoids building, hosting and maintaining a Web application.

Similarly, DLCD has joined with the Secretary of State Archives Division to implement records management via the Oregon Records Management System. The first set of

records was entered in 2015. The department is now able to manage its records and quickly satisfy public records requests, this system enables persistent sharing of documents with the public.

Manage and improve information services within the department and for use by a wide range of stakeholders.

During the biennium, the department focused its information resources on four primary areas: geospatial data creation and maintenance, tools for local jurisdictions, public access to information, and internal process improvement. These areas highlight how information resources are vital to the daily operation of the department and the delivery of services to its stakeholders.

Geospatial data are an important component of many land use planning activities. The department continues to invest in the maintenance, update, and creation of GIS data such as urban growth boundaries, comprehensive plans, zoning, Measure 49 properties, and coastal intertidal habitats. DLCDC serves as the data steward for these statewide GIS data which are consumed by local, state, federal, and tribal governments.

During the 2017-19 biennium, the department launched two new online tools for local jurisdictions: a calculator to assist in the simplified UGB amendment process (OAR 660-038), and a development registry to track new development in critical sage grouse habitat areas (OAR 660-023-0115). Both tools were created to supplement new administrative rules adopted in 2015 and to assist local governments in these local planning activities.

In 2016, the department launched a new online reporting tool (PAPA Online) for local governments to use in lieu of paper reporting of comprehensive plan amendments. On average, 95% of these amendments are now submitted electronically. The department has since created new public access options that not only fulfill the department's reporting requirements, but allow the public to have on-demand access this information. Users can search the database via a web browser to find out about comprehensive plan decisions. They can also sign-up for a notification subscription service that allows them to select one or more jurisdictions of interest, and then receive an email notification when DLCDC receives information for the selected jurisdiction(s).

Also in the 2017-19 biennium, the department led a substantial effort to redesign the agency web site with the primary objective of making key information more accessible to the public, our stakeholders, and interested parties. The department reviewed all web site pages, documents, and links in order to remove duplicate material, remove old material, and refresh the content. The site was migrated to a new platform that is responsive to mobile devices which greatly enhances the usability of the site for users on cell phones, tablets, and other non-desktop computers.

Finally, the department continued to build-out the SharePoint-based intranet site with the development of an automated workflow and document management system that supports the Land Conservation and Development Commission. These products are focused on improving and streamlining the internal preparation process for commission meetings.



Figure 60. "Rural Oregon" by eric.surfdude is licensed under [CC BY 2.0](https://creativecommons.org/licenses/by/2.0/)

Goal 5: Deliver Resources that are Efficient, Outcome-based, and Professional

The department works to continually deliver pertinent, timely information to partners, and to provide staff with the tools and training they need to provide excellent customer service. Both external and internal processes are monitored in relationship to this goal. Adjustments are made to consistently improve, and as outcomes improve, our goal expands. This goal is primarily a function of administrative and human resources within the department.

Operate a professional organization that is efficient, operates according to best practices and seeks to continually improve operations.

The department, through the Administrative Services Division and the Director's Office, provides budget development and execution; personnel management, development, and evaluation; and grant and contract administration. With the assistance of our Human Resources manager, the Director's Office also oversees recruitments and hiring, makes promotions for capable employees, reassigns job duties as necessary and appropriate, and finds the best candidates available for each role within the department.

Continuous Process Improvement

Department management and staff routinely engage in activities that update, streamline, and improve department and program policies, rules and procedures. In the 2017-19 biennium the department has continued to capitalize on the investments made in the Information Management Modernization Initiative. Examples of efficiencies gained are: staff time savings in verifying data and compiling reports. The real outcomes for the department in these efforts however, are in ways that we service communities. The department continues to develop new and better ways of creating, storing, analyzing, and distributing key data for local and state land use policy development, eliminating redundancies in programs, minimizing waste, and increasing transparency to local, state, and federal partners. A secondary result is the significant cost savings to the department and state.

Improvement of the department Intranet as an information resource and work tool for the department is another area of significant time and energy investment. Creating a more robust tool for internal communication and document management has translated to efficiencies in house, and a better understanding of use cases as the new website was migrated to a similar Share Point platform.

An innovation that has developed over the course of several years, but began to show returns in the 2017-19 biennium, is the development of several internal procedures to

create transparency and inclusion in development of department Legislative Concepts and the Policy Agenda.

The 2014-22 Strategic Plan for the department continues to serve as a foundational guidance document. The explicit strategies identified therein are tied to development of the biennial Policy Agenda, to agency public communications, and serve as an explicit touchstone for budget development, and department presentations and documents.

Manage and provide services to local governments to support department and local objectives.

Oregon's statewide planning program is most effective when communities, regions and state agencies work cooperatively to plan and invest in successful, sustainable futures. Oregon's continued vitality, climate resilience, and economic success rests, in large part, on the successful implementation of thoughtful local planning. In order to help Oregon communities make the best possible decisions about their futures, DLCD works to make real-time information and state-of-the-art planning practices available in the regions of the state and from its Salem office.

Communications and Technical Assistance: DLCD staff provides technical assistance to local governments through formal and informal communication. According to the results of our biennial customer service survey, over 83% of all respondents indicated interacting with DLCD in person or over the phone in the last year. This kind of staff intensive, personalized communication rates higher even than the number of customers accessing our website for information, something 54% of survey takers listed as a form of agency interaction.

During the past biennium, the department conducted seven Planners Network Meetings around the state: in Eugene, Central Point, Umatilla, Fairview, Corvallis, Grants Pass, and Madras. Six Coastal Planner Network Meetings were held, focused specifically on topics unique to the coast. Two Coastal Planner Network Meetings were held in Florence, two in Tillamook, and two in Bandon. As discussed in Goal 4, planners network meetings serve as a forum for local governments to exchange information and develop stronger working relationships. The department will continue to host network meetings during the 2019-21 biennium and provide additional opportunities around the state.

Housing Planning Assistance: Also addressed in Goal 4, DLCD's collaborative housing planning assistance program is helping Oregon communities eliminate the barriers to providing housing.



Figure 61. The Oregon Housing Planning Project has focused agency work and direct assistance on helping local governments implement Statewide Planning Goal 10: Housing

Grants and Direct Assistance for Local Governments: DLCD offers several grant programs to provide targeted grants to local governments. In addition to DLCD's general grant program, and small assistance program (that allocates up to \$1000 to any small city that applies), the Transportation and Growth Management program has grant money available that is dedicated to improving the integration of land use and transportation planning across the state. The Oregon Coastal Management Program offers a small amount of grant resources to coastal communities, though much of the previously available federal grant money is being withheld as a result of a lawsuit related to forestry practices.

In 2018, in addition to our general funds grants, DLCD was able to offer assistance to local governments in the form of direct assistance. Pairing a consultant with eligible and interested cities for the purpose of addressing Oregon's housing crisis and to build economic development capacity in eastern Oregon. This unique and new source of funding was the result of legislation that passed in 2018.



Figure 62. Mekanico, a local eatery and bar in Independence, is part of a successful economic development trend for Independence that is due, in part, to the outcomes of a TGM grant and technical assistance by DLCD staff.

The general fund grant program provides resources to help local governments with comprehensive planning updates and other planning activities, with regional planning analysis, and with Periodic Review. During this biennium:

- Oregon communities have utilized about \$580,780 (not including funds dedicated to the multi-county code project) for the biennium in technical assistance and periodic review grant funds on comprehensive plan update projects ranging from regional wetlands identification to regulatory streamlining to planning for new employment opportunities;
- The Oregon Housing Planning Project is in the process of delivering 1.7million dollars in direct assistance (not technically included in our grants allocation) to communities who are severely rent burdened, to help them address the shortage of housing in their communities;

- The Eastern Oregon Economic Opportunities Analysis project is in the process of administering \$344,000 in direct assistance (not technically included in DLCD grants allocation) for eligible Eastern Oregon Counties to perform Economic Opportunities Analyses to help these struggling counties find the most productive economic path forward.
- The department continues to operate its multi-county code update project that (1) created model exclusive farm use and forest zones for use by any county to help keep its zoning code up to date and (2) used the model zones to update the codes for several counties. Because the department managed the grant project, the county staffs could devote their limited resources to the work of getting their codes updated without the added work of hiring a consultant, processing grant payments, etc.
- An additional \$152,000 was awarded to cities under 2,500 population and to counties under 15,000 population and coastal counties. Those funds are typically used to support general planning and permitting activities in Oregon's smaller communities. DLCD provided assistance to 110 small communities this biennium.

Keeping Plans Up-to-Date: In order for the statewide planning program to function effectively, local comprehensive plans must be updated in keeping with changing markets and developing landscapes. Local governments typically identify needed updates and amend their plans through the Post-Acknowledgment Plan Amendment (PAPA) process.

Periodic Review: Urban development, population growth, economic and market forces and other changes in the landscape can render comprehensive plans obsolete over time. As community visions are realized, plans must be updated to continue to meet the needs of the local government, its citizens, and its property owners. Oregon statutes require many cities to periodically review their plans to ensure they continue to accommodate needed land and infrastructure for economic development and housing. Certain statutory and rule provisions are implemented through Periodic Review as well. During this biennium, the department worked with two cities, Portland and Pendleton, and Wasco County to complete portions of periodic review work programs.

Plan Amendment Review: A local government can amend its comprehensive plan to address local needs outside the Periodic Review process through the Post-Acknowledgment Plan Amendment (PAPA) process. These typically smaller amendments may be initiated by a city or county, or by a property owner who wishes to change the allowed use(s) of land. In the 2017-19 biennium DLCD created an application that allows local governments to submit their PAPAs online. At the time of writing, 76% of local governments were using the new online tool

DLCD's role in the PAPA process includes reviewing and advising local governments on proposals and providing notice of the proposal to the public. Department staff is

frequently asked to provide technical assistance as well. During the first 18 months of the biennium, DLCDC received over 1050 PAPA notices with staff acknowledging of almost 75% of them with internal database journal entries or through jurisdictional contact. In many cases, staff experts or regional staff provide direct assistance and feedback to the communities making changes.

Appeals of Land Use Decisions: The department works closely with local communities throughout the planning and ordinance adoption process. Staff provides guidance on local land use proposals and, in the overwhelming majority of cases, the local government and the department work together to address any legal and technical challenges. In cases where the local government makes a decision the department believes violates a statewide planning goal, the department, with LCDC approval, may choose to appeal that local decision to the Land Use Board of Appeals (LUBA) for clarification of the decision or to confirm state policy.



Figure 63. Land use planning public hearing in Oregon

Key Performance Measures

The department's key performance measures for 2018 are submitted to the legislature with the Annual Performance Progress Report (APPR). The measures are legislatively approved, and reflect a wide range of activity performed by the department and local governments. KPMs are one method of capturing the direction, energy and outcomes of the land use program. Seen in the context of this Biennial Report and the full APPR report these numbers take on a richer meaning.

KPM #	Performance Measure	Target	Results
1	Employment Land - Percent of cities that have updated their local plan to assure an adequate supply of employment land for industrial and other employment uses	75%	81%
2	Housing Land Supply - Percent of cities that have updated their local plan to assure an adequate supply of buildable residential land to meet housing needs	90%	74%
3	Public Facilities Plan - percent of cities that have updated the local plan to include reasonable cost estimates and funding plans for sewer and water systems	80%	77%
5	Transit Supportive Land Use - Percent of urban areas with a population of greater than 25,000 that have adopted transit supportive land use regulations	91%	85%
6	Transportation Facilities - Percent of urban areas that have updated the local plan to include reasonable cost estimates and funding plans for transportation facilities	92%	92%
9	UGB Expansion - Percent of land added to UGBs that is not farm or forest land	55%	28%
10	Grant Awards - Percent of local grants awarded to local governments within two months of receiving an application	100%	93.94%
11	Customer Service - Percent of customers rating their satisfaction with the agency's services as good or excellent	83%	87.13%
12	Best Practices - percent of Best Practices met by the board (LCDC)	100%	100%
13	Farm Land - Percent of farm land outside UGBs zoned for EFU in 1987 that retain that zoning	90%	99.8%
14	Forest Land - Percent of forest land outside UGBs zoned in 1987 for forest use that remains zoned for those uses	90%	99.9%

DLCD Divisions and Offices

The Community Services Division, Gordon Howard, Manager – is composed of regional representatives who assist local governments in the implementation of the statewide land use planning program by providing technical and educational assistance to local government planners and officials, the general public and interest groups. It is also home to a number of staff Planning Specialists in the areas of Economic Development, Farms and Forests, Community Services, and Urban Planning. There is currently a Hatfield Fellow conducting a study on a specialized topic for the agency working in coordination with Community Services staff.

This division also provides grants, technical, and direct service assistance to urban and rural communities.

The Planning Services Division, Matt Crall, Manager – provides specialized technical assistance and policy consultation to DLCD's regional representatives serving local governments and citizens. The division includes the Transportation and Growth Management (TGM) Program, natural resources protection, and natural hazards. This division is also home to the department specialist on Measure 49.

The Ocean and Coastal Services Division, Patty Snow, Manager – works with coastal cities, counties and state and federal agencies to administer Oregon's federally approved Coastal Management Program, which emphasizes conservation of estuaries, shorelands, beaches and dunes, and ocean resources. The division provides financial and planning assistance to local governments, implements a coastal hazards and assessment program, supports the Oregon Ocean Policy Advisory Council (OPAC), maintains an online Oregon Coastal Atlas and has authority under federal law to review federal programs and activities for consistency with Oregon's federally approved coastal program standards. This division includes a limited duration position for a Climate Change Resilience Coordinator who is actively working to update Oregon's Climate Change Adaptation Framework.

The Administrative Services Division, Carol Pelton, Manager – provides services in the following areas: budget, accounting, purchasing, safety, space and facility management, mail distribution, information systems, agency policy and procedure development, inventory and property control and reception. The Information Resources team lives within the Administrative Services Division and handles both information modernization, information technology, and development of new online and electronic resources for the agency. The Director's Office, Jim Rue, Director and Carrie MacLaren, Deputy Director, provide support for the Land Conservation and Development Commission (LCDC), overall direction for the department, human resources, landowner notification, and budget and policy development. The Director and Deputy Director directly oversee a small legislative team (1.5FTE), and communications team (.5FTE).

The department is based in Salem but has field staff in other areas

**Department of Land Conservation and Development
(Main Office)**

635 Capitol St., NE, Suite 150
Salem, OR 97301
503-373-0050

Metro Regional Solutions Center
1600 NW Fourth Ave., Suite 109
Portland, OR 97201

503-725-2182
anne.debbaut@state.or.us
503-725-2183
jennifer.donnely@state.or.us

Portland State Office Building
800 NE Oregon St Suite 1145
Portland, OR 97232

North Coast Regional Solutions
Tillamook Bay Community College
4301 3rd St
Tillamook, OR 97141

503-812-5448
lisa.phipps@state.or.us

Newport
810 S.W. Alder Street, Unit B,
Newport, OR 97365

541-574-1095
matt.spangler@state.or.us
541-514-0091
meg.reed@state.or.us

South Valley Regional Solutions Center
UO, 720 E 13th Ave, Suite 304
Eugene, OR 97401

971-239-9453
patrick.wingard@state.or.us

South Coast

(starting 2/25/2019)
hui.rodmsky@state.or.us

Central Regional Solutions Center
650 SW Columbia St. Millpoint Bldg 7100
Bend, OR 97702

541-318-7921
scott.edeleman@state.or.us
541-318-7920
jon.jinings@state.or.us

Eastern Oregon Regional Solutions Center
EOU Badgely Hall, Rm 233A
La Grande, OR 97850

541-325-6924
phil.stenbeck@state.or.us

Tillamook Regional Solutions Center
4301 Third St., Rm 206
Tillamook, OR 97141

503-812-5448
patrick.wingard@state.or.us

Southern Oregon Regional Solutions Center
100 E Main St., Suite A
Medford, OR 97501

541-414-7932
josh.lebombard@state.or.us

A Summary of Oregon's Statewide Planning Goals

1. **CITIZEN INVOLVEMENT** Goal 1 calls for “the opportunity for citizens to be involve in all phases of the planning process.” It requires each city and county to have a citizen involvement program containing six components specified in the goal. It also require local government to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.
2. **LAND USE PLANNING** Goal 2 outlines the basic procedures of Oregon’s statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable “implementation ordinances” to put the plan’s policies into effect must be adopted. It requires that plans be based on “factual information”; that local plans and ordinances be coordinated with those of other jurisdictions and agencies; and that plans be reviewed periodically and amended as needed. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or should be applied to a particular area or situation.
3. **AGRICULTURAL LANDS** Goal 3 defines “agricultural lands.” It then requires counties to inventory such lands and to “preserve and maintain” them through farm zoning. Details on the uses allowed in farm zones are found in ORS Chapter 215 and in Oregon Administrative Rules, Chapter 660, Division 33.
4. **FOREST LANDS** This goal defines forest lands and requires counties to inventory them and adopt policies and ordinances that will “conserve forest lands for forest uses.”
5. **OPEN SPACES, SCENIC AND HISTORIC AREAS AND NATURAL RESOURCES** Goal 5 covers more than a dozen natural and cultural resources such as wildlife habitats and wetlands. It establishes a process for each resource to be inventories and evaluated. If a resource or site is found to be significant, a local government has three policy choices: preserve the resource, allow proposed uses that conflict with it, or strike some sort of a balance between the resources and the uses that would conflict with it.
6. **AIR, WATER AND LAND RESOURCES QUALITY** This goal requires local comprehensive plans and implementing measure to be consistent with state and federal regulations on matters such as groundwater pollution.
7. **AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS** Goal 7 deals with development in places subject to natural hazards such as floods or

landslides. It requires that jurisdictions apply “appropriate safeguards” (floodplain zoning, for example) when planning for development there.

8. **RECREATION NEEDS** This goal calls for each community to evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them. It also sets forth detailed standards for expedited siting for destination resorts.
9. **ECONOMY OF THE STATE** Goal 9 calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.
10. **HOUSING** This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing. It requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.
11. **PUBLIC FACILITIES AND SERVICES** Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal’s central concept is that public services should be planned in accordance with a community’s needs and capacities rather than be forced to respond to development as it occurs.
12. **TRANSPORTATION** This goal aims to provide “a safe, convenient and economic transportation system.” It asks for communities to address the needs of the “transportation disadvantaged.”
13. **ENERGY** Goal 13 declares that “land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.”
14. **URBANIZATION** This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. It calls for each city to establish an “urban growth boundary: (UGB) to “identify and separate urbanizable land from rural land.” It specifies seven factors that must be considered in drawing up a UGB. It also lists four criteria to be applied when undeveloped land within a UGB is converted to urban uses.
15. **WILLAMETTE GREENWAY** Goal 15 sets forth procedures for administering the 300 miles of greenway that protects the Willamette River.

16. **ESTUARINE RESOURCES** This goal requires local governments to classify Oregon's 22 major estuaries in four categories: natural conservation, shallow-draft development, and deep-draft development. It then describes types of land uses and activities that are permissible in those "management units."
17. **COASTAL SHORELANDS** The goal defines a planning area bounded by the ocean beaches on the west and the coast highway (State Route 101) on the east. It specifies how certain types of land and resources there are to be managed: major marshes, for example, are to be protected. Sites best suited for unique coastal land uses (port facilities, for example) are reserved for "water-dependent" or "water related" uses.
18. **BEACHES AND DUNES** Goal 18 sets planning standards for development on various types of dunes. It prohibits residential development on beaches and active foredunes, but allows some other types of development if they meet key criteria. The goal also deals with dune grading, groundwater drawdown in dunal aquifers, and the breaching of foredunes.
19. **OCEAN RESOURCES** Goal 19 aims "to conserve the long-term values, benefits, and natural resources of the nearshore ocean and the continental shelf." It deals with matters such as dumping of dredge spoils and discharging of waste products into the open sea. Goal 19's main requirements are for state agencies rather than cities and counties.



Figure 64. Charleton Lake campsite at sunrise.

Appendix F

Program

Prioritization

Program Prioritization for 2019-21

Agency Name: Department of Land Conservation and Development		Agency Number: 68000																			
2019-21 Biennium		Agencywide at Governor's Budget																			
Program/Division Priorities for 2019-21 Biennium																					
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
Priority (ranked with highest priority first)	Agency Initials	Program or Activity Initials	Program Unit/Activity Description	Identify Key Performance Measure(s)	Primary Purpose Program Activity Code	GF	LF	OF	NL-OF	FF	NL-FF	TOTAL FUNDS	Pos.	FTE	New or Enhanced Program (Y/N)	Included as Reduction Option (Y/N)	Legal Req. Code (C, D, FM, FO, S)	Legal Citation	Explain What is Mandatory (for C, FM, and FO Only)	Comments on Proposed Changes to CSL included in Agency Request	
1	0	DLCD	660-60-Admin	Planning and Administration	660-01 through 660-12	6	4,842,230		92,443		593,284	\$ 5,527,957	17	16.39	N	Y		ORS Chapter 197 and 215.503			
1	1	DLCD	660-62- CSD	Community Services Division	660-01 through 660-12	6	4,722,076					\$ 4,722,076	16	15.50	Y	Y		197.274, 197.319 et seq. 197.610 et seq. 197.626 et seq. 197.632 et seq. 197.717		POP 101 - Development Readiness Package - DLCD's Development Readiness Program will address the capacity and outdated plans issued through direct service grants. DLCD will provide housing and economic development planning technical assistance to approximately 30 cities in the 2019-21 biennium, at no cost to the cities. The program will include a Development Readiness Fund, technical assistance service grants for housing and economic development and multi-agency coordination.	
1	1	DLCD	660-61- PSD	Planning Services Division	660-01 through 660-12	6	2,905,410		1,370,506		1,139,203	\$ 5,415,119	16	15.40	Y	Y		44 CFR 60.25; ORS Chapters 195, 197, 215 and 227		POP 103 - Preparing Communities for Natural Disaster -In the 2015-2017 biennium and the 2017-2019 biennium, DLCD received funding from the Federal Emergency Management Agency (FEMA) to prepare natural hazard mitigation plans for the state and for local governments. Most of the funding comes from the Pre-Disaster Mitigation program, which includes a set aside for each state each federal fiscal year. Some money comes from a competitive portion of that program, and some in response to disasters within Oregon. Because most of these funds are from a stable source, DLCD requests that two limited-duration positions supported by these funds be converted to permanent positions.	
1	1	DLCD	660-63- OCS	Ocean and Coastal Services Division	660-01 through 660-12	6	185,738				5,295,544	\$ 5,481,282	12	12.00	Y	Y		ORS Chapter 197, 215 and 227, 196.405 to 196.485, 15 CFR Parts 923 and 930; 16 USC Sec 1451 et seq. & Contractual agreements with federal government	States choosing to participate in the National Oceanic and Atmospheric Administration (NOAA) program are required to submit grant applications on an annual basis.	POP 102 - Climate Change Adaptation -Oregon's Climate Change Adaptation Framework is over ten years old and needs to be updated and applied at a regional level. With increased federal Coastal Zone Management grant money from the National Oceanic and Atmospheric Administration targeted towards resilience, the department plans to hire a Climate Change Resilience Coordinator who will work with the Governor's Office, other state agencies and interested parties to update Oregon's Climate Change Adaptation Framework. The position will be the agency's lead working with local governments, and state and federal agencies to incorporate climate change adaptation into local and state plans and projects.	
												\$									
												\$									
												\$									
												\$									
							12,655,454		1,462,949		7,028,031	\$	21,146,434	61	99.29						

- 7. Primary Purpose Program/Activity Exists**
- 1 Civil Justice
 - 2 Community Development
 - 3 Consumer Protection
 - 4 Administrative Function
 - 5 Criminal Justice
 - 6 Economic Development
 - 7 Education & Skill Development
 - 8 Emergency Services
 - 9 Environmental Protection
 - 10 Public Health
 - 11 Recreation, Heritage, or Cultural
 - 12 Social Support

- 19. Legal Requirement Code**
- C Constitutional
 - D Debt Service
 - FM Federal - Mandatory
 - FO Federal - Optional (once you choose to participate, certain requirements exist)
 - S Statutory

Within each Program/Division area, prioritize each Budget Program Unit (Activities) by detail budget level in ORBITS

Document criteria used to prioritize activities:

Appendix G
Annual
Performance
Progress Report

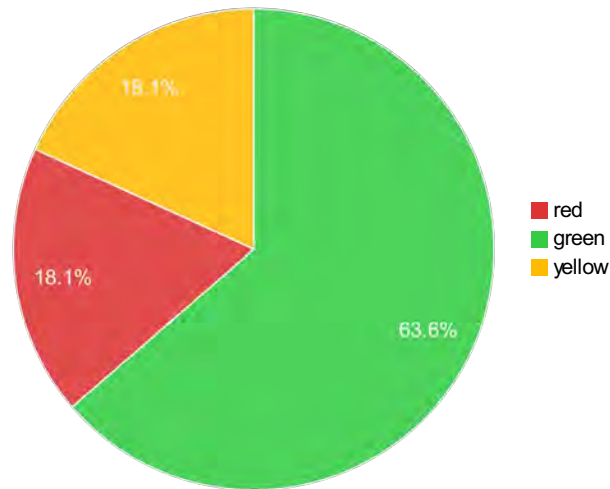
Land Conservation and Development Department

Annual Performance Progress Report

Reporting Year 2018

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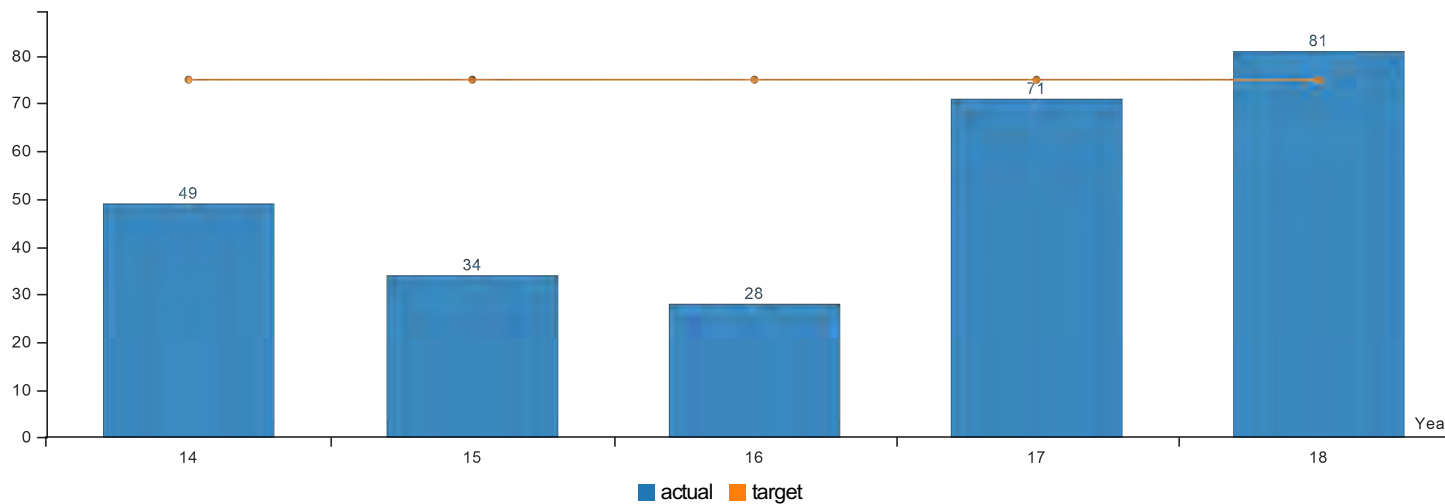
KPM #	Approved Key Performance Measures (KPMs)
1	EMPLOYMENT LAND SUPPLY - Percent of cities that have an adequate supply of land for industrial and other employment needs to implement their local economic development plan.
2	HOUSING LAND SUPPLY - Percent of cities that have an adequate supply of buildable residential land to meet housing needs.
3	PUBLIC FACILITIES PLANS - Percent of cities that have updated the local plan to include reasonable cost estimates and funding plans for sewer and water systems.
5	TRANSIT SUPPORTIVE LAND USE - Percent of urban areas with a population greater than 25,000 that have adopted transit supportive land use regulations.
6	TRANSPORTATION FACILITIES - Percent of urban areas that have updated the local plan to include reasonable cost estimates and funding plans for transportation facilities.
9	URBAN GROWTH BOUNDARY EXPANSION - Percent of land added to urban growth boundaries that is not farm or forest land.
10	GRANT AWARDS - Percent of local grants awarded to local governments within two months after receiving application.
11	CUSTOMER SERVICE - Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information.
12	BEST PRACTICES - Percent of total best practices met by the Board.
13	FARMLAND - Percent of farmland zoned for exclusive farm use in 1987 that retains that zoning. Accounts for the conversion of EFU lands resulting from expansion of urban growth boundaries and changes in zoning.
14	FOREST LAND - Percent of forest land zoned for forest or mixed farm/forest use in 1987 that remains zoned for those uses. Accounts for the conversion of forest lands resulting from expansion of urban growth boundaries and changes in zoning.



Performance Summary	Green	Yellow	Red
	= Target to -5%	= Target -5% to -15%	= Target > -15%
Summary Stats:	63.64%	18.18%	18.18%

KPM #1	EMPLOYMENT LAND SUPPLY - Percent of cities that have an adequate supply of land for industrial and other employment needs to implement their local economic development plan.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2014	2015	2016	2017	2018
EMPLOYMENT LAND SUPPLY					
Actual	49%	34%	28%	71%	81%
Target	75%	75%	75%	75%	75%

How Are We Doing

This measure tracks the percentage of cities with a population over 10,000 that have updated their land use plans in the past 10 years in order to provide a 20-year supply of land for employment-related uses. Planning and zoning a sufficient amount of land, based on up-to-date economic opportunities analyses, helps ensure enough land of the right type(s) is available for development to new employment uses in a community. The department provides technical and financial assistance to local governments for evaluations of the supply of industrial and other employment lands.

For 2018, we report 81%, slightly exceeding the target of 75% for this reporting period. While there are continued difficulties in funding and completing the needed updates at the state and local level, better data collection and targeted investments at both the department and local government level have improved performance. In addition, several important Economic Opportunities Analyses (EOAs) are underway in communities close to the 10,000 population threshold Astoria (9,735), Lincoln City (8,665), and Sweet Home (9,090). Finally, while not captured in the KPM because the cities are smaller than 10,000, the department is funding EOAs for 30 cities in Eastern Oregon through increased legislative investment in 2018 under HB 5201.

The results are better than reported for 2016 or previous years. There are two reasons for this improvement:

Most of the improvement is due to more complete data acquisition. When reviewing records for adopted economic opportunities analyses (EOA) for cities within the target population, the department discovered that two cities reported as not meeting the target in 2018 have in fact adopted plans to address employment land sufficiency (seven such cities were identified in 2017). In addition, cities within Metro (which last completed its review of land supply in 2016) had not previously been included unless they had completed their own EOA. While there is substantial merit to a city within Metro completing their own EOA, the supply of employment land - which is what is measured by this KPM - is managed regionally. The department has modified its database to reflect this information, and believes that the database modification will ensure that future KPMs will not repeat this error.

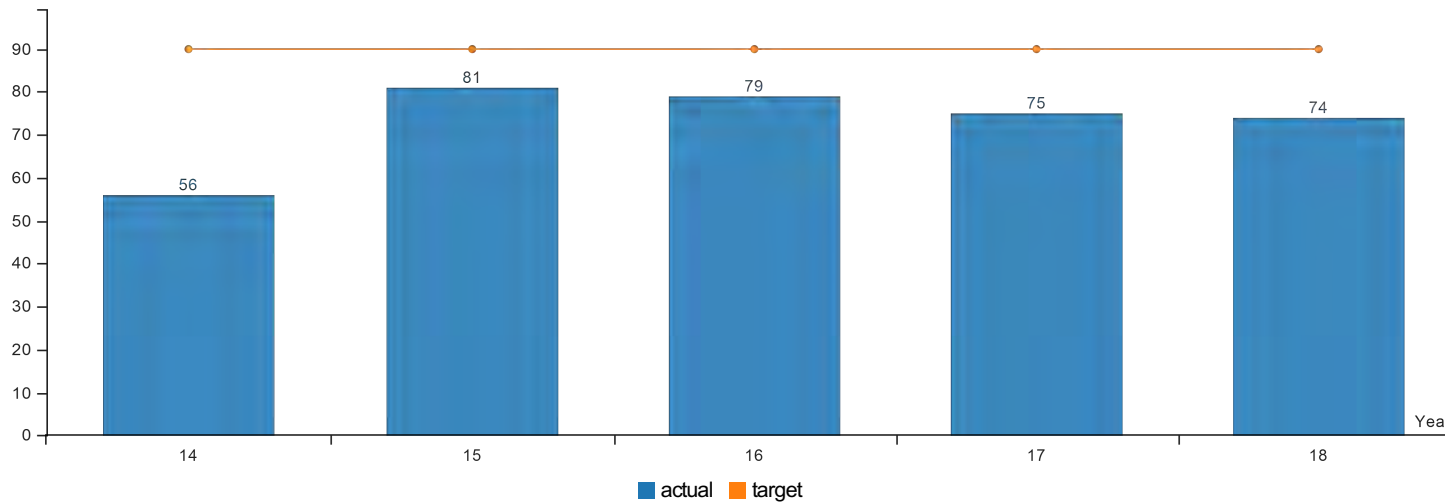
The other half of the improvement is due to nine cities adopting new economic opportunities analyses in 2017-2018: Beaverton, Bend, Central Point, Cornelius, Eugene, Medford, Portland, Springfield, and West Linn, as well as the inclusion of Sandy and Silverton who now have populations greater than 10,000. Several of these adoptions are the result of multi-year planning efforts. The improvement reflects individual efforts by local jurisdictions to complete this work, perhaps made possible by the improved economy. Two of these cities (Portland and West Linn) received grants from DLCD to assist with completion of the EOA.

Factors Affecting Results

Legislation in 2007 eliminated the requirement for cities with a population less than 10,000 outside metropolitan planning organization boundaries to periodically review and update the comprehensive plan. Continued municipal budget deficiencies have led to continued underfunding of planning departments where planning for employment land would be completed, which is compounded by DLCD's grant fund being insufficient to fulfill the need. That said, DLCD has prioritized economic development planning grant funding, including EOAs, and the increased numbers of cities with updated plans is encouraging.

KPM #2	HOUSING LAND SUPPLY - Percent of cities that have an adequate supply of buildable residential land to meet housing needs.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2014	2015	2016	2017	2018
HOUSING LAND SUPPLY					
Actual	56%	81%	79%	75%	74%
Target	90%	90%	90%	90%	90%

How Are We Doing

This measure tracks the percentage of cities with a population over 10,000 that have completed a major update of their local land use plans in order to provide a 20-year supply of buildable residential land within the city's urban growth boundary (UGB). Planning and zoning a sufficient amount of land, based on an up-to-date housing needs analysis, helps ensure that enough land is available for construction of new housing at various price ranges and rent levels in these communities. An increasing percentage of lower- and middle-income households pay more for than 30 percent of their income for housing costs. This emphasizes the importance of the department's work with local governments to help ensure an adequate supply of residential land in UGBs. Residential land supply is one factor that directly affects a city's ability to provide for affordable housing needs. The department provides technical and financial assistance to local governments for evaluation of the supply of residential lands.

The target has not been met for this reporting period. The result, at 74% (35 of 47 cities), is 16 percentage points below the target of 90%. The result is about the same as the 2017 measurement, which found 75% of target cities meeting the standard. Several cities, including Eugene, Medford, and Portland, completed large-scale, multi-year reviews of residential land supply issues; one city (Albany) is no longer included because its housing needs analysis is more than 10 years old. Cities within the Portland Metro UGB are in compliance with this target because of the efforts of Metro, which adopted a revised urban growth report as required by Oregon law in November 2015.

DLCD expects the target to improve in subsequent reporting cycles for three reasons: several cities (Albany, Corvallis, McMinnville) are currently working on new housing needs analyses; two cities (Salem, The Dalles) have actually completed draft housing needs analyses but have not formally adopted them pending adoption of implementation measures; and eight more cities (Canby, Dallas, Klamath Falls, Lebanon, Monmouth, Redmond, Roseburg and St. Helens) have received funding through the 2018 Housing Planning Project to complete new housing needs assessments.

Factors Affecting Results

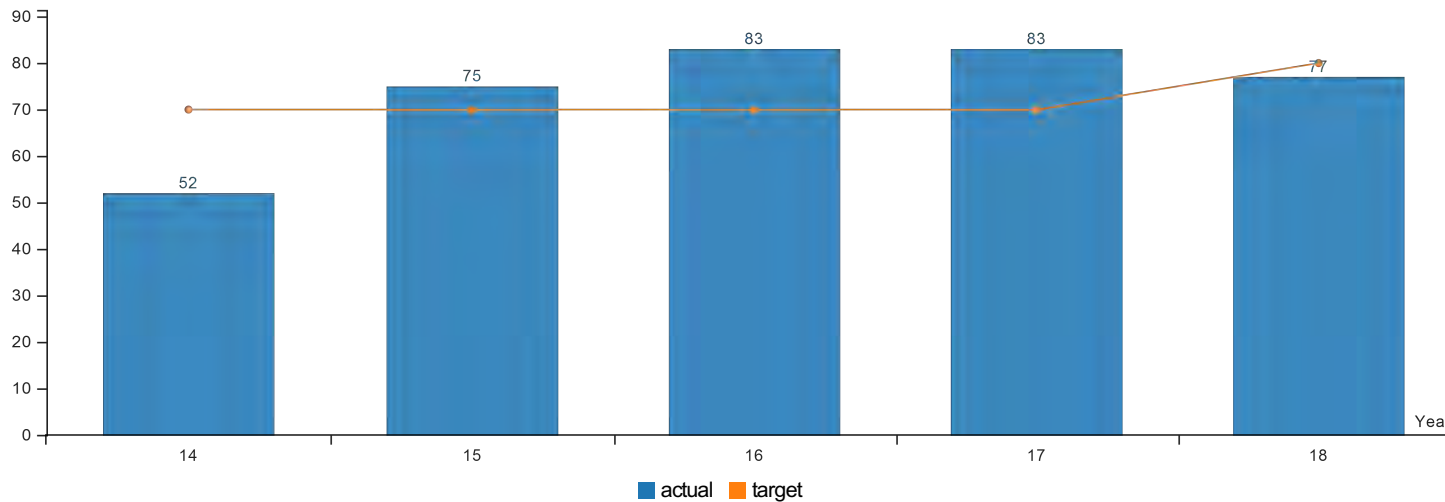
Cities have lacked the planning resources required to perform the necessary tasks related to residential buildable land supply, determination of housing need, and actions necessary to add to residential land capacity and reduce regulatory barriers to residential development. However, the action of the 2018 Legislature to provide \$1.73 million toward development of housing needs analyses and other housing planning, if continued into future biennia, will address this problem.

Factors supporting a positive outcome include: (1) A city is in periodic review, and its periodic review work program includes a task to complete or update a residential land needs analysis, and/or a UGB evaluation; (2) State grant funds are available for local buildable land inventories, residential land needs analyses, and UGB evaluations, either during periodic review or otherwise; (3) A city decides to devote its own resources to completing the necessary inventories, analyses, and evaluations to ensure an sufficient residential land supply to meet housing needs; and (4) Department staff resources are available to provide local governments with technical assistance.

Barriers to a positive outcome include: (1) Historically, state grant funds have not covered all qualified and needed land supply planning projects, and the department's ability to provide financial assistance to cities has decreased each biennium; (2) Cities face financial and resource issues, which may lead them to choose other projects for limited resources other than studies and actions needed to assure a 20-year residential land supply; and (3) Cities may have hesitated to conduct buildable lands inventories, residential land needs analyses, and UGB evaluations due to the cost, time delays, and litigiousness that have surrounded such efforts in certain cities (with a number of recent UGB decisions that were not appealed, this last factor may be diminishing).

KPM #3	PUBLIC FACILITIES PLANS - Percent of cities that have updated the local plan to include reasonable cost estimates and funding plans for sewer and water systems.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2014	2015	2016	2017	2018
PUBLIC FACILITIES PLANS					
Actual	52%	75%	83%	83%	77%
Target	70%	70%	70%	70%	80%

How Are We Doing

Planning for the timely provision of public facilities is a prerequisite for urban development, affordable housing, and market-ready industrial sites. This measure tracks the percentage of cities with a population over 10,000 that have completed an update within the last 10 years of their local plans for water and sewer system facilities needed to serve future land development within the urban growth boundary (UGB), including cost estimates and funding plans.

The number of jurisdictions meeting the standard was 37, or 77% percent of the 47 jurisdictions in the dataset. Performance was 7 percentage points above the target of 70%. The percentage of cities meeting the standard down slightly from 2016-2017. Many cities have independent revenue sources from rates derived from their water and sewer utilities to complete various facilities master plans, and therefore have more capacity.

Factors Affecting Results

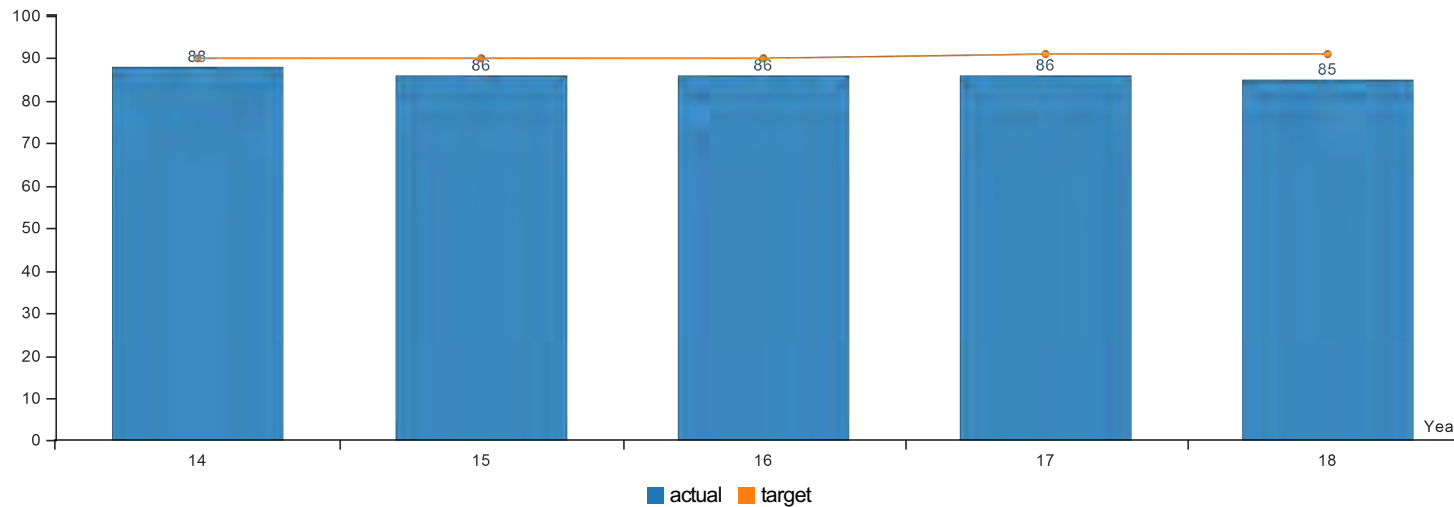
Factors leading to a positive outcome include: (1) A city is in periodic review, and its periodic review work program includes a task to do or update a public facilities plan; (2) State grant funds are available for public facilities plans, either during periodic review or otherwise. Additional factors include: (1) Water and sewer master plans often have independent funding sources derived from utility rates that allow for preparation and adoption of these plans; (2) Stormwater master plans are mandated in order to meet federal clean water standards, and thus cities have strong incentives to prepare and adopt such plans; and (3) Public facilities master plans are often adopted as "supporting documents" to a city's comprehensive plan, which does not require going through a comprehensive plan amendment process and subjecting the adopted plan to legal challenge as a land use decision.

Barriers to a positive outcome include: (1) Historically, state grant funds have not covered all qualified and needed local projects, and the department's ability to provide financial assistance to cities

does not increase or actually decreases each biennium; and (2) Some cities receive utility services from special districts or regional service providers, and thus have less incentive to complete public facilities plans for the area within the city boundaries.

KPM #5	TRANSIT SUPPORTIVE LAND USE - Percent of urban areas with a population greater than 25,000 that have adopted transit supportive land use regulations.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2014	2015	2016	2017	2018
TRANSIT SUPPORTIVE LAND USE					
Actual	88%	86%	86%	86%	85%
Target	90%	90%	90%	91%	91%

How Are We Doing

This performance measure demonstrates whether local governments in metropolitan areas or other larger cities have adopted transit-supportive development regulations (i.e., assure that land use and public transit systems are integrated and mutually supportive). Transit-supportive regulations are necessary to allow development at densities adequate to support transit service and to ensure that pedestrian and transit facilities are provided as part of new developments.

The department assists local governments in adopting land development regulations intended to improve local transportation options and enhance the efficiency of public transportation systems. Government partners include local governments, transit districts, and the Oregon Department of Transportation through the joint Transportation and Growth Management Program. Other partners include property owners, developers, and realtors who participate in planning and outreach efforts to promote transportation-efficient land use patterns.

The number of jurisdictions meeting the standard was 37, or 85%; the target is 85%. The targets were largely achieved until a few years ago, as local governments adopted transit-supportive land use regulations. Moving forward, the targets are increasing difficult to meet as there are fewer jurisdictions where improvements are needed. As the compliance rate reaches 100%, the remaining cities are those who often have the most difficult challenges.

Factors Affecting Results

Factors that have improved results in recent years include increased concerns about housing affordability, demographic changes, and the desire to reduce greenhouse gas emissions. Roughly half of cities that have not fully adopted transit supportive land use regulations are smaller cities (less than 10,000 population) that are included in KPM 5 because they are within a larger metropolitan area. For example Eagle Point (population 8,695) is within the Rogue Valley metropolitan area, and Jefferson (population 3,165) is within the Albany metropolitan area. These smaller cities often

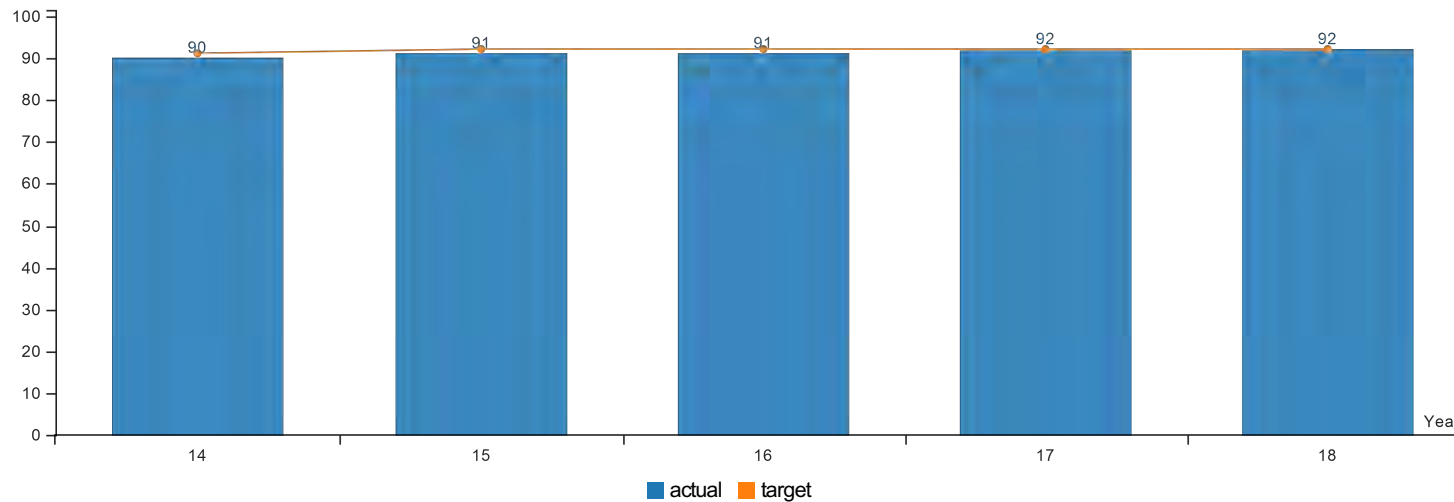
have less funding and local staff to address the complexities of planning for transit supportive land uses, and may not have capacity to facilitate public involvement to address questions or concerns about allowing higher densities of land uses.

Absent periodic review, most jurisdictions do not make changes in the applicable development standards from year to year. The level of compliance has flattened in the past few years.

KPM #6 TRANSPORTATION FACILITIES - Percent of urban areas that have updated the local plan to include reasonable cost estimates and funding plans for transportation facilities.

Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2014	2015	2016	2017	2018
TRANSPORTATION FACILITIES					
Actual	90%	91%	91%	92%	92%
Target	91%	92%	92%	92%	92%

How Are We Doing

This measure indicates the percentage of cities with a population over 2,500 that have an acknowledged Transportation System Plan (TSP), as required by LCDC's Transportation Planning Rule (OAR 660, division 12) and Statewide Planning Goal 12. These TSPs address streets and highways, pedestrian and bicycle facilities, mass transit for large cities, and air, rail, and other freight facilities, and are intended to assist local and state efforts to improve transportation facilities. These plans are coordinated at the city, county and state level. They contain lists of major transportation projects which are needed to support compact, urban development for the next 20 years. The department assists local governments in adopting TSPs and related land developments regulations. Government partners include local governments, transit districts and the Oregon Department of Transportation through the joint Transportation and Growth Management Program. Other partners include property owners, developers, and realtors who participate in planning and outreach efforts to promote efficient transportation systems and supportive land use patterns.

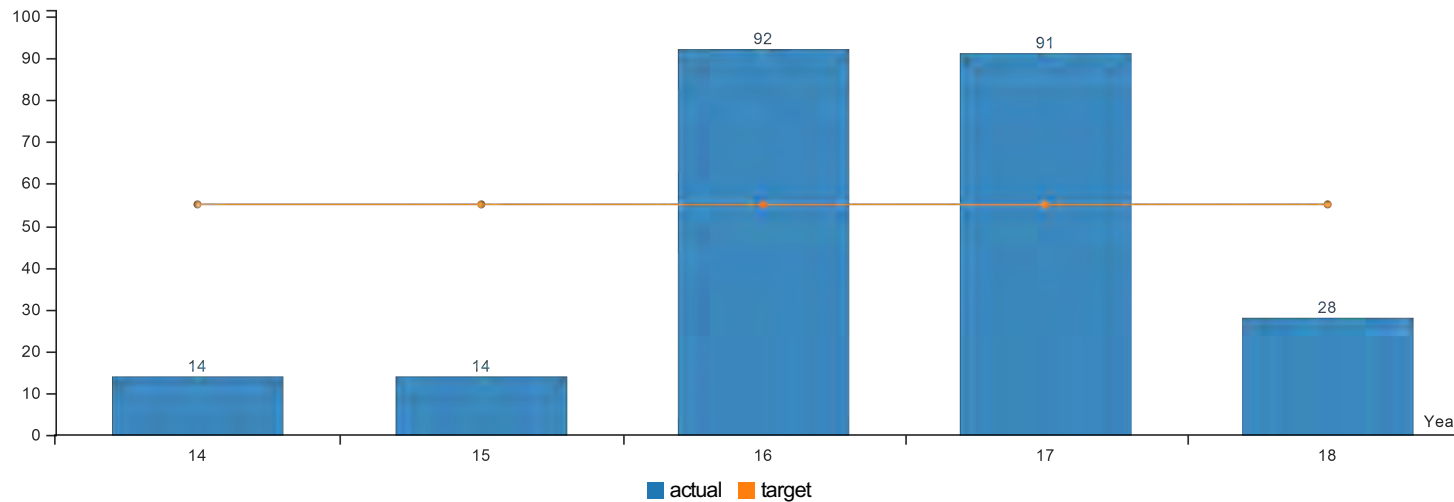
The target (92%) was met for 2017. Progress continues as local governments adopt TSPs, but not as fast as anticipated in the targets. The general trend shows a slowing of the rate of adoption since about 2007. This slowing in local TSP adoption occurred because there are fewer cities that have not already completed their TSP. Most cities tracked by this KPM have completed their first TSP, and TSP updates will be more common in the future.

Factors Affecting Results

The slow rate of completion in recent years is not surprising because there are very few cities that have not already adopted a TSP. Most of the remaining cities are small, with less than 4,000 in population. For these cities, the barriers are a lack of funding and a lack of staff for the complex process of transportation planning.

KPM #9	URBAN GROWTH BOUNDARY EXPANSION - Percent of land added to urban growth boundaries that is not farm or forest land.
	Data Collection Period: Jan 01 - Dec 31

* Upward Trend = positive result



Report Year	2014	2015	2016	2017	2018
URBAN GROWTH BOUNDARY EXPANSION					
Actual	14%	14%	92%	91%	28%
Target	55%	55%	55%	55%	55%

How Are We Doing

Statewide Planning Goal 14 requires establishment of an urban growth boundary around each urban area to separate urban land from rural farm and forest land, and to assure that urban areas have sufficient land for long-term growth while providing for an orderly and efficient transition from rural to urban land use. Land included in a UGB must be selected consistent with priorities set forth in ORS 197A.320 (ORS 197.298 for Metro) and Goal 14 intended to conserve farm and forest land as much as possible. Those priorities require that farm or forest lands are the last priority for UGB expansions.

The target was not met because more than 55% of the land added to UGBs was previously zoned exclusive farm use (EFU), forest, or mixed farm/forest. Specifically, in 2017, 1,845 acres were added to UGBs statewide, of which 1,192 acres (65%) were previously zoned EFU, 135 acres (7%) were previously zoned forest or mixed farm/forest, and 518 acres (28%) were in rural zones not subject to Statewide Planning Goals 3 and 4.

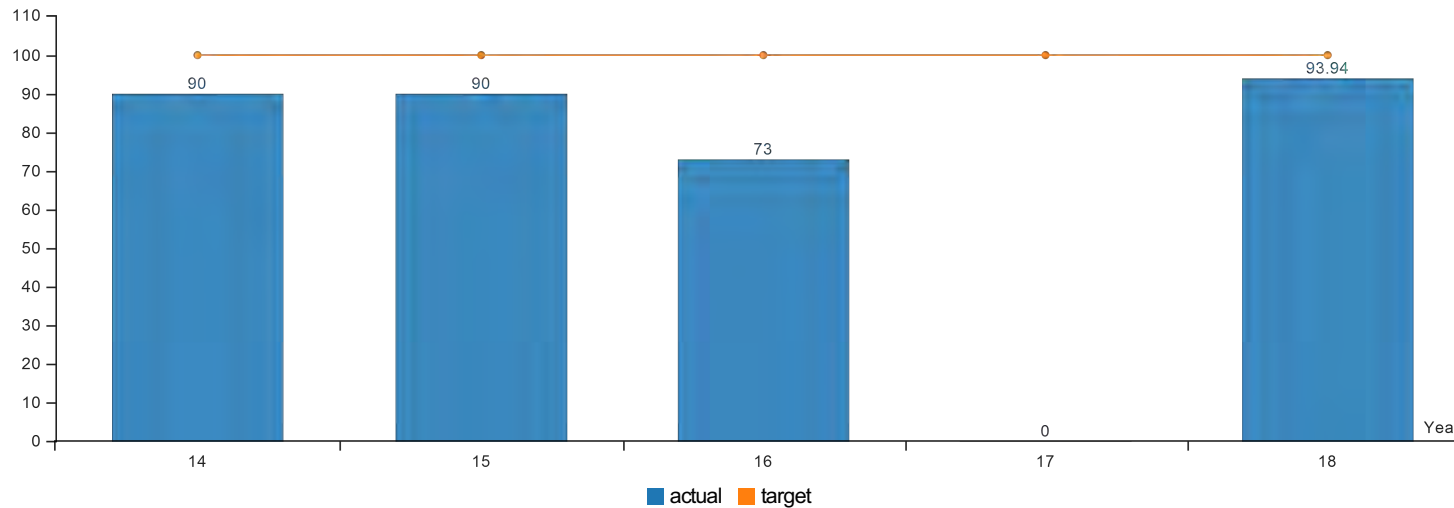
Factors Affecting Results

The total number of amendments and acreage added to UGBs is highly variable from year to year. Many UGB amendments occur in areas surrounded by farm or forest-zoned lands. In some areas, non-resource zoned lands are unavailable, so cities have no choice but to include farm or forest land as the urban area expands. LCDC has the authority to disallow UGB amendments that do not follow statutory priorities regarding farm and forest land, but this ability will not improve performance where local governments have no other options for urban expansion. During this reporting period, Eugene's UGB expansion included 939 acres of farm and forest land, accounting for 71 percent of the amount of resource lands consumed by UGB expansions. The department notes that the portion of Eugene's UGB not adjacent to Springfield is primarily surrounded by lands zoned EFU. Over the ten-year period from 2007-2017, 52% of the cumulative amount of land added to UGBs was not zoned EFU, forest, or mixed farm/forest – just under the 55% target.

Rezoning of farmland occurs through local government decisions in response to applications to change EFU zoning and through expansions of urban growth boundaries. Such applications are subject to goals, rules and state land use statutes. While this performance measure provides a good overall assessment of the longevity of EFU zoning over time, the modest amount of land rezoned out of EFU compared to the very large base of current EFU zoning is so small as to not register on the farmland performance graph. This measure offers only a partial assessment of the type or level of development and land division activity that may occur on lands zoned out of EFU. It does not measure land use conversion based on permitted development that take place within EFU zones or authorized Measure 49 development. Estimates are that several times as much acreage is converted within EFU zones as is rezoned out of EFU zones each year.

KPM #10	GRANT AWARDS - Percent of local grants awarded to local governments within two months after receiving application.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2014	2015	2016	2017	2018
GRANT AWARDS					
Actual	90%	90%	73%	No Data	93.94%
Target	100%	100%	100%	100%	100%

How Are We Doing

This measure reflects technical assistance and periodic review grant awards. The grant program operates on a biennial basis, with the planning grants are awarded at the start of each biennium. This report therefore includes the grant awards made by the department during the fiscal year July 1, 2017 through June 30, 2018.

Approximately 94% of the grants were awarded within two months' of an application, under the 100% target. This represents a significant increase in performance from 78% in 2015-2017. In addition, as with earlier periods, the delay in only a few grants can result in not meeting the target. For this reporting period, the department awarded a total of 33 grants; two of which exceeded the two-month timeline.

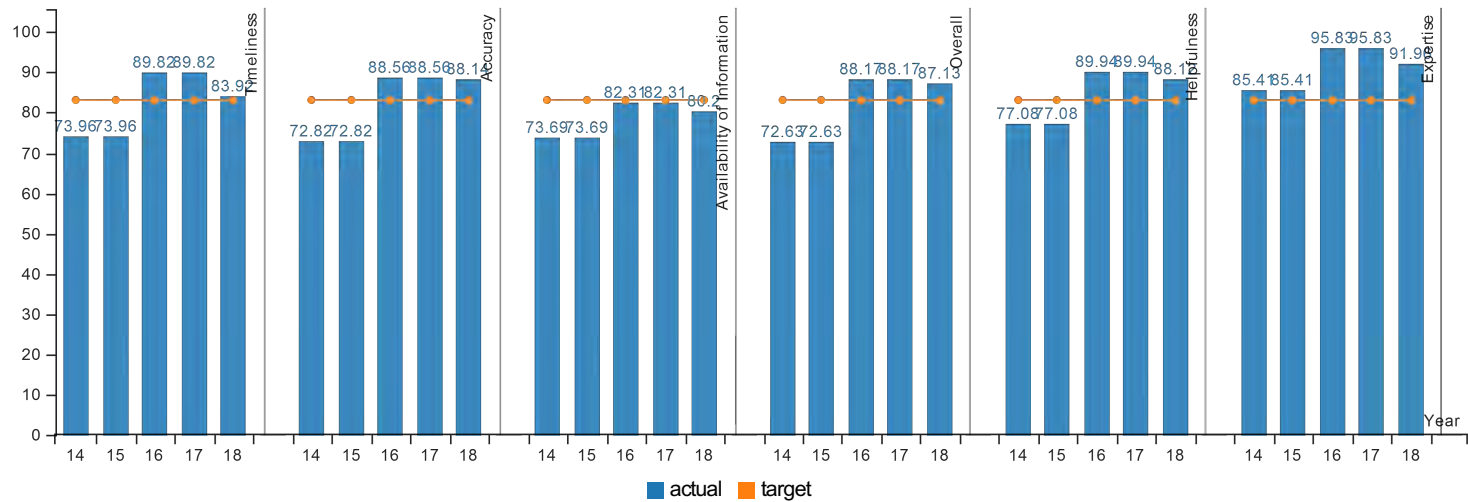
Factors Affecting Results

Facilitators: The department has a streamlined system for review of applications based upon criteria set by the department with advice from our Grants Advisory Committee. The review involves the community services division manager and the department's regional representatives. The department grades and ranks projects in a streamlined manner, and then makes decisions based upon the amount of funding appropriated by the legislature for the biennium.

Barriers: While the department is able to make a decision within the timeline envisaged in the KPM for most projects, the process became more difficult for two types of grant applications: (1) applications for projects at the "border" between acceptance and denial based upon the amount of funding appropriated (acceptance of these projects must await a final calculation of the actual monies already allocated to approved projects higher in priority); and (2) applications for projects which are worthy, but for which the scope of work in the application may be ambiguous and need further clarification from the applicant.

These two barriers, related to the Independence and Klamath Falls applications, are the reason the department did not reach the KPM performance target.

KPM #11	CUSTOMER SERVICE - Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information.
	Data Collection Period: Jul 01 - Jun 30



Report Year	2014	2015	2016	2017	2018
Timeliness					
Actual	73.96%	73.96%	89.82%	89.82%	83.92%
Target	83%	83%	83%	83%	83%
Accuracy					
Actual	72.82%	72.82%	88.56%	88.56%	88.14%
Target	83%	83%	83%	83%	83%
Availability of Information					
Actual	73.69%	73.69%	82.31%	82.31%	80.20%
Target	83%	83%	83%	83%	83%
Overall					
Actual	72.63%	72.63%	88.17%	88.17%	87.13%
Target	83%	83%	83%	83%	83%
Helpfulness					
Actual	77.08%	77.08%	89.94%	89.94%	88.12%
Target	83%	83%	83%	83%	83%
Expertise					
Actual	85.41%	85.41%	95.83%	95.83%	91.96%
Target	83%	83%	83%	83%	83%

How Are We Doing

The 2005 Legislature approved Statewide Customer Service Performance Measures and required all state agencies to survey and report on customer satisfaction. The survey is conducted biennially. The department conducted its biennial survey in fall 2018; the next survey will be conducted in 2020.

The 2018 survey is the fourth department biennial survey conducted online, rather than by telephone. All but one category – availability of information – met the target, though the results were down slightly from 2016. With the very recent migration of the DLCD website to the new state platform, the department hopes to see improvements in this area of customer satisfaction. The results of this survey reflect continued efforts of the department in improving information, trainings, and other resources (such as online tools, webinars, guidance, and model codes, as well as technical assistance and grants). The department continues to prioritize communication with local jurisdictions by notifying jurisdictions of department actions in a timely manner and providing training for local jurisdictions through planners' network meetings.

Factors Affecting Results

DLCD prepared its fifth online census survey using Survey Monkey, an online survey tool. As in 2016, the department expanded upon the questions required by the state in an effort to collect more comprehensive and useful data for department use. The newly added, complimenting questions gave survey respondents the option to provide additional qualitative and quantitative information about: their department interactions, areas of interest, demographics, and ideas for improved service.

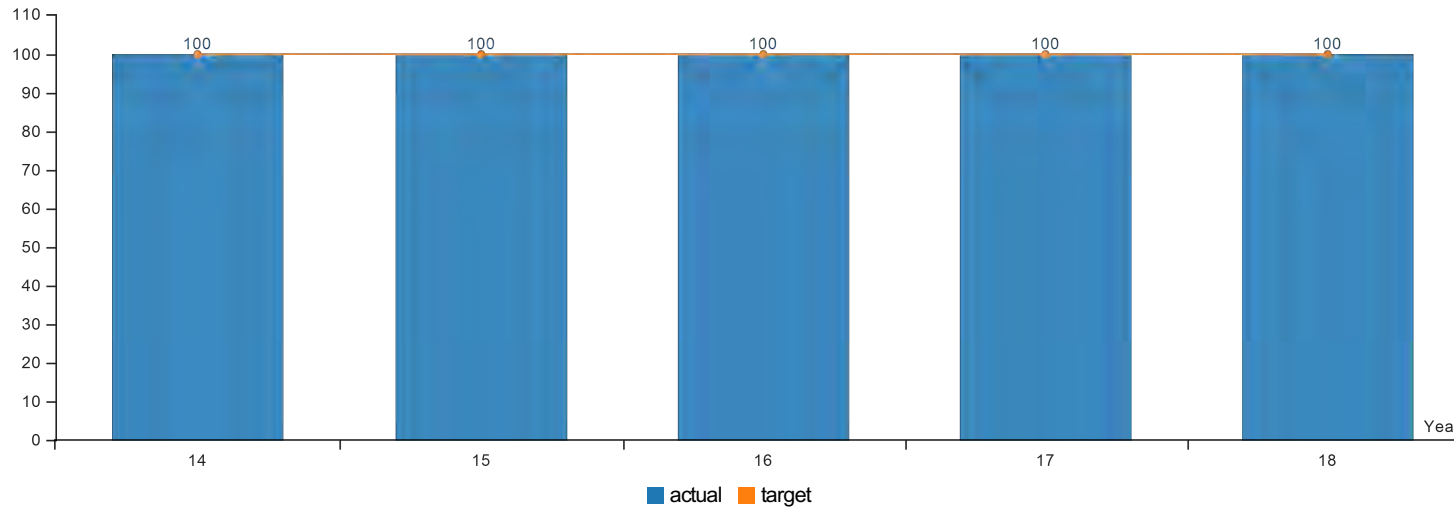
The survey response increased this biennium, from 290 respondents in 2016 to 324 respondents in 2018. The response rate declined by about 5% to 27.64 percent; however, this may be due to an increase in the number of survey recipients as the department strives to obtain input from a larger group of stakeholders.

In the open-ended comments provided by survey respondents, one local planner shared:

"The DLCD Hazards Team always bends over backwards to assist our jurisdiction and our partners. They provide thorough responses and support, and have attended every meeting we have invited them to (about three last year); and have provided technical support on many occasions...."

KPM #12	BEST PRACTICES - Percent of total best practices met by the Board.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2014	2015	2016	2017	2018
BEST PRACTICES					
Actual	100%	100%	100%	100%	100%
Target	100%	100%	100%	100%	100%

How Are We Doing

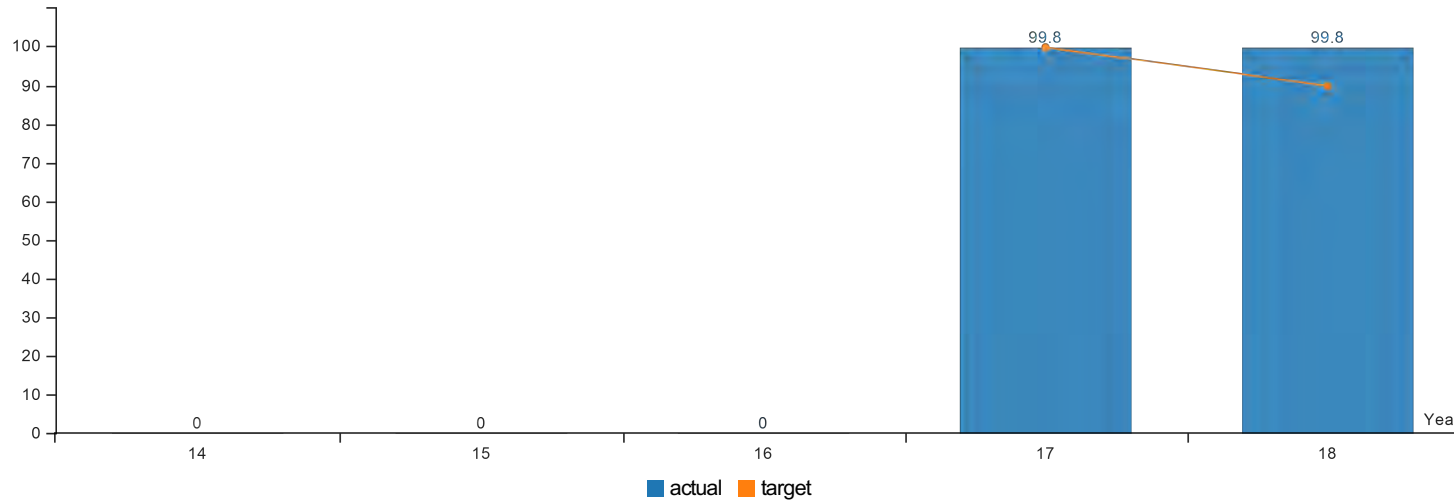
The 2007 Legislature approved a Statewide Best Practices Measure and required certain boards and commissions to report on their ability to meet established criteria. Implementation of this performance measure for affected boards and commissions includes an annual commission self-assessment of the state best practices criteria. To meet this requirement, the LCDC defined how it will meet the established criteria. Each member of LCDC rates the commission against 15 best practices criteria established by the Department of Administrative Services and the Legislative Fiscal Office. The commission completed its best practices scorecard for fiscal year 2016 at its November 15-16, 2018, LCDC meeting.

Factors Affecting Results

Department policies and workflows ensure appropriate commission review and/or oversight of department mission, communication, policy-making, budget development, financial reporting, etc. The commission has proven to operate efficiently for some time. The success of this measure is largely due to the commission itself, although staff resources and support also play a role.

KPM #13	FARM LAND - Percent of farm land zoned for exclusive farm use in 1987 that retains that zoning. Accounts for the conversion of EFU lands resulting from expansion of urban growth boundaries and changes in zoning.
	Data Collection Period: Jan 01 - Jan 01

* Upward Trend = positive result



Report Year	2014	2015	2016	2017	2018
Farm Land					
Actual	No Data	No Data	No Data	99.80%	99.80%
Target	TBD	TBD	TBD	99.95%	90%

How Are We Doing

The state's agricultural land use policy (ORS 215.243) and Statewide Planning Goal 3 (Agricultural Lands) call for the preservation of the maximum supply to agricultural land to support the farming and ranching economy. The Department of Land Conservation and Development seeks to achieve this goal through acknowledgment of local comprehensive land use plans and exclusive farm use zoning. Exclusive farm use (EFU) zoning protects land for agricultural use and provides limits on the conversion of agricultural land to non-farm uses. This measure tracks the percentage of agricultural land outside UGBs that remains zoned exclusive farm use (EFU) over time, as compared to the acres zoned EFU in 1987. The less farmland rezoned for rural or urban development relative to the total amount zoned EFU in 1987, the greater the indication that local plans and ordinances are working to protect farmland for agriculture.

The results for calendar year 2017 show that the state's land use planning program continues to work well to maintain agricultural lands for farm use. In 2017, 1,972 acres of EFU land were rezoned or added to urban growth boundaries (UGBs). This includes 348 acres for rezoned for rural development, 1,192 acres for urban development through UGB expansions, and 432 acres rezoned to forest zones. In 2017, 54 acres were rezoned from other uses to EFU. From a base of 16.1 million acres of EFU-zoned land in 1987, a total of 34,925 net acres have been rezoned to other urban and rural uses in the 30-year period through 2017. This means that 99.8 percent of land zoned EFU in 1987 was still zoned EFU in 2016, thus meeting the 2018 target.

Note: a change in methodology was approved, starting 2018.

Factors Affecting Results

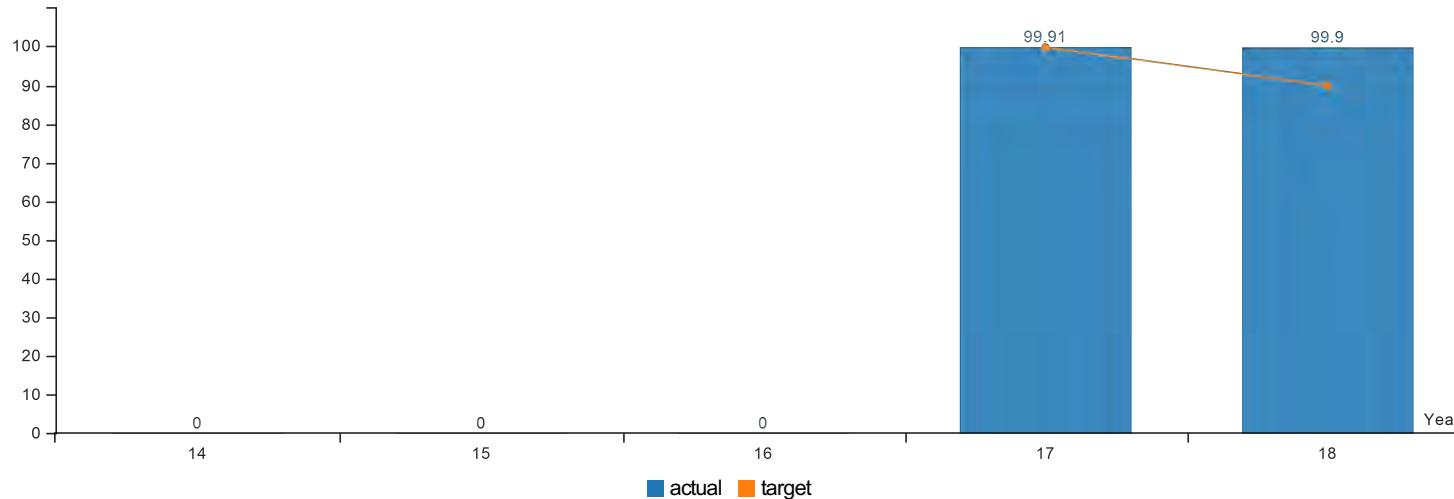
Rezoning of farmland occurs through local government decisions in response to applications to change EFU zoning and through expansions of urban growth boundaries. Such applications are

subject to goals, rules and state land use statutes. While this performance measure provides a good overall assessment of the longevity of EFU zoning over time, the modest amount of land rezoned out of EFU compared to the very large base of current EFU zoning is so small as to not register on the farmland performance graph.

Further, this measure offers only a partial assessment of the type or level of development and land division activity that may occur on lands zoned out of EFU. It does not measure land use conversion based on permitted development that take place within EFU zones or authorized Measure 49 development. Estimates are that several times as much acreage is converted within EFU zones as is rezoned out of EFU zones each year.

KPM #14	FOREST LAND - Percent of forest land zoned for forest or mixed farm/forest use in 1987 that remains zoned for those uses. Accounts for the conversion of forest lands resulting from expansion of urban growth boundaries and changes in zoning.
	Data Collection Period: Jan 01 - Jan 01

* Upward Trend = positive result



Report Year	2014	2015	2016	2017	2018
FOREST LAND					
Actual	No Data	No Data	No Data	99.91%	99.90%
Target	TBD	TBD	TBD	99.92%	90%

How Are We Doing

Statewide Planning Goal 4 (Forest Lands) calls for maintaining the forest land base and protecting the forest economy by assuring that tree growth and harvesting is the leading use of forest land. This measure tracks the percent of forest land that remains zoned for forest or mixed farm-forest use over time, as compared to the acreage zoned for forest or mixed farm-forest uses in 1987. The less forest land rezoned for urban and rural development relative to the amount zoned forest or mixed farm-forest in 1987, the greater the indication that local plans and ordinances are working to protect forest land for commercial and other forest uses.

The results for calendar year 2017 show that the state's land use planning program continues to work well to maintain forest lands for forest uses. In 2017, 360 acres of forest and mixed farm/forest land were rezoned or added to urban growth boundaries (UGBs): 184 acres for rural development, 135 acres for urban uses in UGBs expansions, and 41 acres to exclusive farm use zoning. From a base of nearly 11.8 million acres of land zoned forest and mixed farm/forest in 1987, a total of 10,041 net acres have been rezoned to urban and other rural uses in the 30-year period through 2017. This means that 99.9 percent of land zoned forest and mixed farm/forest in 1987 was in the same zoning in 2017, thus meeting the 2017 target.

Note: a change in methodology was approved, starting 2018.

Factors Affecting Results

Rezoning of forest land occurs through local government decisions, in response to applications by property owners to change forest or mixed farm-forest zoning, and through UGB expansions. The approval of such applications is governed by goals, rules and state land use statutes. While this performance measure provides a good overall assessment of the longevity of forest and mixed farm-

forest zoning over time, the modest amount of land rezoned out of forest use compared to the very large base of current forest and mixed farm-forest zoning is so small as to not register on the Forest Land KPM graph.

Further, as with KPM 13, this measure offers only a partial assessment of the type or level of development and land division activity that may occur on lands zoned out of forest and mixed farm-forest zones. It does not measure land use conversion based on permitted development that take place within forest and mixed farm-forest zones or authorized Measure 49 development. Estimates are that several times as much acreage is converted within forest and mixed farm-forest zones as is rezoned out of forest and mixed farm-forest zones each year.

Appendix H

Farm and Forest Report

2016 - 2017 OREGON FARM & FOREST REPORT



Source: Carney, S.



OREGON

Department of
Land Conservation
& Development

January 25, 2019

2016 - 2017 OREGON FARM & FOREST REPORT

January 1, 2016 through December 31, 2017

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Introduction

Oregon Revised Statutes (ORS) 197.065 requires the Oregon Land Conservation and Development Commission (LCDC) to submit a report every two years to the Legislature “analyzing applications approved and denied” for certain land uses in exclusive farm use (EFU) and forest zones and “such other matters pertaining to protection of agricultural or forest land as the commission deems appropriate.”

County Reporting of Land Use Decisions

The Department of Land Conservation and Development (DLCD or department) receives county land use decisions in EFU, forest and mixed farm-forest zones. This report summarizes the information provided by the counties for the two-year period from January 1, 2016 through December 31, 2017. For each of the two years, tables and graphs include information on dwelling and land division approvals as well as other approved uses on farm and forest land. In addition, the report provides information on the acreage rezoned out of farm and forest zones to urban and rural zones in this time period. Additional graphs, tables, and maps provide historic data on development trends and land conversion of farm and forest land to other uses. Finally, this report also includes data on county land use decisions that are based on waivers to state and local land use regulations under Ballot Measures 37 and 49. Most of these decisions were in farm and forest zones.

Use of this Report

The department uses the collected information to evaluate the extent and location of development, partitions, and zone changes on farm and forest lands. This information is used to continually assess the effectiveness of farm and forest zones in implementing Statewide Planning Goal 3 (Agricultural Lands) and Goal 4 (Forest Lands). The data may also be used by LCDC and the Legislature to shape statutory and rule changes to enhance or clarify protections for farm and forest lands.



Oregon's Agricultural Land Protection Program

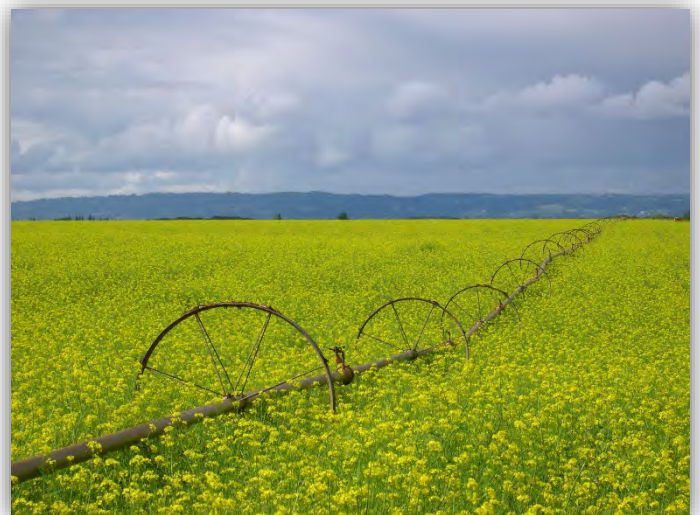
The preservation of agricultural land is one of the primary objectives of Oregon's statewide planning program. Oregon has determined that it is in the state's interest to protect the land resource foundation of one of its leading industries – agriculture.

The Land

Roughly 26 percent of Oregon's land base – 16.3 million acres – is in non-federal farm use, according to the 2012 USDA Census of Agriculture. This includes all places from which \$1,000 or more is earned annually from the sale of agricultural products. Farm acres have decreased by approximately five percent (778,844 acres) since the 2002 Census of Agriculture while the number of farms has decreased by 11 percent (4,594 farms). The average size of Oregon farms increased by 33 acres from 2002 to 2012.

The Economy

In 2015, Oregon's agricultural sector produced a farm gate value of \$5.7 billion or approximately 11 percent of the net state product (Sorte & Rahe, 2015). Agriculture is linked economically to approximately 13 percent of all Oregon sales and 11 percent of the state's economy (Sorte & Rahe, 2015). Oregon agriculture has created 326,617 full and part time jobs or 14 percent of all employment in Oregon (Sorte & Rahe, 2015). Over 98 percent of Oregon's farm sales are generated by farms generating more than \$10,000 in annual gross sales (USDA, 2012). These farms comprise 37 percent of all Oregon farms and make up 89 percent of the state's agricultural land base (USDA, 2012).



Crops and Livestock

Oregon is one of the most agriculturally diverse states in the nation, boasting the production of more than 225 different types of crops and livestock, and leading the nation in the production of 12 crops (ODA, 2017, 2018). Oregon agriculture continues to diversify as crop types and farming practices change. Increases in the production of hazelnuts, hemp, and marijuana are changing the agricultural landscape as are trends toward implementing organic and sustainable farm practices.

There is growing interest in purchasing locally grown food. Farm income from the direct sales of local food increased by 106 percent from 2002 to 2012 (USDA, 2002, 2012). Farmers markets, community supported agriculture, u-picks, and agritourism provide opportunities for farmers to market their products to local consumers. Locally grown food presents opportunities to combat hunger and nutrition issues in Oregon communities. The Oregon Community Food Systems Network has prepared a series of county food system assessments highlighting local needs (OCFSN, 2018).

House Bill 3400 (2015) designated marijuana as a crop for the purposes of “farm use,” effectively granting marijuana production the same protections provided to other crops grown in an EFU zone. Unlike other crops, counties are allowed to adopt reasonable regulations regarding the time, place, and manner of marijuana production. Regulations vary from county to county but typically include odor and light control with a few counties limiting the size of marijuana grows. The comparatively high value of marijuana crops to other farm products has resulted in conversion of existing farmland to marijuana cultivation and has led to the establishment of marijuana grow sites in forest or rural residential areas that traditionally have not been used for agricultural purposes.

Farm Ownership

Approximately 97 percent of Oregon’s farms are family owned and operated (USDA, 2012). This may be changing. A Portland State University study found that less than half of all buyers of farmland between 2010 and 2016 had a clear connection to agriculture with many buyers focused on estate/property development, investing, or manufacturing (Horst, 2018). The average age of Oregon farmers is



60 years old which presents challenges in conveying land to the next generation of farmers and highlights the need for farm succession planning (USDA, 2012). Retirements over the next several decades will require the conveyance of over 10 million acres (64 percent) of Oregon’s agricultural land (Brekken et al, 2016).

Agricultural Land Use Policy

Oregon’s agricultural lands protection program is based on statute and administrative rules as interpreted by the Land Use Board of Appeals (LUBA) and the courts. Statewide Planning Goal 3, “Agricultural Lands,” requires identification of agricultural land, use of statutory EFU zones (ORS Chapter 215), and review of farm and non-farm uses according to statute and administrative rule (OAR chapter 660, division 33) provisions. These provisions also incorporate statutory minimum lot sizes and standards for all land divisions.

Oregon’s “Agricultural Land Use Policy” was first established by the Oregon Legislature in 1973 and is codified at ORS 215.243. There are four basic elements to this policy:

1. Agricultural land is a vital, natural and economic asset for all the people of this state;
2. Preservation of a maximum amount of agricultural land in large blocks, is necessary to maintain the agricultural economy of the state;
3. Expansion of urban development in rural areas is a public concern because of conflicts between farm and urban activities;
4. Incentives and privileges are justified to owners of land in EFU zones because such zoning substantially limits alternatives to the use of rural lands.

In 1993, the Oregon Legislature added two more important elements to this policy (ORS 215.700):

1. Provide certain owners of less productive land an opportunity to build a dwelling on their land; and
2. Limit the future division of and the siting of dwellings on the state's more productive resource land.

Goal 3 reinforces these policies as follows:

“Agricultural lands shall be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space and the state’s agricultural land use policy expressed in ORS 215.243 and 215.700.”

These policy statements clearly set forth the state's interest in the preservation of agricultural lands and the means for their protection (EFU zoning), and establish that incentives and privileges (e.g. tax deferrals) are justified because of limitations placed upon the use of the land.

Exclusive Farm Use Zones

In Oregon, agricultural lands are protected from conversion to rural or urban uses and other conflicting non-farm uses through the application of EFU zones. At present, about 16.1 million acres in Oregon are in EFU zones. The EFU zone was developed by the Legislature in 1961 along with the farm tax assessment program. Farm use is encouraged and protected within the EFU zone. A variety of nonfarm uses are also allowed provided they are compatible with agriculture. Large minimum lot sizes and dwelling approval standards limit the conversion of farmland to other uses.



Land Use Approvals on Agricultural Land

The data in this report are for all local land use decisions on farmland, whether in EFU or mixed farm-forest zones.

Dwellings

In EFU zones and agricultural portions of mixed farm-forest zones, dwellings are allowed in seven different circumstances: primary farm dwellings, accessory farm dwellings, relative farm help dwellings, nonfarm dwellings, lot of record dwellings, replacement dwellings, and temporary hardship dwellings. Counties approved 557 dwellings on farmland in 2016 and 565 dwellings in 2017 (see Table 1). For comparison, 473 and 522 dwellings were approved in 2014 and 2015.

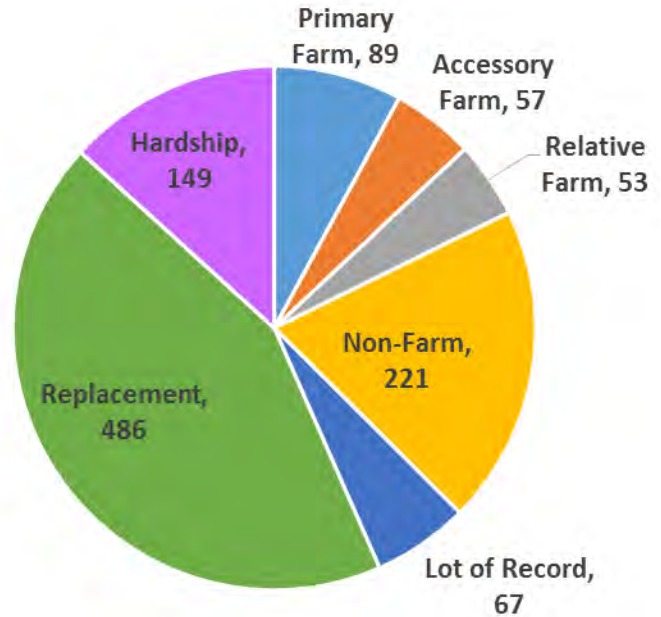
As shown in Figure 1 and Table 1, 43 percent of the dwelling approvals in the two year period were for replacement dwellings, 20 percent were for nonfarm dwellings, 13 percent were for temporary hardship dwellings, eight percent were for farm dwellings, six percent for lot of record dwellings, and five percent each for accessory farmworker dwellings and relative farm help dwellings.

Primary Farm Dwellings

There are four ways in which primary farm dwellings may be approved. On high-value farmland, the farm operator must have earned \$80,000 from the sale of farm products in the last two years or three of the last five years. Farm dwellings on non-high-value farmland must either meet a \$40,000 income standard, be located on a parcel of 160 acres, or meet a potential gross farm sales (capability) test. This latter test involves prior approval by DLCD.

The total number of primary farm dwelling approvals statewide was 40 in 2016 and 49 in 2017 for a total of 89 dwelling approvals. This is a slight decrease from 2014-2015 when 96 primary farm dwellings were approved. Table 2 shows what option was used to approve primary farm dwellings. Fifty-one percent of the 2016-2017 approvals were based on the parcel size test, 38 percent were based on the high-value income test, nine percent on the non-high-value income test, and two percent using the capability test. Fifty primary farm dwellings were approved in eastern Oregon with 39 approvals in western Oregon, primarily occurring in the Willamette Valley. Total statewide approvals of primary farm dwellings have remained relatively stable since the decline in approvals from 2006–2010 (see Figure 2).

Figure 1. Types of dwelling approvals on Farmland, 2016-2017



As shown in Table 3, 66 percent of all farm dwelling approvals were on parcels of 80 acres or more and 55 percent were on parcels of 160 acres or more. In some instances, primary farm dwellings have been approved on parcels smaller than 20 acres based on income from high-value farm operations such as nurseries and orchards.

Accessory farm dwellings

Accessory farm dwellings must be sited on a farm operation that earns the same gross income required for a primary farm dwelling (\$80,000 or \$40,000). These approvals occasionally involve more than one dwelling unit. Counties approved 26 accessory farm dwellings in 2016 and 31 in 2017 for a total of 57 dwelling approvals. A total of 231 housing units were approved in the 57 dwellings. Two-thirds of the units approved were related to a large cherry operation in Wasco County.

Accessory farm dwelling approvals increased from 2014-2015 when 47 accessory farm dwellings were approved. Over 60 percent of the 2016-2017 approvals were on parcels of 80 acres or more.

Relative farm help dwellings

The number of dwellings approved for relatives whose assistance is needed on the farm was 24 in 2016 and 29 in 2017 for a total of 53 dwelling approvals. This is a slight decrease from 2014-2015 when 66 dwellings were approved. A concern with this dwelling type is that, once built, there is no requirement that it continue to be occupied by a relative or even that it will continue to be used in conjunction with farm use.



Table 1. Dwelling approvals on Farmland, type and county, 2016–2017

County	Primary Farm		Accessory Farm		Relative Farm		Non-Farm		Lot of Record		Replacement		Temporary Hardship		Total	
	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017
Baker	1	2			1	1		1	4	4	7	3	2		15	11
Benton	1			1	2						2	1	1	2	6	4
Clackamas	5	2	1	1	1	1			1	1			18	18	26	23
Clatsop								1			6				6	1
Columbia															0	0
Coos		1			1						1	1			2	2
Crook	6	5		5		1	6	10		2	4	12		2	16	37
Curry						1									0	1
Deschutes				2	1		19	17	1		20	22	7	5	48	46
Douglas	1	2			2	9	5	18	4	2	22	25	1	5	35	61
Gilliam		1									1	1			1	3
Grant			1			1	1	1	4		6	3			12	5
Harney	4	4	1		1		2	2			8	1			16	7
Hood River		5	5	6		1	2			1	14	12	1	1	22	26
Jackson	1			1	1	1	11	3	9	4	1	2	2	2	25	13
Jefferson	2	2	1		1	1			1	4	3	6	3		11	14
Josephine			2	1		1			1					1	3	3
Klamath	1			1			4	9	3						8	10
Lake		4	1	1		1	21	17	2	1	6	8			30	32
Lane		2			3	2	7	4			2	13	4	1	16	22
Lincoln										1					0	1
Linn	2	3		1		5	4				24	22	7	13	37	44
Malheur	1	1				1	2	3			1	13		3	4	21
Marion	2	2	4	2	1			1		2	15	9	5	4	27	20
Morrow	1		2	1			3	2			2	4			8	7
Multnomah					1			1			1			1	2	2
Polk	2			1	1	1				3	13	12	2	5	18	22
Sherman							3	5							3	5
Tillamook						1					1	5		1	1	7
Umatilla	2	1	3		2		10	2	3		11	5	1	1	32	9
Union	1	2		3				1			7	8	1		9	14
Wallowa	3	3		2	1				3	1	2	3	1		10	9
Wasco	1		2		1		2	4		2	1	1			7	7
Washington	1	1			2		10	5	3		32	17	1	9	49	32
Wheeler		2									2	2			2	4
Yamhill	2	4	3	2	1						37	23	7	11	50	40
Total	40	49	26	31	24	29	112	109	39	28	252	234	64	85	557	565

Table 2. Primary farm dwelling approvals, option and county, 2016-2017

County	HV Income		Non-HV Income		Non-HV Size		Non-HV Capability		Total	
	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017
Baker			1			2			1	2
Benton	1								1	0
Clackamas	5	2							5	2
Clatsop									0	0
Columbia									0	0
Coos						1			0	1
Crook				1	6	4			6	5
Curry									0	0
Deschutes									0	0
Douglas						2	1		1	2
Gilliam						1			0	1
Grant									0	0
Harney					4	4			4	4
Hood River		5							0	5
Jackson							1		1	0
Jefferson				1	2	1			2	2
Josephine									0	0
Klamath					1				1	0
Lake						4			0	4
Lane		1				1			0	2
Lincoln									0	0
Linn	2	3							2	3
Malheur					1	1			1	1
Marion	2	2							2	2
Morrow					1				1	0
Multnomah									0	0
Polk	2								2	0
Sherman									0	0
Tillamook									0	0
Umatilla	2					1			2	1
Union	1	1				1			1	2
Wallowa					3	3			3	3
Wasco					1				1	0
Washington	1	1							1	1
Wheeler				2					0	2
Yamhill	2	1		3					2	4
Total	18	16	1	7	19	26	2	0	40	49

Table 3. Primary farm dwelling approvals on Farmland, parcel size and county, 2016-2017

County	0 to 10 acres		11 to 20 acres		21 to 40 acres		41 to 79 acres		80 to 159 acres		160+ acres		Total	
	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017
Baker										1	1	1	1	2
Benton							1						1	0
Clackamas	1			1	2	1			2				5	2
Clatsop													0	0
Columbia													0	0
Coos												1	0	1
Crook										2	6	3	6	5
Curry													0	0
Deschutes													0	0
Douglas									1			2	1	2
Gilliam												1	0	1
Grant													0	0
Harney											4	4	4	4
Hood River						4		1					0	5
Jackson							1						1	0
Jefferson								1			2	1	2	2
Josephine													0	0
Klamath											1		1	0
Lake												4	0	4
Lane								2					0	2
Lincoln													0	0
Linn						1		1	1		1	1	2	3
Malheur									1	1			1	1
Marion				1			2			1			2	2
Morrow											1		1	0
Multnomah													0	0
Polk					2								2	0
Sherman													0	0
Tillamook													0	0
Umatilla											2	1	2	1
Union											1	2	1	2
Wallowa											3	3	3	3
Wasco											1		1	0
Washington		1			1								1	1
Wheeler												2	0	2
Yamhill			1			2	1	2					2	4
Total	1	1	1	2	5	8	5	7	5	5	23	26	40	49

Nonfarm dwellings

Nonfarm dwellings may be approved on parcels or portions of parcels that are unsuitable for farm use. There were 112 non-farm dwelling approvals in 2016 and 109 in 2017 for a total of 221 dwelling approvals. This is a significant increase from 2014-2015 when 150 nonfarm dwellings were approved.

Seventy-two percent of nonfarm dwellings were approved east of the Cascades. This distribution continues the trend begun in 1993 by House Bill 661 that shifted the number of non-farm dwelling approvals away from the Willamette Valley to eastern and southern Oregon. Counties with the most nonfarm dwelling approvals include Lake (38 dwellings), Deschutes (36 dwellings), and Douglas (23).



As shown in Figure 2, nonfarm dwelling approvals have been on the rise since 2015. The increase follows a sharp decline from 2007-2014. The 112 nonfarm dwelling approvals in 2016 were the most since 2009, when 111 nonfarm dwellings were approved.

Table 4 shows the size of parcels on which nonfarm dwellings were approved. Nearly half of all nonfarm dwellings were approved on parcels containing less than five acres and 71 percent were on parcels less than 10 acres. Sixty-four new parcels were created for nonfarm dwellings in 2016-2017. Nonfarm dwellings on larger parcels are often approved if a portion of the parcel is found to be unsuitable for farm use (e.g. shallow soil depth to bedrock).

In 2010, the Legislature passed House Bill 3647 which required DLCD review of soil assessments prepared by a private soil consultant. Soil assessments prepared by private consultants may be used to provide more detailed information than is shown on the USDA Natural Resources Conservation Service's soil mapping. Private soil assessments can be used to support nonfarm dwelling approval. In 2016-2017, DLCD reviewed 30 soil assessments related to nonfarm dwellings. Eighteen of those reviews were involved parcels in Douglas County.

Table 4 shows 15 nonfarm dwelling approvals in Washington County and 11 approvals in Lane County. Lane and Washington counties are subject to slightly different land use regulations than the rest of the state as they adopted marginal land provisions prior to 1991. Most of the nonfarm dwellings in Lane and Washington were approved using options only available in those counties.

Lot of record dwellings

Lot of record dwellings may be approved on parcels that have been in the same ownership since 1985 and, with some exceptions, are not on high-value farmland. In 2016-2017, 67 lot of record dwellings were approved (39 approvals in 2016 and 28 approvals in 2017). This is an increase from 2014-2015 when 49 lot of record dwellings were approved. Jackson County had the most approvals with 13. Only two lot of record dwellings were approved on high-value farmland statewide. Despite the increase in 2016-2017, it is anticipated that lot of record approvals will decline over time as existing parcels are built out or conveyed to separate ownership.

Temporary hardship dwellings

These dwellings are permitted for relatives with a medical hardship and must be removed at the end of the hardship. A temporary hardship dwelling must be sited in conjunction with an existing dwelling. DLCD does not track the removal of these dwellings when they are no longer needed.

In 2016-2017, 149 temporary hardship dwellings were approved (64 approvals in 2016 and 85 approvals in 2017). This is a sharp increase from 2014-2015 when 111 hardship dwellings were approved. The 85 temporary hardship dwelling approved in 2017 were the most since 89 hardship dwellings were approved in 2005. Clackamas County (36 approvals) had the most approvals in 2016-2017.

Replacement dwellings

A replacement dwelling is a new home that replaces an older dwelling on a parcel. New provisions were added to statute in 2013 which allow owners to obtain a replacement dwelling when the original dwelling no longer exists.

There were 252 replacement dwellings approvals in 2016 and 234 in 2017 for a total of 486 dwelling approvals. This is similar to 2012-2013 when 476 replacement dwellings were approved. Yamhill County had the most approvals in 2016-2017 with 60 approvals followed by Washington (49), Douglas (47), Linn (46), and Deschutes (42) counties.

Established dwellings that are replaced must be removed, demolished or converted to another allowed use within one year of completion of the replacement dwelling. Forty-eight percent of dwellings approved for replacement were removed, 31 percent were demolished, and nine percent were converted to non-residential use with 12 percent not specified.

Cumulative Dwelling Approvals

Between 1994 and 2017, nearly 18,000 dwellings of all types were approved on farmland across the state. Figures 2 and 3 below illustrate the number of dwelling unit approvals for each year since 1994 for the different dwelling types. The total dwellings approved over this timeframe are provided in Table 5. Thirty-six percent of all dwelling approvals were replacement dwellings, 24 percent were nonfarm dwellings, and 11 percent were temporary hardship dwellings. The three types of farm dwellings (primary, accessory, and relative) combined constitute 20 percent of all dwelling approvals on farmland from 1994-2017. Douglas County had the most dwelling approvals over this timeframe with 2,286 approvals, fifty percent of which were replacement dwellings. Deschutes County had the most nonfarm dwelling approvals with 830 approvals. Crook County approved 149 primary farm dwellings, the most in the state from 1994-2017.

The map in Figure 4 shows dwellings approvals on farmland from 2008-2017. More detailed mapping of land use approvals on farmland in the northern Willamette Valley is available through a Portland State University thesis available through [MetroScape](#) (Chun, 2017). The thesis maps land use approvals submitted to DLCD by tax parcel and identifies areas with higher numbers of approvals.

Table 4. Nonfarm dwelling approvals on Farmland, parcel size and county, 2016-2017

County	0 to 10 acres		11 to 20 acres		21 to 40 acres		41 to 79 acres		80+ acres		Total	
	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017
Baker						1					0	1
Benton											0	0
Clackamas											0	0
Clatsop		1									0	1
Columbia											0	0
Coos											0	0
Crook			2	1	2	5		2	2	2	6	10
Curry											0	0
Deschutes	6	5	7	6	5	5			1	1	19	17
Douglas	3	16	1	2					1		5	18
Gilliam				1							0	1
Grant	1	1									1	1
Harney				1	1	1			1		2	2
Hood River	1		1								2	0
Jackson	8	1	1		2	1				1	11	3
Jefferson						1					0	1
Josephine											0	0
Klamath	2	1	1			3			1	5	4	9
Lake	10	9	8	5	1	1	2	2			21	17
Lane	1	1	4	1		1	1	1	1		7	4
Lincoln											0	0
Linn	1				3						4	0
Malheur	1	3			1						2	3
Marion				1							0	1
Morrow	1	2	2								3	2
Multnomah				1							0	1
Polk											0	0
Sherman	2	5	1								3	5
Tillamook											0	0
Umatilla	8	1		1					2		10	2
Union				1							0	1
Wallowa											0	0
Wasco	1	1	1	2						1	2	4
Washington	4	1	3	4	3						10	5
Wheeler											0	0
Yamhill											0	0
Total	50	48	32	27	18	19	3	5	9	10	112	109

Figure 2. Dwelling approvals on Farmland, type and year, all counties, 1994-2017

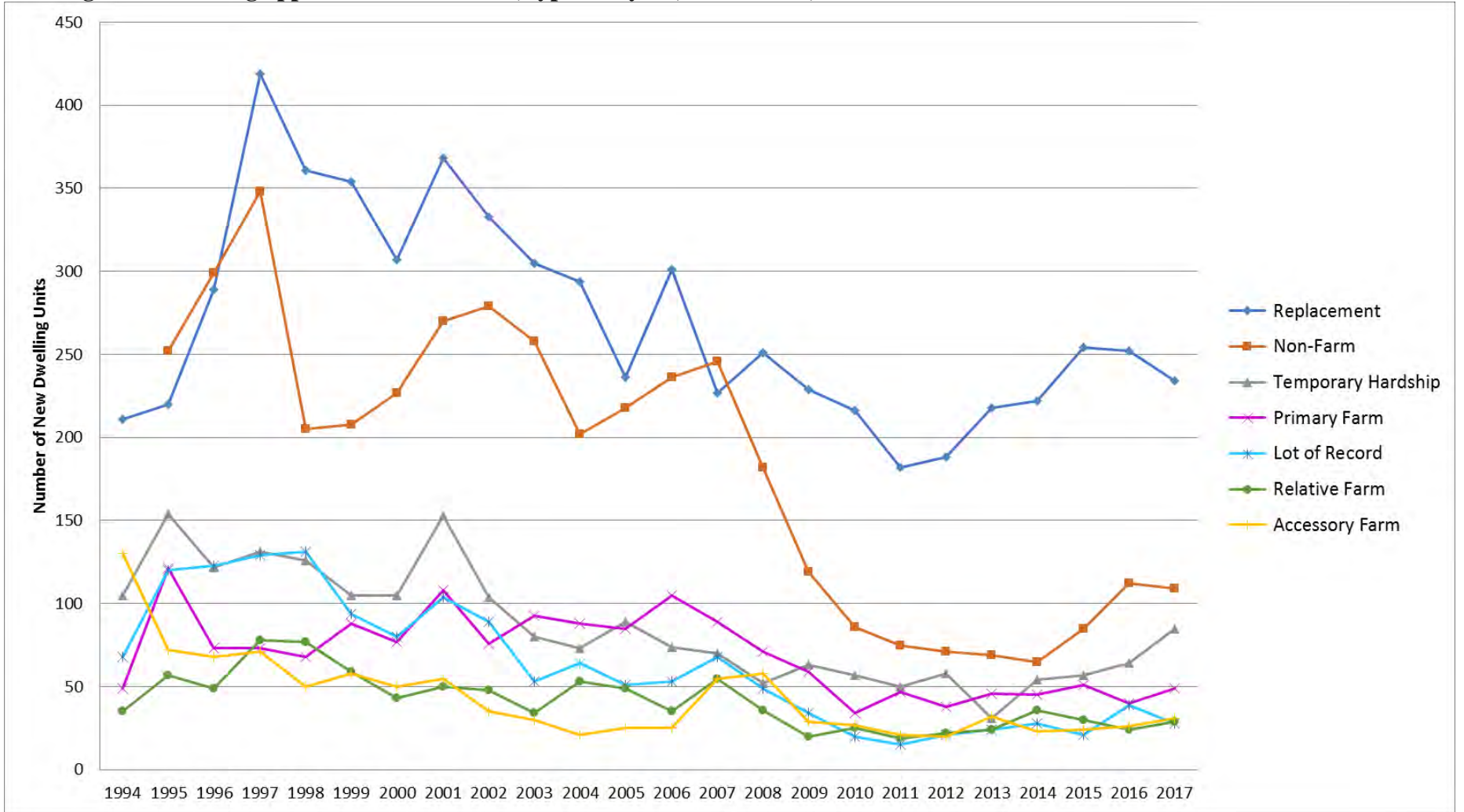


Figure 3. Total dwelling approvals on Farmland, all counties, 1994-2017

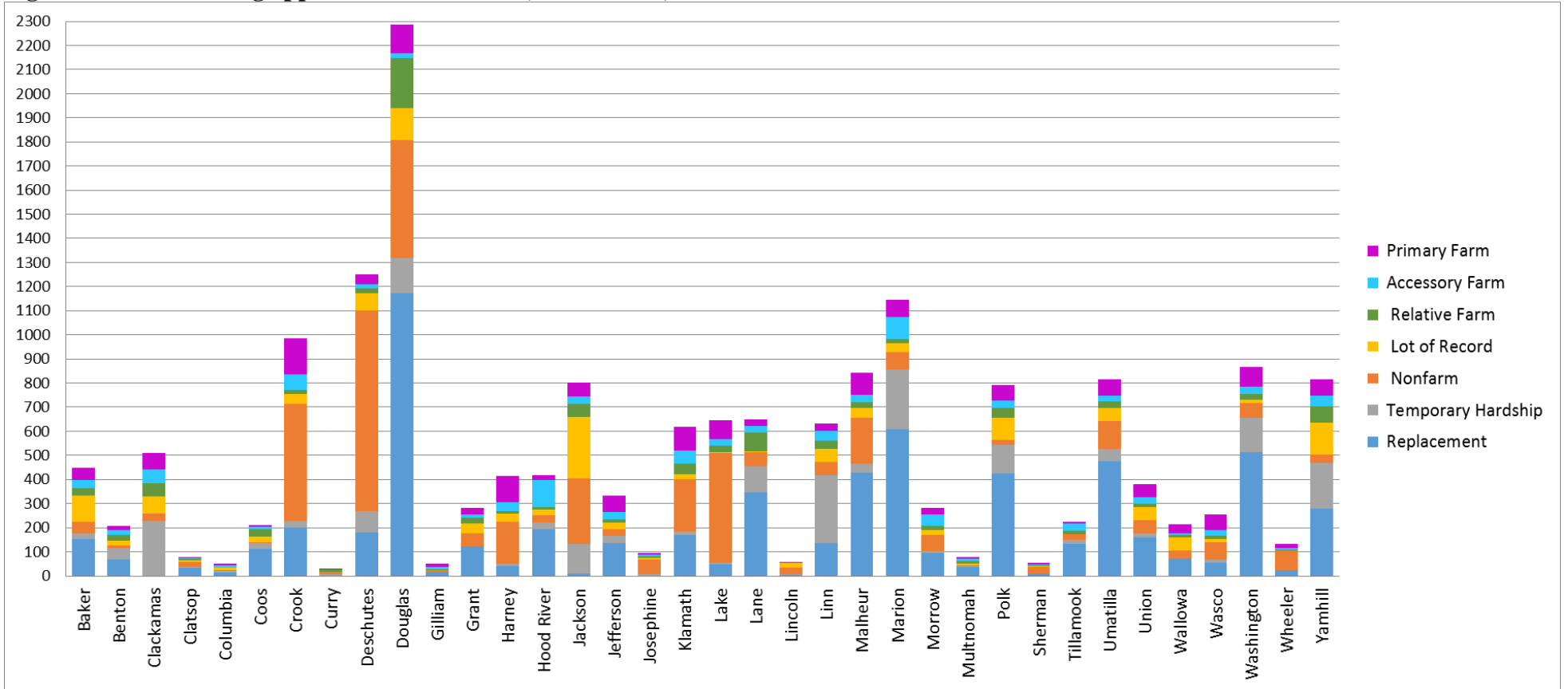
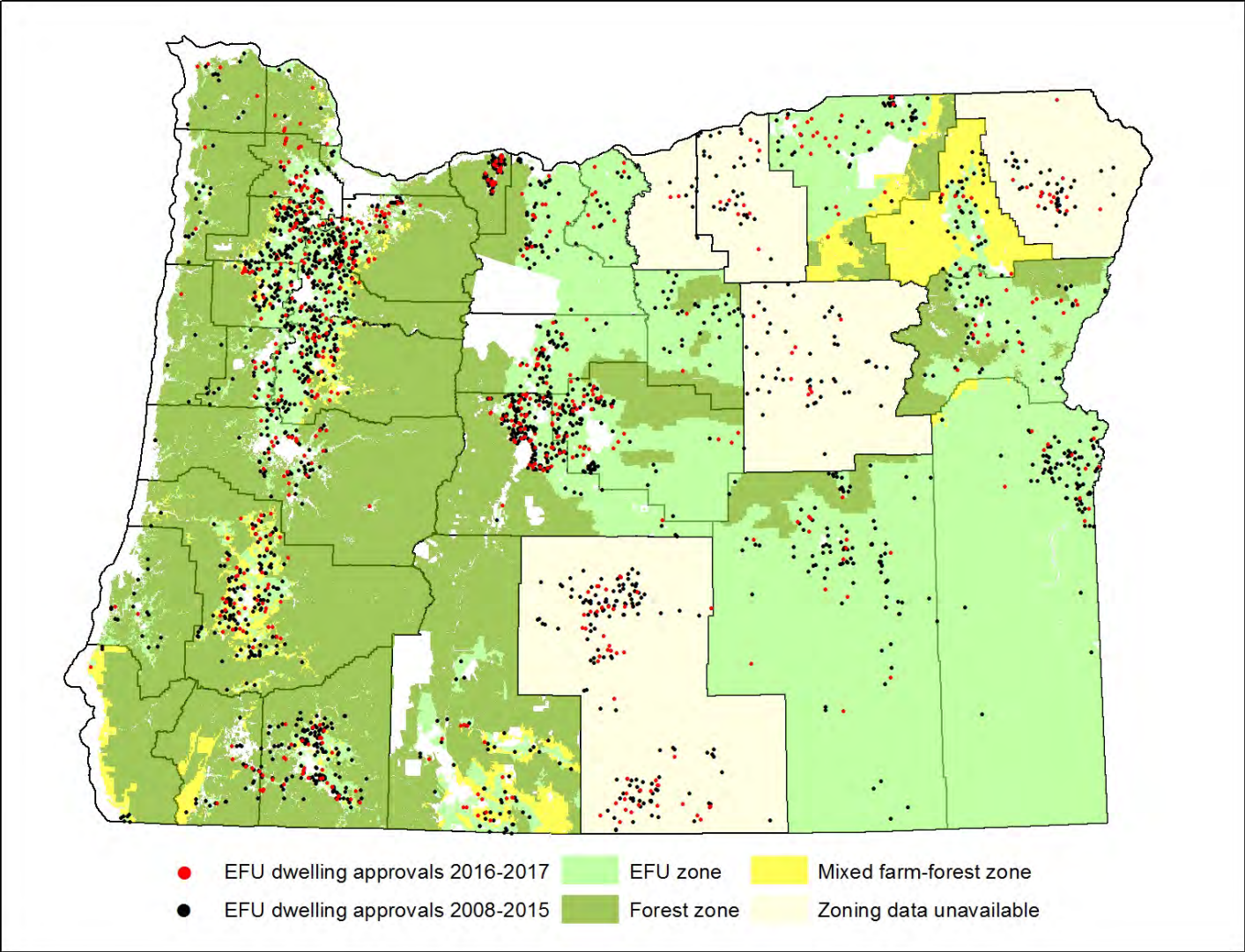


Table 5: Dwellings approvals on Farmland, by county, 1994-2017

County	Primary Farm	Accessory Farm	Relative Farm	Nonfarm	Lot of Record	Replacement	Temporary Hardship	Total
Baker	52	33	32	48	107	153	24	449
Benton	16	23	22	11	21	68	47	208
Clackamas	68	59	55	29	72	1	227	511
Clatsop	4	4	5	21	7	35	2	78
Columbia	8	8	1	6	9	14	5	51
Coos	9	9	30	4	25	111	24	212
Crook	149	65	14	483	44	201	28	984
Curry	5	1	8	11	1	0	6	32
Deschutes	44	17	19	830	72	181	89	1,252
Douglas	117	21	209	488	132	1,171	148	2,286
Gilliam	11	11	4	6	1	16	1	50
Grant	26	15	22	55	40	121	2	281
Harney	110	37	12	174	33	40	10	416
Hood River	22	111	11	30	25	194	26	419
Jackson	57	31	54	272	255	11	122	802
Jefferson	68	31	11	27	28	135	32	332
Josephine	7	7	5	60	9	1	6	95
Klamath	98	55	42	216	23	171	13	618
Lake	78	28	26	456	3	48	7	646
Lane	26	28	76	58	5	348	107	648
Lincoln	2	0	0	25	21	3	5	56
Linn	29	40	34	55	54	136	283	631
Malheur	89	32	25	190	39	429	37	841
Marion	74	89	19	74	35	607	248	1,146
Morrow	28	46	17	68	22	94	8	283
Multnomah	7	9	11	3	5	39	3	77
Polk	65	32	39	22	92	425	118	793
Sherman	9	2	3	29	3	9		55
Tillamook	7	30	15	23	1	131	18	225
Umatilla	67	23	29	114	55	476	51	815
Union	56	25	16	55	52	161	16	381
Wallowa	37	8	11	32	55	70	2	215
Wasco	66	24	14	69	14	53	16	256
Washington	82	28	27	63	11	514	141	866
Wheeler	15	8	2	79	3	24	1	132
Yamhill	65	46	67	35	132	280	189	814
Total	1,673	1,036	987	4,221	1,506	6,471	2,062	17,956

Figure 4. Map of new dwellings approvals on Farmland, 2008-2017



Nonresidential uses

The Legislature has recognized that some farm-related and non-farm uses are appropriate in EFU and mixed farm-forest zones. Some examples are farm-related commercial activities, utilities necessary for public service and home occupations. In 1963, the first statutory EFU zone included just six nonfarm uses. Today over 60 uses other than farm use are allowed in an EFU zone.

Nonfarm uses are subject to local land use approval and must demonstrate that they will not force a significant change in or significantly increase the cost of accepted farm or forest practices on surrounding lands devoted to farm or forest uses (ORS 215.296). Allowing some nonfarm uses and dwellings assumes that farm zones can accommodate a nonfarm use or dwelling without affecting an area's overall agricultural stability. Small lots with such nonfarm uses and dwellings do not qualify for farm use tax assessment.

As shown in Table 6, the most commonly approved nonresidential uses in 2016-2017 were solar power generation facilities (57 approvals), home occupations (55 approvals), and farm processing facilities (54 approvals). Renewable energy and agritourism related uses are discussed further below. In 2014-2015, only nine farm processing facilities were approved statewide. The increase in 2016-2017 is largely related to marijuana processing facilities.

Table 6. Nonresidential use approvals on Farmland, 2016-2017

Use	2016	2017	Total	Approvals by County
Aggregate processing into asphalt/cement	3		3	Baker (1), Morrow (1), Umatilla (1)
Agritourism events	12	4	16	Clatsop (1), Deschutes (1), Hood River (1), Lane (1), Umatilla (2), Yamhill (10)
Aquatic species/insect propagation		1	1	Klamath (1)
Church	1	1	2	Deschutes (2)
Commercial activities with farm use	14	16	30	Crook (1), Deschutes (1), Douglas (3), Grant (1), Hood River (1), Jackson (3), Jefferson (1), Linn (2), Marion (3), Polk (3), Tillamook (1), Umatilla (1), Union (1), Wasco (1), Washington (2), Yamhill (5)
Dog boarding kennel	2	2	4	Deschutes (1), Jefferson (1), Lane (1), Polk (1)
Communication facility	9	9	18	Baker (1), Deschutes (1), Douglas (1), Hood River (1), Jackson (2), Linn (1), Polk (2), Sherman (1), Umatilla (3), Wasco (1), Washington (3), Yamhill (1)
Community center	1		1	Benton (1)
Dog training class/testing trial	1		1	Deschutes (1)
Farm processing facility	20	34	54	Benton (2), Clackamas (2), Deschutes (4), Hood River (1), Jackson (13), Josephine (5), Lane (7), Linn (1), Polk (5), Umatilla (1), Wasco (2), Washington (3), Yamhill (8)
Farm stand	3	1	4	Crook (1), Douglas (1), Marion (1), Yamhill (1)

Table 6. Nonresidential use approvals on Farmland, 2016-2017

Use	2016	2017	Total	Approvals by County
Fire service facility	1	1	2	Deschutes (1), Union (1)
Golf course	1		1	Linn (1)
Home occupation	25	30	55	Baker (1), Benton (5), Clackamas (1), Clatsop (1), Crook (3), Deschutes (3), Douglas (1), Hood River (5), Jackson (8), Jefferson (1), Lake (1), Lane (3), Marion (8), Morrow (1), Polk (2), Tillamook (1), Umatilla (1), Union (1), Wallowa (2), Wasco (1), Washington (2), Yamhill (3)
Land application of reclaimed water	1		1	Umatilla (1)
Landscape contracting business	1	2	3	Jackson (2), Marion (1)
Log truck parking	1		1	Marion (1)
Mineral and aggregate mining	8	2	10	Clatsop (1), Crook (1), Grant (1), Harney (1), Klamath (1), Tillamook (1), Umatilla (1), Union (1), Wallowa (1), Washington (1)
Outdoor gathering	1	3	4	Deschutes (1), Jackson (1), Washington (2)
Personal-use airport	4	2	6	Crook (2), Lake (1), Linn (1), Umatilla (1), Washington (1)
Private park/campground	10	8	18	Gilliam (1), Grant (1), Harney (2), Jackson (1), Jefferson (1), Klamath (1), Lake (6), Morrow (1), Umatilla (4)
Public park	3	1	4	Lincoln (1), Washington (2), Yamhill (1)
Roads improvements, conditional	3		3	Benton (1), Umatilla (1), Yamhill (1)
Roads improvements, outright	2	4	6	Jackson (1), Umatilla (1), Washington (4)
School	1	4	5	Deschutes (1), Harney (1), Hood River (1), Marion (2)
Solar power generating facility	20	37	57	Baker (1), Clackamas (14), Crook (4), Deschutes (2), Harney (2), Klamath (7), Lake (4), Marion (15), Polk (1), Sherman (1), Yamhill (6)
Solid waste disposal site	1		1	Lake (1)
Utility facility	11	5	16	Baker (1), Benton (1), Hood River (1), Jackson (1), Klamath (1), Lake (1), Lane (1), Linn (1), Umatilla (3), Washington (3), Wheeler (1), Yamhill (1)
Water extraction/bottling	1		1	Lake (1)
Wetland creation/restoration		2	2	Washington (2)
Wind power generating facility	1	1	2	Morrow (1), Umatilla (1)
Winery	7	16	23	Jackson (2), Josephine (1), Polk (4), Umatilla (1), Yamhill (15)
Total	169	186	355	

Agritourism

Agritourism can provide an alternate stream of income that helps farmers maintain agricultural operations and promotes awareness of locally produced food. A variety of agritourism options are allowed in EFU zones, including: u-picks, farm stands, wineries, cider businesses, guest ranches, and events that are supportive of local agriculture.

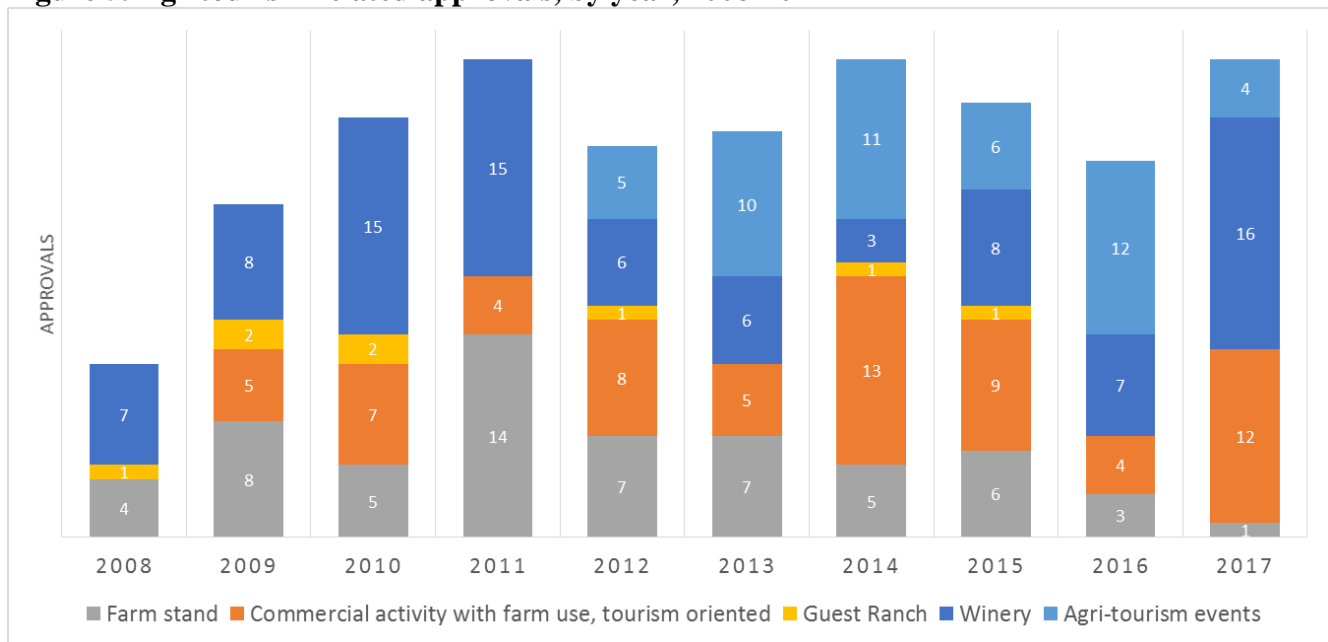
Oregon has experienced substantial growth in its wine grape industry over the last 50 years. As of 2017, Oregon has 1,144 vineyards and 769 wineries (University of Oregon, 2018). Many vineyards are sited on lands that appear to be less capable for agriculture based on Natural Resources Conservation Service (NRCS) ratings but are well suited for growing grapes. These lands were protected for agricultural use under Statewide Planning Goal 3 and are major contributors to Oregon's agricultural economy. Wineries are permitted to hold winery related events, have cooking facilities, and conduct other commercial events not related to agriculture such as weddings and concerts. In 2016, the Legislature added cider businesses as a use allowed in an EFU zone with many of the same permissions and requirements as wineries.



Agritourism also presents opportunities for conflict with neighboring agricultural operations. There have been some concerns about the effect of events and the cumulative impact of multiple agritourism operations on farm practices, such as moving machinery on public roads or altering spray schedules. Many agritourism uses are not required to address changes to farm practices or cost increases as part of the land use approval process. Events allowed on farmland that are permitted as an outdoor gathering or home occupation may not have a connection to local agriculture (e.g. festivals, weddings). Providing agritourism opportunities for farmers and ranchers while helping to mitigate impacts to neighbors is a challenge that should be considered when changing land use regulations or approving land use applications.

Figure 5 shows approvals of agritourism related uses from 2008 to 2017. Approvals of “commercial activities in conjunction with farm use” can vary from agricultural trucking and processing operations to wine tasting rooms. Figure 5 only includes “commercial activities in conjunction with farm use” that are tourism oriented, such as tasting rooms. Agritourism events were added to the list of uses allowed on farmland following the passage of Senate Bill 960 in 2011.

Figure 5. Agritourism related approvals, by year, 2008-2017



Overnight accommodation options on farmland include room and board arrangements, home occupations (e.g. bed and breakfasts), bed and breakfasts at wineries and cider businesses, and public and private campgrounds. In 2016-2017, there were 14 approvals reported statewide for overnight indoor accommodations and 14 approvals for campgrounds on farmland.

Figure 7 shows the location of reported agritourism, lodging, and recreation uses on farmland from 2008-2017. The concentration of approvals in Yamhill County is largely due to wineries.

Renewable Energy

Oregon has more than 3,000 megawatts (MW) of wind energy generation capacity, ranking eighth in the nation in installed wind energy capability (American Wind Energy Association, 2018). Many wind energy installations are located on farmland and are clustered along Columbia Gorge. Part of the attraction of wind energy to the state are the large open farm landscapes free from conflicting uses that are made possible by EFU zoning.

Solar energy development is rapidly growing in Oregon. In 2017, Oregon’s installed solar capacity was 462 MW with 220 MW added in 2017 alone (Solar Energy Industries Association, 2018). Utility scale solar facilities are the leading cause of growth. Many utility scale solar facilities are opting to locate on land zoned EFU due to proximity to infrastructure (e.g.

substations), lower acquisition costs, availability of unobstructed sunlight, and ease of development due to flatter slopes.

LCDC has limited the size of solar facilities on EFU with the goal of encouraging solar development on land that is the lowest capability for agricultural use rather than high-value farmland. Solar development in eastern Oregon tends to occur on larger parcels with less potential for agricultural use. There has been a sharp increase in the number of 12 acre solar projects approved in the Willamette Valley on high-value farmland, specifically in Clackamas, Marion, and Yamhill counties. Several large solar facilities (80+ acres) have been approved on more productive agricultural lands in Clackamas and Jackson counties by taking an exception to exceed LCDC’s adopted solar facility size limits. As shown in Figure 6, commercial solar approvals have been rising quickly compared to wind power approvals. Figure 8 provides the locations and sizes of approved solar projects.



Source: Manvel, E.

The rise in renewable energy production on farmland, together with new major transmission line corridors to bring energy to market, has raised questions and concerns about potential impacts to farm operations, wildlife habitat, scenic viewsheds, and tourism. Other concerns have been raised about the need for a state energy policy and more proactive state and regional roles in the siting of major transmission line corridors and energy facilities that may have regional impacts.

Figure 6. Renewable energy approvals, by year, 2008-2017

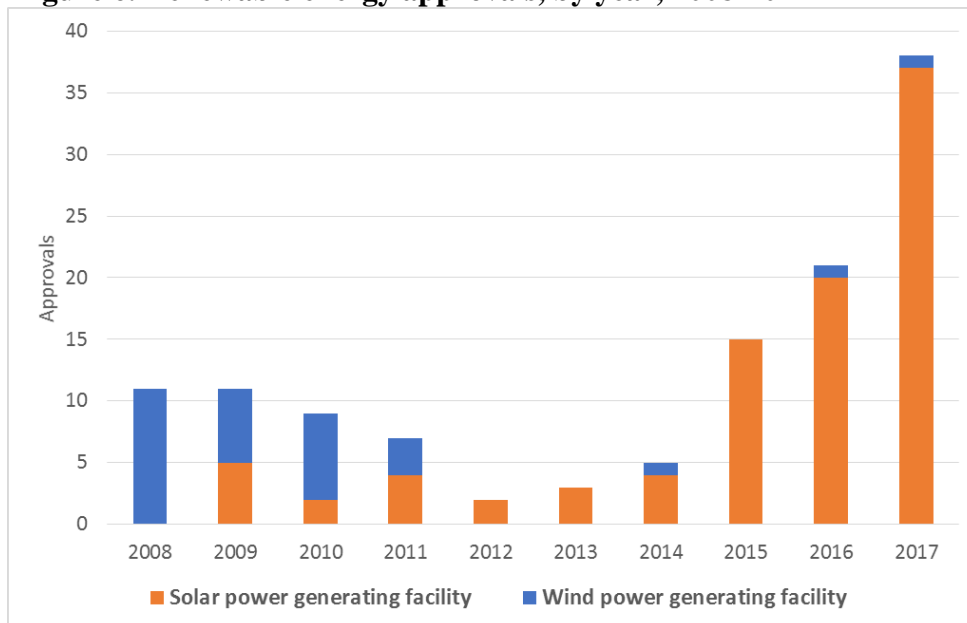


Figure 7. Map of agritourism, lodging, and recreation use approvals on Farmland, 2008-2017

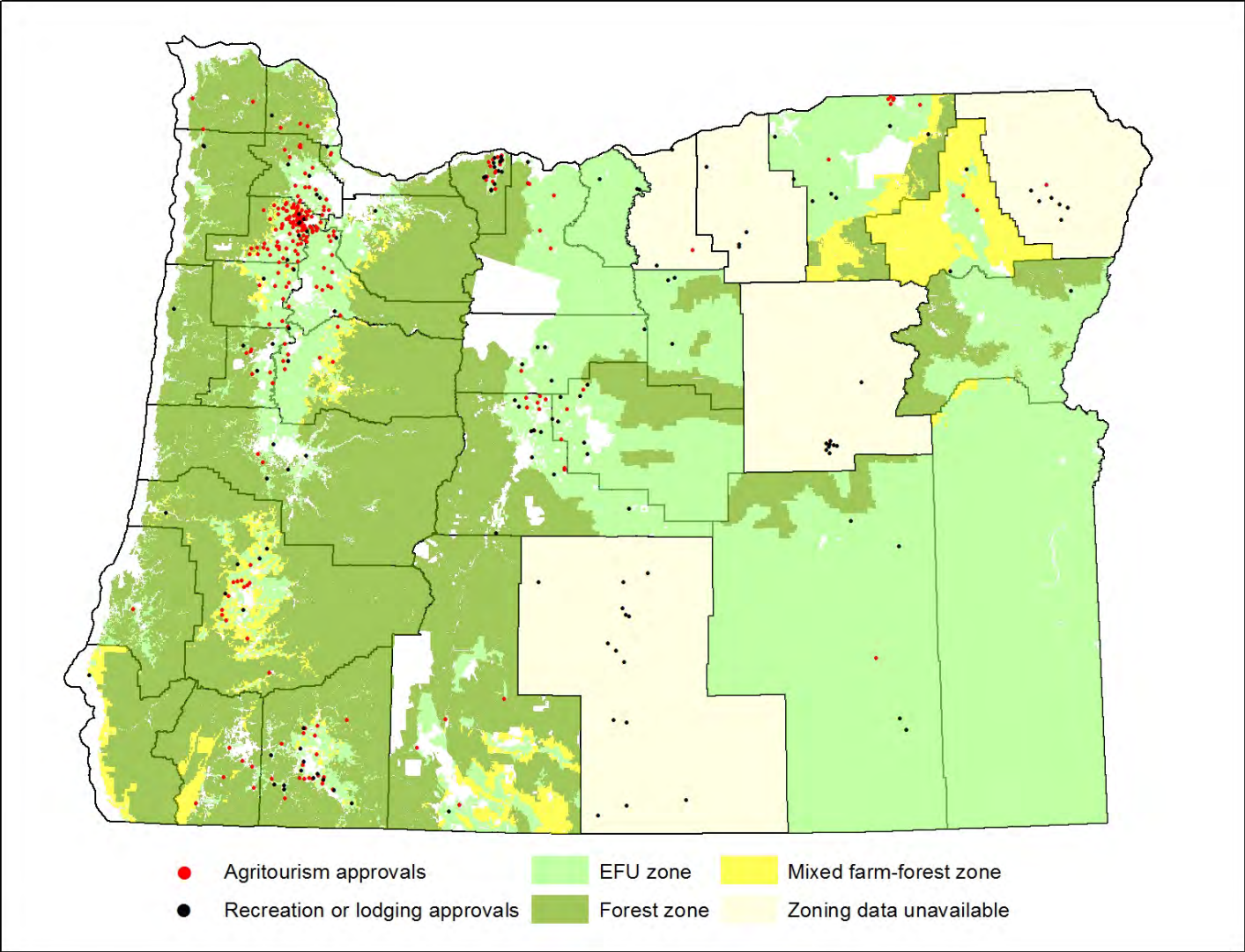
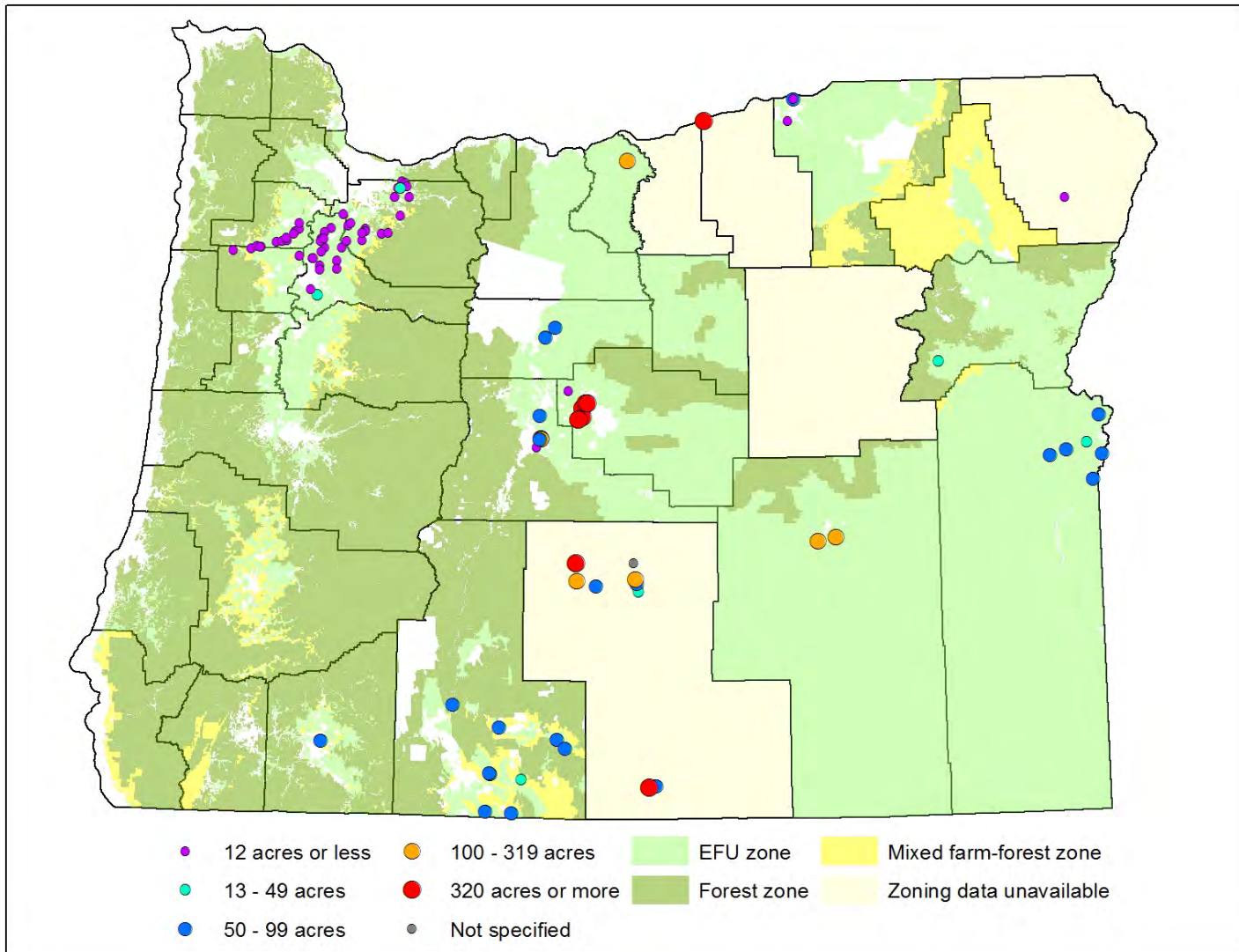


Figure 8. Size of solar projects approved on Farm and Forest Land, 2008-2017



Land Divisions and Property Line Adjustments

Ninety-one new parcels were approved on farmland in 2016 with 81 new parcels in 2017 for a total of 172 new parcels. These numbers are consistent with 2014-2015 when 173 new parcels were created. New parcels created in each county are shown in Table 7. Figure 9 shows land divisions on farmland from 2008-2017.

Farm Divisions

Land divisions on farmland must meet the statutory minimum parcel size of 80 acres (160 acres for rangeland) or be in counties that have approved “go-below” parcel minimums below these sizes. A “go-below” is a parcel size below 80 or 160 acres that has been approved by LCDC as adequate to protect existing commercial agriculture in an area. In 2016-2017, 47 percent of new parcels created on farmland were over 80 acres. This is similar to 2014-2015 when 53 percent of new parcels were over 80 acres. Over 60 percent of new parcels 80 acres or larger were created east of the Cascades with the most approvals in Crook (11 approvals) and Umatilla (10 approvals) counties.

Non-Farm Divisions

State statute provides several options for creating new parcels smaller than the required minimum parcel size. Up to two new nonfarm parcels (each containing a dwelling) may be created if the new parcels are predominantly comprised of non-agricultural soils. In addition, nonfarm land divisions are allowed for conditional uses that are approved on farmland.

In 2016-2017, 92 new parcels were created that contained less than 80 acres. This is a slight increase from 2014-2015 when 82 parcels less than 80 acres were created. Some of these parcels were created for farm use in counties with reduced “go-below” minimum parcel sizes. Seventy percent of new parcels less than 80 acres were created east of the Cascades. Douglas County approved 17 new parcels less than 80 acres followed by Klamath County with 14 approvals. The most common reason for partitions in 2016-2017 was to create a new parcel for a nonfarm dwelling (64 approvals).

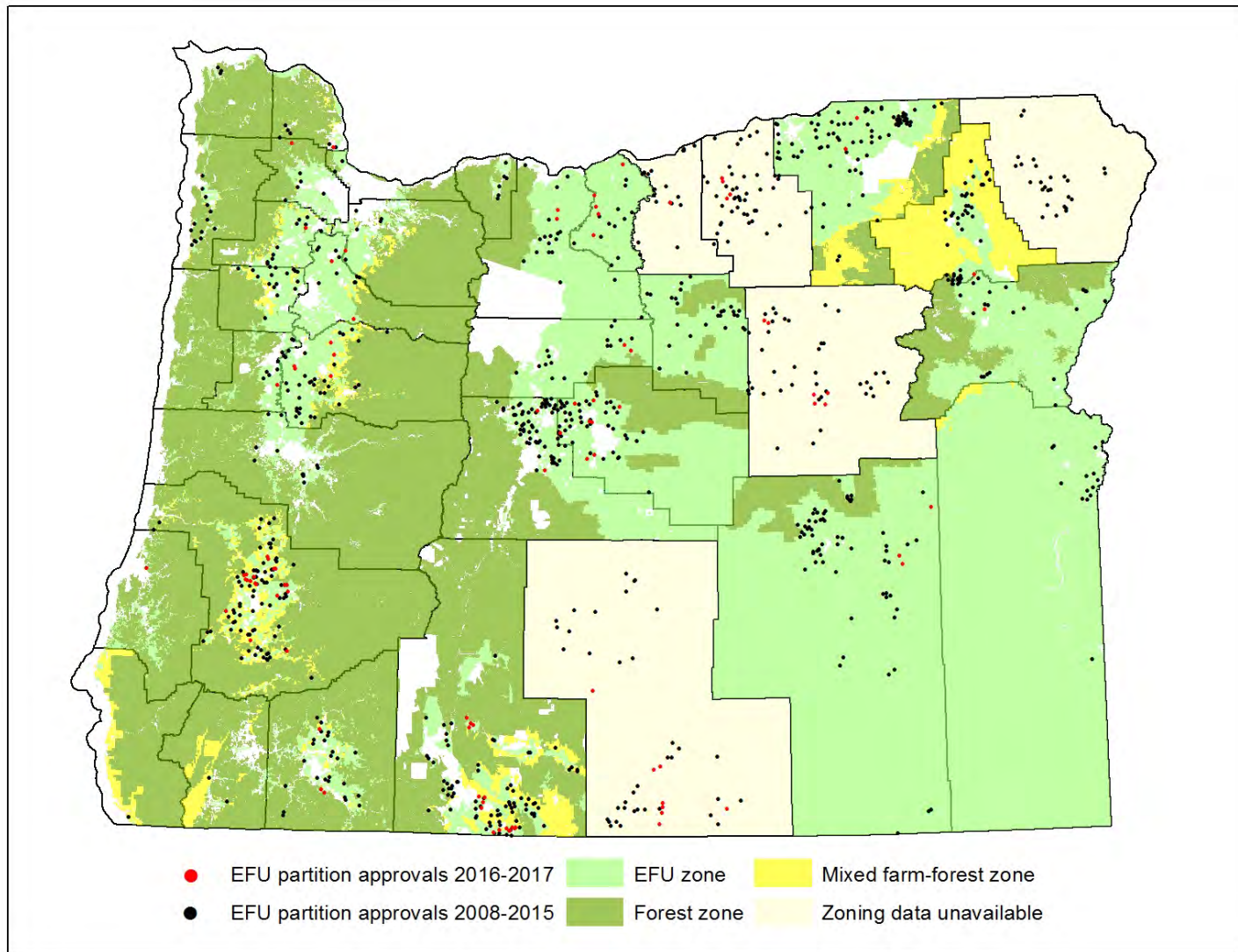
Property line adjustments

Property line adjustments are commonly employed for a variety of reasons. However, they may not be used to allow the approval of dwellings that would not otherwise be allowed. Property line adjustments are sometimes used in serial fashion on a single tract to effectively move an existing parcel to another location. Many of the reported property line adjustments involve more than two tax lots. In 2016, 357 property line adjustments were approved and 275 were approved in 2017 for total of 632 property line adjustments. During 2014-2015, 593 property line adjustments were approved.

Table 7. New parcel approvals on Farmland, parcel size and county, 2016–2017

County	0 to 5 acres		6 to 10 acres		11 to 20 acres		21 to 40 acres		41 to 79 acres		80 to 159 acres		160 to 319 acres		320+ acres		Total	
	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017
Baker	1										1						1	1
Benton											1						0	1
Clackamas																	0	0
Clatsop																	0	0
Columbia																	0	0
Coos		1															0	1
Crook	1						3			4	1	2	1		3	7	8	
Curry																	0	0
Deschutes	1				2	2											3	2
Douglas	1	14		2						2	3	1	1		1	4	21	
Gilliam					1									1		1	1	
Grant	2	4			1								1	2	3	7	6	
Harney													2		1	0	3	
Hood River	2					1				1						4	0	
Jackson	2										1		2			2	3	
Jefferson														2	2	2	2	
Josephine																	0	0
Klamath	5	4	1		1		2		1		2	3			1	13	7	
Lake		1	2							1			1		2	6	1	
Lane																	0	0
Lincoln																	0	0
Linn		1									4	4				4	5	
Malheur																	0	0
Marion									1		2						0	3
Morrow		2		1									1		1	1	4	
Multnomah	1																1	0
Polk	1									2							3	0
Sherman	2	1		4													2	5
Tillamook																	0	0
Umatilla	5		2	1						4	1	3		2		16	2	
Union	4	1											1			5	1	
Wallowa																	0	0
Wasco	1		1		2	2							1			5	2	
Washington																	0	0
Wheeler																	0	0
Yamhill	1									2	2	1				4	2	
Total	30	29	6	8	4	5	5	3	1	1	22	19	12	8	11	8	91	81

Figure 9. Map of Land Divisions on Farmland, 2008-2017

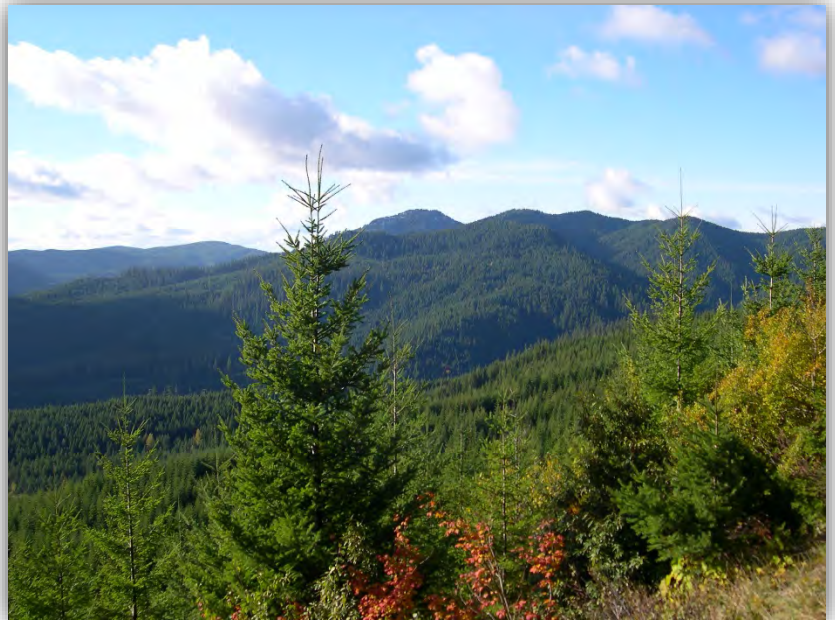


Oregon's Forestland Protection Program

The conservation of forest land is one of the primary objectives of Oregon's statewide planning program. Oregon has determined that it is in the state's interest to protect the land resource foundation of one of its largest industries – forestry – as well as to protect other forest values, including soil, air, water and fish and wildlife resources.

The Land

Approximately 19 percent of Oregon's land base – 11.9 million acres – is in non-federal forest use according to the Oregon Forest Resources Institute (OFRI, 2017). Oregon retains 98 percent of the non-federal acreage that was in forest or mixed farm-forest land cover in 1984 (Gray et al, 2016). All counties had adopted comprehensive plans implementing Statewide Planning Goal 4 (Forest Lands) in 1984.



The Economy

Forestry products and services employ nearly 61,000 people directly in Oregon and are critical to Oregon's rural communities (OFRI, 2017). Global competition, environmental controls and rising forest management costs have created serious challenges to the continued economic viability of Oregon's working forests. Large areas of industrial forestland have changed hands in recent years and there is growing pressure to divide and convert forestland to residential and other developed land uses. Many mills across the state have closed. As less federal and industrial forestland is available to harvest, more privately owned woodlots are being harvested.

Oregon is the nation's top producer of softwood lumber and plywood (OFRI, 2017). Development of advanced wood products, such as cross-laminated timber, are opening new market opportunities for use of wood in large commercial and multifamily residential buildings.

Wildfire

Oregon's 2017 wildfire season was a challenge for emergency responders, landowners, businesses, wildlife, and many other individuals who suffered negative health impacts. 665,000 acres of forest and rangeland burned, which is approximately the size of Tillamook County (OFRI, 2017). The total cost of fire suppression was \$454 million which does not include negative economic impacts such as business closures, event cancellations, and highway closures (OFRI, 2017). Large fires such as the Chetco Bar Fire in southwestern Oregon and the Eagle Creek Fire in the Columbia Gorge were particularly damaging.



Source: Wonderlane

Trends suggest that wildfires in Oregon are becoming more severe. The amount of acres burned in three of the past four years have exceeded the 10-year average (Northwest Interagency Coordination Center, 2017). A combination of high fuel loads, declining forest health, and a warmer climatic outlook suggest an unusually high level of fire risk in the future (ODF, 2017).

Oregon requires residential and other developed uses in forest zones to incorporate fire safety measures,

such as fuel-free breaks around buildings. Development in forest zones is still prone to wildfire damage and increases the cost of emergency wildfire protection. The existence of structures, particularly dwellings, can significantly alter fire control strategies and can increase the cost of wildfire protection by 50 to 95 percent (Gorte, 2013). Isolated forest dwellings particularly increase suppression costs. The cost of protecting two homes instead of one within six miles of wildfire is over estimated to be over \$31,000 (Gude et al, 2012). For comparison, the additional cost of protecting 100 homes instead of 99 homes within six miles of wildfire is estimated at \$319 (Gude et al, 2012).

Recreation and tourism

Both public and private forest lands have long provided a variety of recreational opportunities. Interest in outdoor activities continues to grow across the state. Recreation and tourism in and around forest areas provides personal and societal benefits and generates significant economic activity. Many locations within Oregon, including those near forests, serve as appealing day and overnight destinations for both Oregon residents and out-of-state visitors who participate in outdoor activities. Forest zones allow a variety of recreation and tourism pursuits appropriate to a forest environment. Recreation and tourism opportunities in and near forest areas can be expected to continue to grow in the future.



Carbon sequestration

Oregon’s forests make an enormous contribution to carbon sequestration. Landowners participating in established carbon markets may receive additional income by adopting practices designed to increase carbon sequestration (e.g. delaying forest harvests). The Oregon Department of Forestry is currently working with the U.S. Forest Service to provide a report on the storage and flux of carbon in forest ecosystems for carbon accounting purposes.

Forest Land Use Policy

Statewide Planning Goal 4, “Forest Lands”, seeks to maintain Oregon’s forests to allow for tree harvesting that is consistent with sound management of soil, air, water, fish, and wildlife resources. Recreational opportunities and agriculture are also encouraged on forestland. Other uses allowed on forestland (e.g. dwellings) are limited and subject to standards that make them more compatible with forestry, agriculture, and preservation of natural resources. Large minimum lot sizes are prescribed to help ensure land is used in accordance with the purposes of Goal 4.

Forest and Mixed Farm-Forest Zones

Lands that are subject to Goal 4 are zoned forest or mixed farm-forest by counties. Approximately 11.7 million acres in Oregon are included in forest or mixed farm-forest zones. Mixed farm-forest zones must comply with Goal 3 (Agricultural Lands) and Goal 4 requirements.

A variety of uses are allowed in forest and mixed farm-forest zones. Some activities allowed under the Forest Practices Act (e.g. logging, reforestation) do not require county land use approval. Dwellings may be allowed under certain circumstances.

Counties may also permit nonresidential uses that are compatible with farm and forest practices. Minimum lot sizes are typically 80 acres in order to prevent conversion of forestland.

Minimizing fire risk is a major concern in forest zones. New dwellings and structures are required to have defensible fuel-free space around them. Dwellings must be in a fire protection district or have other sufficient means of suppressing fire such as an onsite lake and sprinklers. Fire retardant roofs and spark arrestors are required for dwellings. County road design requirements for firefighting equipment also need to be met.

Forest zoning has been instrumental in maintaining working forests in Oregon. The Oregon Department of Forestry reports that Washington’s loss of wildland forest between 1974 and 2014 was nearly three times the amount of wildland forest lost in Oregon (Gray et al, 2018).



Source: US Forest Service

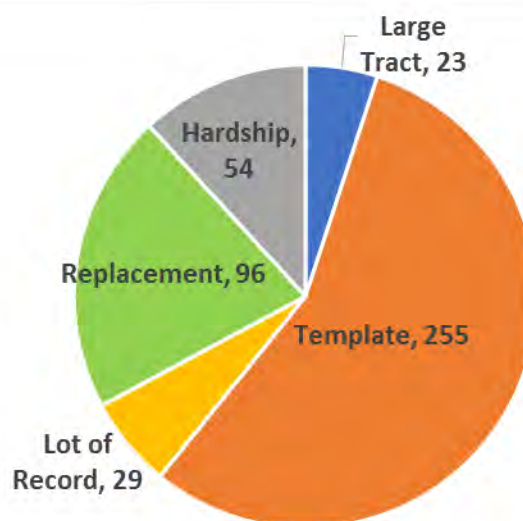
Land Use Decisions on Forestland

Dwellings

Five types of dwellings may be approved on forestland: large tract forest dwellings, lot of record dwellings, template dwellings, replacement dwellings and temporary hardship dwellings. In 2016, 216 dwellings were approved in forest zones with 241 approvals in 2017 for a total of 457 dwelling approvals (see Table 8). This is similar to 2014-2015 when 447 dwellings were approved.

As shown in Figure 10, 56 percent of the 2016-2017 dwelling approvals were for template dwellings, 21 percent were replacement dwellings, 12 percent temporary hardship dwellings, and less than 10 percent of approvals were for lot of record and large tract dwellings.

Figure 10. Dwelling types on Forestland, 2016-2017



Template Dwellings

Template dwellings are allowed on forestland that has already been altered by existing dwellings and parcelization. Template dwellings may be approved where there is a certain amount of pre-1993 dwellings and parcels established within a 160 acre “template” centered on the parcel. Locating multiple dwellings in the same area provides greater opportunity for fire protection than isolated forest dwellings.

In 2016-2017, 255 template dwellings were approved statewide (121 approvals in 2016 and 134 approvals in 2017). This is a decrease from 2014–2015 when 278 template dwellings were approved. Lane County approved the most template dwellings in 2016–2017 with 39 approvals. Other counties with at least 20 template dwelling approvals include: Coos (33 approvals), Jackson (28), Clackamas (27), and Columbia (23). Eighty-five percent of the template dwellings approved in 2016-2017 were on the most productive forest soils. As shown in Table 9, 66 percent of the template dwelling approvals occurred on parcels containing 20 acres or less.

Template dwellings have historically had the highest number of approvals in forest zones. Since 1994, 58 percent of all forest zone dwelling approvals were approved the template dwelling option. As shown on Figure 11, template dwelling approvals have increased since the sharp decline from 2008-2010.

There have been some concerns regarding the number of template dwellings approved. Statute allows for one template dwelling per “tract” which is defined as “one or more contiguous lots or parcels under the same ownership.” When a tract consists of multiple parcels, an owner may sell

one of the parcels to a new owner which allows two template dwellings to be approved instead of one. There have also been cases where a series of property line adjustments are used to relocate forest parcels into areas where a template dwelling may be approved. These issues could be addressed by requiring tracts and parcels to be created by a specific date in order to be eligible for template dwellings. Fire risk is also a concern. Although template dwellings are limited to areas that have existing residential development, the approval of new dwellings presents additional fire risks and increase structural protection responsibilities.

Large Tract Dwellings

Landowners with large amounts of forest land may construct a dwelling in a forest zone based on the acreage owned. In western Oregon, large tract dwellings must be on ownerships of at least 160 contiguous acres or 200 noncontiguous acres. In eastern Oregon, they must be on ownerships of 240 or more contiguous or 320 or more noncontiguous acres.



In 2016-2017, 23 large tract dwellings were approved statewide (8 approvals in 2016 and 15 approvals in 2017). This is a slight increase from 2014-2015 when 18 large tract dwellings were approved. Nine of the approvals occurred in Jackson County.

Lot of Record Dwellings

Forest landowners and families who have owned the same property since 1985 may be eligible for a lot of record dwelling. The property must have a low capability for growing merchantable tree species and be located near a public road.

Twenty-nine lot of record dwellings were approved in 2016-2017 (21 approvals in 2016 and 8 approvals in 2017). This is an increase from 2014-2015 when 19 lot of record dwellings were approved. Lot of record dwelling approvals are spread fairly evenly across the state and are on a variety of parcel sizes.

Temporary Hardship Dwellings

Temporary hardship dwellings are approved for relatives with a medical hardship and must be removed at the end of the hardship. A temporary hardship dwelling must be sited in conjunction with an existing dwelling. DLCD does not track the removal of these dwellings when they are no longer needed.

Nineteen hardship dwellings were approved in 2016 with 35 approvals in 2017 for a total of 54 approvals. This is a significant increase from 2014-2015 when 23 temporary hardship dwellings were approved on forestland. Clackamas County had over half of the hardship dwelling

approvals on forestland in 2016-2017. The 35 approvals in 2017 were the most since 41 hardship dwellings were approved in 2002.

Replacement Dwellings

A replacement dwelling is a new home that replaces an older dwelling on a parcel. A total of 96 replacement dwellings were approved in 2016-2017 (47 approvals in 2016 and 49 approvals in 2017). This is a slight decrease from 2014-2015 when 109 replacement dwellings were approved. Established dwellings that are being replaced must be removed, demolished or converted to another allowed use within three months of completion of the replacement dwelling. Thirty-five percent of dwellings approved for replacement were removed, 35 percent were demolished, and 16 percent were converted to non-residential use with 14 percent not specified.

Cumulative Dwelling Approvals

Between 1994 and 2017, over 9,000 dwellings of all types were approved on forestland across the state. Figures 11 and 12 below illustrate the number of dwelling unit approvals for each year since 1994 for the different dwelling types. The total dwellings approved over this timeframe are provided in Table 10. Fifty-eight percent of all dwelling approvals from 1994-2017 were template dwellings, 21 percent were replacement dwellings, nine percent were lot of record, seven percent temporary hardship, and five percent large tract dwellings. Lane County had the most approvals during this timeframe with 1,414 dwellings approvals, 942 of which were template dwellings. The map in Figure 13 shows dwellings approvals on forestland from 2008-2017.



Table 8. Dwelling approvals on Forestland by type and county, 2016–2017

County	Large Tract		Template		Lot of Record		Temporary Hardship		Replacement		Total	
	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017
Baker				1	3				2	3	3	
Benton			1	2			2	2			3	4
Clackamas		1	13	14	3	2	8	23			24	40
Clatsop			2	5							2	5
Columbia			13	10	2						15	10
Coos		1	17	16			1				18	17
Crook	2								1		2	1
Curry	1	1	3	2	1						5	3
Deschutes		1	2			1		2	2		4	4
Douglas		2	3	4					8	3	11	9
Gilliam											0	0
Grant		1							2		2	1
Harney											0	0
Hood River			1	4					1	1	2	5
Jackson	5	4	10	18	3		3			1	21	23
Jefferson											0	0
Josephine			3	9	1				2		4	11
Klamath				4		2					0	6
Lake											0	0
Lane			24	15	2	1	2		2	5	30	21
Lincoln			5	3							5	3
Linn				1				1	3	4	3	6
Malheur											0	0
Marion			2	2	1				1	2	4	4
Morrow			2	1					1		3	1
Multnomah			1	1					3	1	4	2
Polk		2	7	7			1	3	9	9	17	21
Sherman											0	0
Tillamook			1	2	1		1		1	1	4	3
Umatilla											0	0
Union		2							3	6	3	8
Wallowa			4		3	1			2	1	9	2
Wasco					1			1		1	1	2
Washington			5	7		1	1	1	6	3	12	12
Wheeler										1	0	1
Yamhill			2	6				2	3	5	5	13
Total	8	15	121	134	21	8	19	35	47	49	216	241

Table 9. Template dwelling approvals on Forestland, parcel size and county, 2016–2017

County	0 to 5 acres		6 to 10 acres		11 to 20 acres		21 to 40 acres		41 to 79 ac.		80+ acres		Total	
	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017
Baker											1		0	1
Benton	1					1		1					1	2
Clackamas	4	3	3		3	3	3	2		6			13	14
Clatsop		1	1	1				1		2	1		2	5
Columbia	2	1	3	4	6	2	1	3	1				13	10
Coos	5	3	1	4	5	5	4	2	2	1		1	17	16
Crook													0	0
Curry	1	1	1	1	1								3	2
Deschutes			1		1								2	0
Douglas			2			1	1	3					3	4
Gilliam													0	0
Grant													0	0
Harney													0	0
Hood River			1	1		1		2					1	4
Jackson	2	6		3	2	5	2	2	4	1		1	10	18
Jefferson													0	0
Josephine		1	1	1		1		3	1	1	1	2	3	9
Klamath				1				1				2	0	4
Lake													0	0
Lane	7	4	5	4	6	4	4	3	2				24	15
Lincoln	1	1		1	1	1	3						5	3
Linn		1											0	1
Malheur													0	0
Marion		1	1		1			1					2	2
Morrow			2	1									2	1
Multnomah					1			1					1	1
Polk	2	1	2	3		1	1	2	1		1		7	7
Sherman													0	0
Tillamook	1					1				1			1	2
Umatilla													0	0
Union													0	0
Wallowa	2						1				1		4	0
Wasco													0	0
Washington	1	2	2		1		1	3				2	5	7
Wheeler													0	0
Yamhill	1	1	1			3		2					2	6
Total	30	27	27	25	28	29	21	32	11	12	4	9	121	134

Figure 11. Dwelling approvals on Forestland by year, all counties, 1994–2017

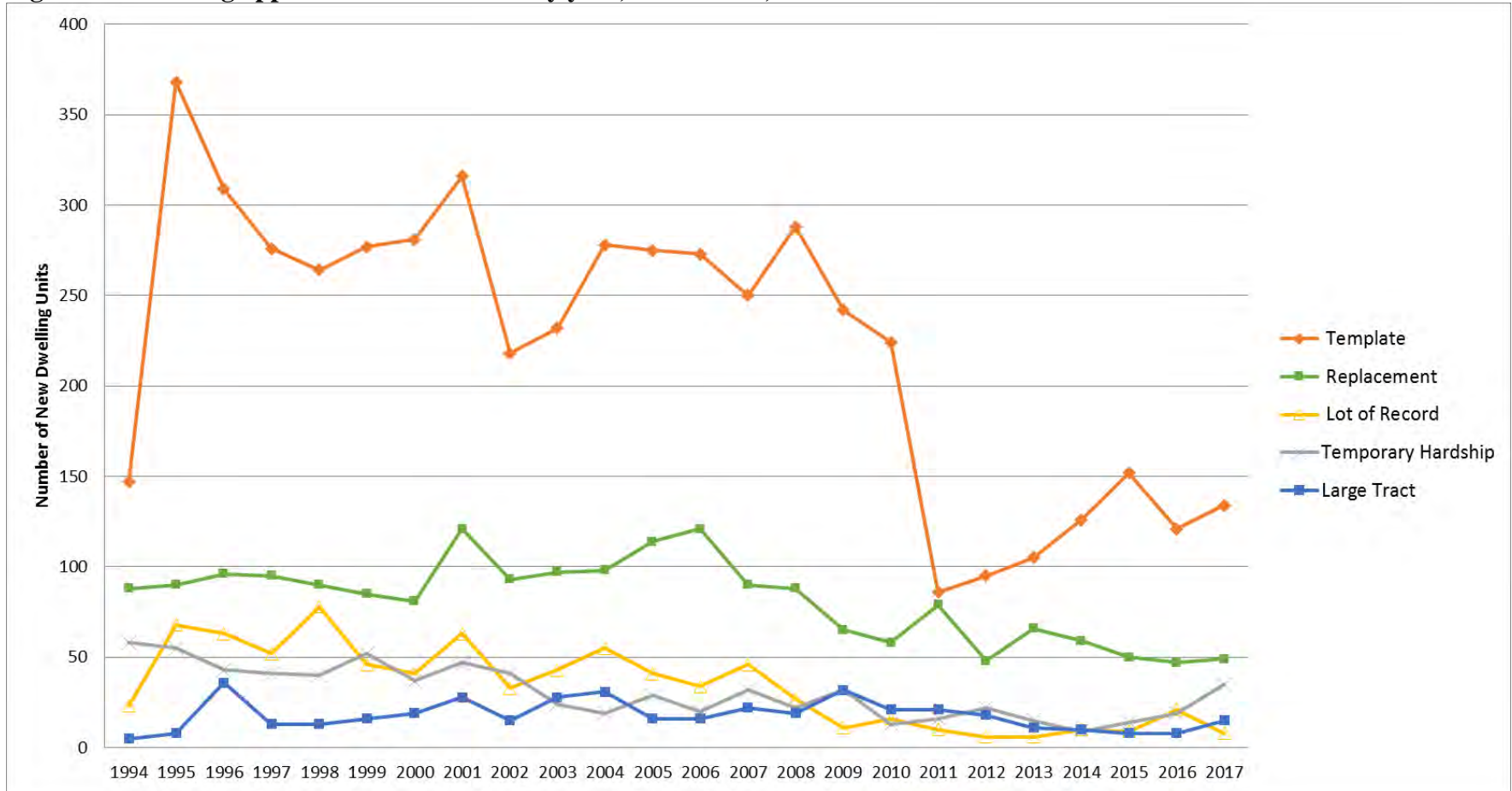


Figure 12. Total dwelling approvals on Forestland, by county, 1994–2017

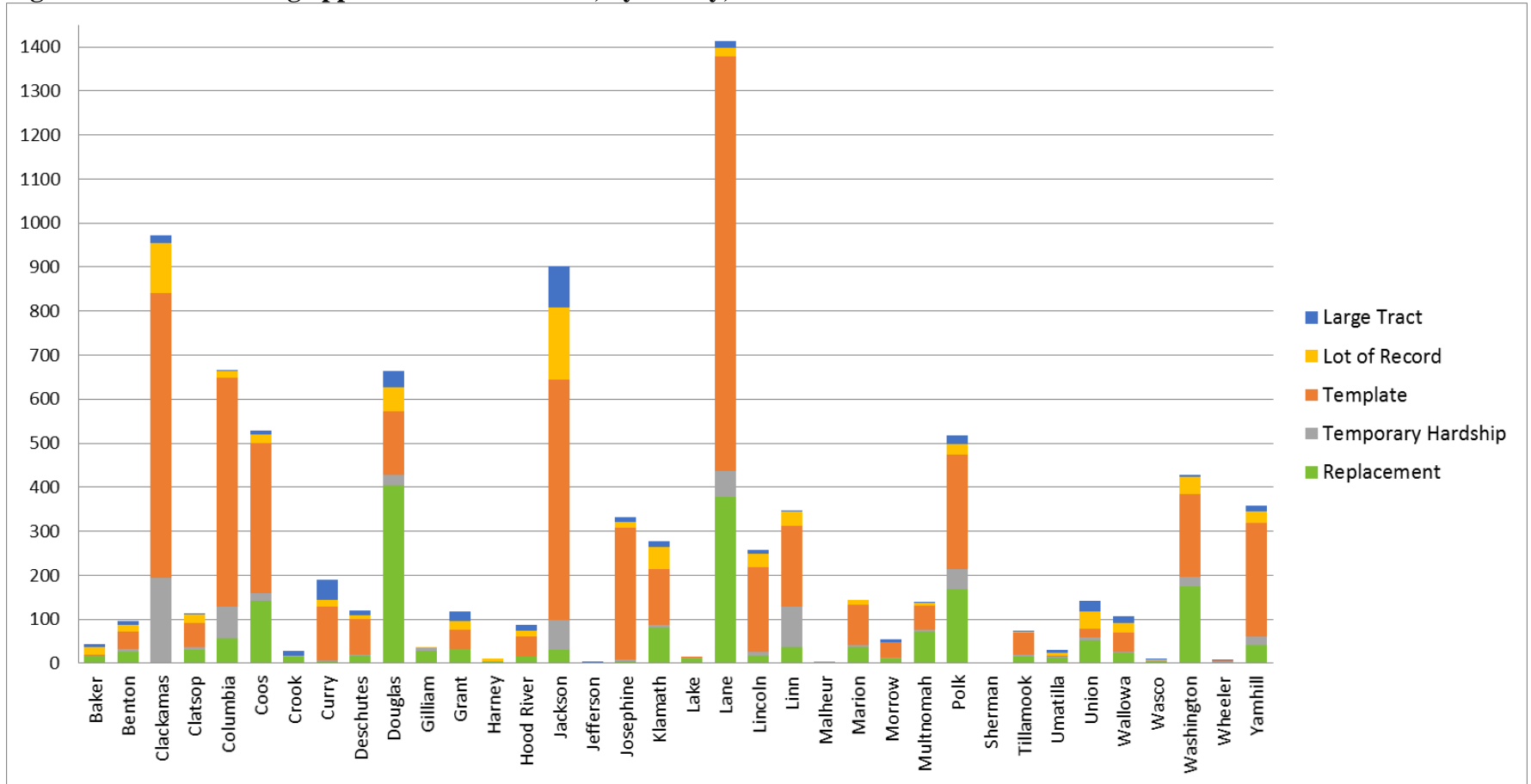
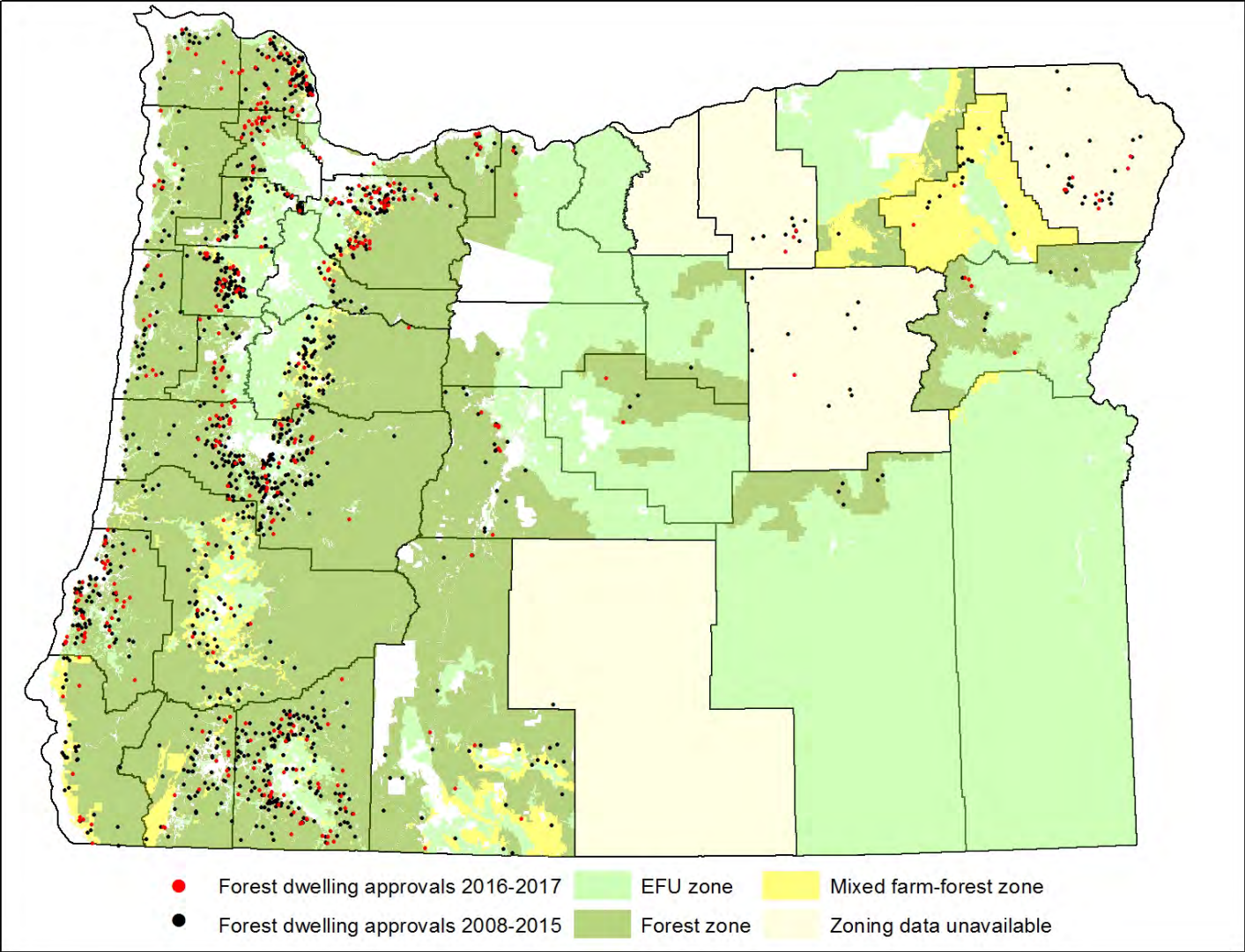


Table 10. Dwellings approvals on Forestland, by county, 1994-2017

County	Template	Large Tract	Lot of Record	Temporary Hardship	Replacement	Total
Baker	2	8	17	0	17	44
Benton	39	8	17	7	25	96
Clackamas	647	18	112	195	0	972
Clatsop	54	2	20	6	31	113
Columbia	520	1	15	72	56	664
Coos	341	8	20	17	142	528
Crook	0	11	1	1	16	29
Curry	122	45	17	1	5	190
Deschutes	82	10	8	2	17	119
Douglas	146	39	53	24	403	665
Gilliam	0	0	1	6	29	36
Grant	44	20	21	0	32	117
Harney	0	0	5	0	5	10
Hood River	47	12	13	0	15	87
Jackson	547	94	164	68	30	903
Jefferson	0	3	0	0	1	4
Josephine	301	12	12	3	5	333
Klamath	126	14	50	8	80	278
Lake	1	0	0	1	11	13
Lane	942	15	20	59	378	1,414
Lincoln	192	7	32	8	18	257
Linn	184	4	32	91	37	348
Malheur	0	0	0	4	0	4
Marion	91	0	12	5	37	145
Morrow	33	6	1	3	11	54
Multnomah	55	1	6	6	71	139
Polk	258	20	25	46	169	518
Sherman	0	0	0	0	0	0
Tillamook	49	2	4	5	15	75
Umatilla	3	8	5	1	14	31
Union	20	24	39	6	52	141
Wallowa	42	15	22	4	23	106
Wasco	1	2	2	2	4	11
Washington	189	4	39	22	174	428
Wheeler	1	1	0	2	3	7
Yamhill	258	15	25	19	42	359
Total	5,337	429	810	694	1,968	9,238

Figure 13. Map of new dwellings on Forestland, 2008-2017



Nonresidential uses

In addition to a range of traditional forest-related uses, the commission has recognized that some nonforest uses are acceptable in forest areas. These uses are set forth in OAR 660-006-0025. Nonforest uses are subject to local land use approval and must demonstrate that they will not force a significant change in or significantly increase the cost of accepted farm or forest practices on farm or forest land.

Table 11 shows nonresidential uses approved on forestland in 2016-2017. The most commonly approved use in 2016-2017 was home occupations (14 approvals). There were 17 approvals for utility related uses, 10 approvals for recreation related uses, and nine approvals for mineral and aggregate uses.

Table 11. Nonresidential use approvals on Forestland, 2016-2017

Type of use	2016	2017	Total	County approvals
Commercial power generating facility	3		3	Clackamas (2), Polk (1)
Communication facilities	5	3	8	Clatsop (1), Douglas (1), Hood River (1), Lincoln (2), Linn (1), Tillamook (1), Washington (1)
Exploration for minerals/aggregate		2	2	Lake (2)
Fire station		2	2	Lane (1), Wheeler (1)
Home occupation	10	4	14	Benton (1), Clatsop (1), Coos (1), Jackson (2), Lincoln (1), Polk (4), Union (1), Wallowa (3)
Logging equipment repair/storage	2	1	3	Jackson (1), Tillamook (2)
Mineral & aggregate	4	2	6	Jackson (1), Klamath (2), Lincoln (2), Wallowa (1)
Private hunting & fishing without lodging		1	1	Wheeler (1)
Private park/campground	3	3	6	Clackamas (2), Jackson (2), Klamath (1), Marion (1)
Public park	1	1	2	Benton (1), Multnomah (1)
Reservoirs/water impoundment	1	1	2	Clackamas (1), Tillamook (1)
Road improvements, conditional	1	1	2	Jackson (1), Washington (1)
Road improvements, outright		3	3	Coos (1), Umatilla (1), Washington (1)
Temporary batch plant	1		1	Klamath (1)
Water intake facilities	3	1	4	Clackamas (1), Clatsop (1), Polk (2)
Youth camp		1	1	Clackamas (1)
Total	34	26	60	

Land Divisions and Property Line Adjustments

Twenty-six new parcels were approved in 2016 with 22 new parcels in 2017 for a total of 48 new parcels (see Table 12). These numbers decreased from 2014-2015 when 63 new parcels were created. Figure 14 shows land divisions on forestland from 2008-2017.

Forestland divisions

In 2016-2017, 24 parcels met the minimum parcel size of 80 acres. This is similar to 2014-2015 when 25 parcels met the minimum parcel size. In 2016-2017, forest land divisions occurred fairly evenly across the state with highest number of approvals in Grant County (six new parcels).

Nonforest land divisions

Nonforest land divisions are allowed in only a few circumstances, including the creation of a parcel or parcels to separate one or more existing dwellings on a property. In 2016-2017, 24 new nonforest parcels were approved, a decrease from the 38 non-forest parcels created in 2014-2015. The majority of these parcels are five acres or smaller. The most common reason for creating smaller parcels in 2016-2017 was to divide a parcel that has multiple dwellings (11 approvals).

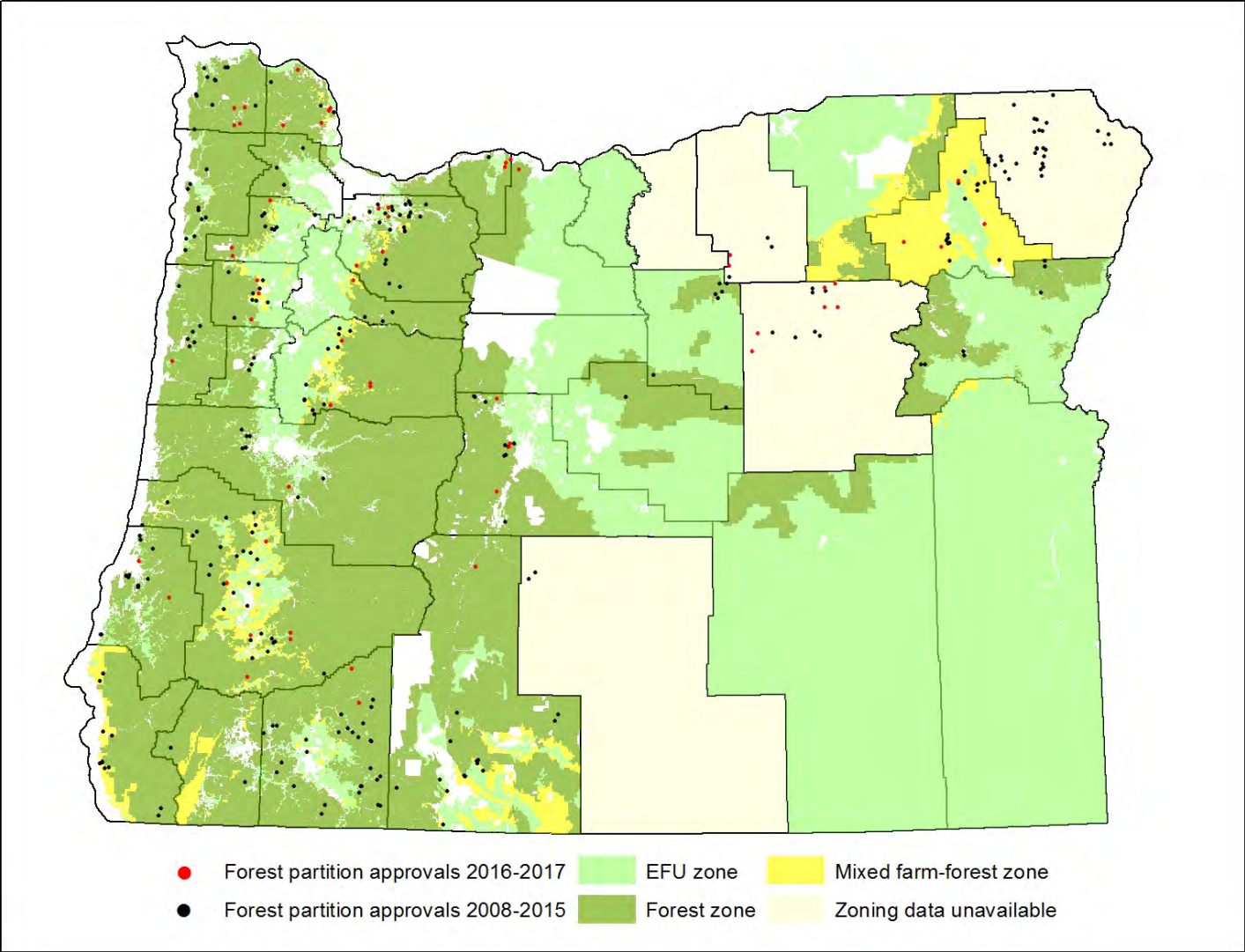
Property line adjustments

Property line adjustments on forest land may occur for a variety of reasons. Occasionally they are used to adjust parcels to areas where they can be approved for dwellings. Many of the reported property line adjustments involve more than two tax lots. In 2016, 107 property line adjustments were approved and 114 were approved in 2017 for total of 221 adjustments on forest land. This is an increase from 2014-2015 when 175 property line adjustments were approved on forest land.

Table 12. New parcel approvals on Forestland, parcel size and county, 2016–2017

County	0 to 5 acres		6 to 10 acres		11 to 20 acres		21 to 40 acres		41 to 79 acres		80 to 159 acres		160 to 319 ac.		320+ acres		Total	
	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017	2016	2017
Baker																	0	0
Benton																	0	0
Clackamas	4	1									2						4	3
Clatsop																	0	0
Columbia	1			1							1						2	1
Coos						1											0	1
Crook																	0	0
Curry																	0	0
Deschutes							2						2				4	0
Douglas	1	3												2			1	5
Gilliam																	0	0
Grant											1	2		2	1		2	4
Harney																	0	0
Hood River																	0	0
Jackson													1	1			1	1
Jefferson																	0	0
Josephine																	0	0
Klamath																	0	0
Lake																	0	0
Lane	1	1															1	1
Lincoln										1							0	1
Linn	1					1					1						2	1
Malheur																	0	0
Marion											1						1	0
Morrow													2				2	0
Multnomah																	0	0
Polk	2										1						3	0
Sherman																	0	0
Tillamook																	0	0
Umatilla																	0	0
Union																2	0	2
Wallowa																	0	0
Wasco							1			1	1		1				3	1
Washington																	0	0
Wheeler																	0	0
Yamhill		1															0	1
Total	10	6	0	1	0	2	3	0	0	2	6	4	6	5	1	2	26	22

Figure 14. Map of land divisions on Forestland, 2008-2017



Ballot Measures 37 and 49

If a state or local government enacts a land use regulation that restricts a residential use or a farm or forest practice, and reduces the fair market value of a property, then the landowner may qualify for compensation under Ballot Measure 49. Oregon voters initially passed Ballot Measure 37 in 2004, which was later modified by the Oregon legislature and approved by the voters in 2007 as Ballot Measure 49. Enactment of Measure 49 retroactively voided some Measure 37 claims.

Measure 49 relief for former Measure 37 claims ended in 2011. DLCD received 4,960 Measure 49 claims and authorized 3,542 claims for residential development (Table 13). The difference between claims received and authorizations issued is partly due to multiple claims being filed for contiguous properties. Under Measure 49, contiguous properties were combined into single claims.

Table 13 shows the number of new dwellings and new parcels authorized under Measure 49 for each county. A total of 6,238 new dwellings and 3,953 new parcels were authorized. Approximately 90 percent of Measure 49 approvals are on land in farm and forest zones.

Property owners who desire to construct new dwellings or create new parcels must apply to the county for approval subject to the terms of their Measure 49 order. For the first time, this report contains information on county land use approvals for new dwellings and parcels authorized by Measure 49 claims. However, the number of Measure 49 dwellings approved by counties is underrepresented. While statute requires counties to send notice of Measure 49 land use decisions to DLCD, some counties only require a building permit to place a Measure 49 dwelling on an existing parcel. Counties are not required to send notice of building permits.

On farmland, counties sent approvals for 115 Measure 49 dwellings and 94 new Measure 49 parcels in 2016-2017. For comparison, counties approved 221 nonfarm dwellings and 172 non-Measure 49 parcels in the same period on farmland. On forestland, counties reported approvals for 58 Measure 49 dwellings and 53 new Measure 49 parcels in 2016-2017. For comparison, counties approved 255 template dwellings in the same period and 48 new non-Measure 49 parcels on forestland.

Due to the variability in receiving notice of Measure 49 development from counties, DLCD periodically estimates the total numbers of Measure 49 dwellings built and parcels created since 2009, when the first authorizations were issued. This is accomplished by analyzing county tax assessor's data for counties that share this data. DLCD estimated that by 2016, 12 percent of new dwellings and 28 percent of new parcels authorized by Measure 49 had been completed.

Measure 49 authorizations are tied to a specific property and may be conveyed to a new owner when the property is sold. Unless the new owner is a spouse or revocable trust, all authorized Measure 49 development must be completed within ten years of the property conveyance. DLCD anticipates that Measure 49 development will increase in the coming years as properties conveyed in 2009 and 2010 near the ten year deadline.

Many claimants who had completed development or who were vested in their Measure 37 projects on the date Measure 49 was enacted did not file a Measure 49 election. County approvals of Measure 37 developments are not included in this report. DLCDC is working on tracking these developments and intends to provide that information in future reports.

Table 13. Total Measure 49 authorizations, by county

County	Claims	Claims Authorized	Authorized New Dwellings	Authorized New Parcels
Baker	97	66	112	54
Benton	80	57	91	53
Clackamas	863	673	1,158	810
Clatsop	52	29	45	27
Columbia	79	50	90	62
Coos	135	96	182	104
Crook	33	21	44	27
Curry	75	48	99	48
Deschutes	116	83	130	93
Douglas	168	124	208	148
Gilliam	1	0	0	0
Grant	5	3	5	5
Harney	0	0	0	0
Hood River	160	117	168	113
Jackson	349	265	445	306
Jefferson	142	86	185	113
Josephine	124	82	142	106
Klamath	139	92	195	78
Lake	1	1	1	1
Lane	327	237	466	292
Lincoln	78	62	110	49
Linn	270	182	331	222
Malheur	19	11	16	10
Marion	322	211	361	223
Morrow	0	0	0	0
Multnomah	72	50	84	39
Polk	247	168	302	184
Sherman	0	0	0	0
Tillamook	67	40	78	46
Umatilla	34	25	55	30
Union	31	19	28	20
Wallowa	38	29	63	37
Wasco	31	26	44	21
Washington	485	360	607	390
Wheeler	2	0	0	0
Yamhill	318	229	393	242
Total	4,960	3,542	6,238	3,953

Urban Growth Boundary Expansions and Zone Changes

Urban growth boundaries (UGBs) help prevent conversion of irreplaceable farm and forest lands, while limiting the cost of services associated with expansion of urban infrastructure into rural areas. Cities must have a 20 year supply of land within UGBs to meet their residential, commercial, and industrial needs. Periodically it is necessary to expand UGBs onto rural lands to meet those needs. Lands zoned EFU, forest, and mixed farm-forest are given lower priority for inclusion in UGBs than lands already zoned for rural development or nonresource lands.

Rural zone changes are usually approved in order to allow land uses that otherwise would not be permitted in an EFU, forest, or mixed farm-forest zone. Examples include clustered rural residential parcels, mineral and aggregate quarries, and institutional uses such as schools serving an urban population. A zone change typically includes an exception to Statewide Planning Goals 3 or 4 based on existing development, development patterns on surrounding lands, or other reasons. A goal exception is not required if it can be demonstrated that a parcel does not qualify as agricultural or forest land and is nonresource land.

2016-2017 approvals

Table 14 shows that 1,417 acres brought into UGBs in 2016-2017 were formerly zoned EFU and 135 acres were zoned forest or mixed farm-forest. A total of 4,450 acres were added to UGBs in 2016-2017 (see Table 15). Lands zoned EFU accounted for 32 percent of the total acreage while forestland was only 3 percent. This demonstrates that state rules prioritizing the inclusion of Goal 3 and 4 exception areas and nonresource lands in UGBs continue to be effective.

The largest UGB expansions were for the cities of Bend, Eugene and Sandy. Bend's 2,380 acre UGB expansion did not include any land zoned EFU, forest, or mixed farm-forest. The City of Eugene's expansion included 939 acres of EFU for employment land. Less than half of Sandy's 652 acre expansion was zoned EFU or forest.

Table 14 also shows acres rezoned for rural development. In 2016-2017, 825 acres of EFU land and 336 acres of forest and mixed farm-forest land were rezoned for rural development. Mineral and aggregate uses led to rezoning of 276 acres. Solar development accounted for the rezoning of 167 acres. Over 50 percent of the 470 acres rezoned in Lane County for rural development occurred as a result of a marginal lands designation, which is process allowed only in Lane and Washington counties. Five zone changes encompassing 128 acres were approved based on nonresource land findings rather than a goal exception (see Table 18).

In 2016-2017, 432 acres of EFU land were rezoned to forest or mixed farm-forest zones and 76 acres were rezoned from forest to EFU. A zone change from EFU to forest or vice versa does not require a goal exception. These zone changes are often pursued to facilitate development that is allowed in one rural zone but not another. As an example, it is easier to get template dwelling approval than nonfarm dwelling approval in the Willamette Valley, prompting rezonings to forest use in this area. Outside the Willamette Valley it can be easier to get nonfarm dwelling approvals instead of forest zone template dwelling approvals.

Table 14. UGB expansions and zone changes on Farm and Forest Land, by county, 2016–2017

County	Exclusive Farm Use					Forest & Farm-Forest				
	To Forest	To other Rural Zone	To UGB	Other zone to EFU	Net Total	To EFU	To other Rural Zone	To UGB	Other zone to Forest	Net Total
Baker					0					0
Benton		8			8					0
Clackamas		5	202		207			4		4
Clatsop					0			49		49
Columbia					0					0
Coos	71				71				71	-71
Crook			160		160					0
Curry					0					0
Deschutes		58			58					0
Douglas					0		32			32
Gilliam					0					0
Grant	279				279				279	-279
Harney					0					0
Hood River					0					0
Jackson		77			77		20			20
Jefferson			2		2					0
Josephine					0		39			39
Klamath		107		13	94					0
Lake			61	58	3					0
Lane	82	258	939		1,280		212		82	130
Lincoln					0					0
Linn					0		1			1
Malheur					0					0
Marion		12			12					0
Morrow		13	9		22					0
Multnomah					0					0
Polk			42		42					0
Sherman		100			100					0
Tillamook					0					0
Umatilla		184			184		16			16
Union					0		16			16
Wallowa					0					0
Wasco					0					0
Washington					0			82		82
Wheeler			2		2					0
Yamhill				76	-76	76				76
Total	432	825	1,417	147	2,527	76	336	135	432	116

Cumulative UGB expansions and zone changes

Between 1989 and 2017, a total of 50,570 acres of EFU land has been added to UGBs or rezoned for rural development. In forest and mixed farm-forest zones, 17,016 acres were removed due to UGB expansions and zone changes to allow rural development during this timeframe. As shown in Figure 15, UGB expansions on EFU account for nearly the same acreage as zone changes to rural development. On forestland, rural zone changes have accounted for more than double the acreage added to UGBs.

Figure 15. Farm and Forest Land rezoned or added to UGBs, 1989–2017

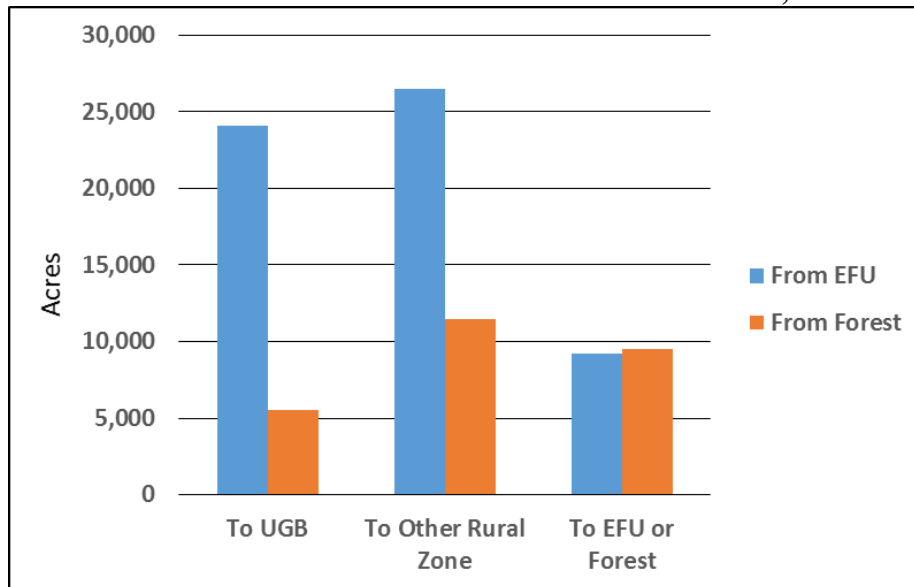


Table 15 shows UGB expansions from 1989 to 2017. Over 66,000 acres of land were added to UGBs statewide during this timeframe. Forty-one percent (27,300 acres) of the acres added was for the Portland-area Metro UGB. More than one-third of the new acreage added to UGBs in this period originated from farm zones, while eight percent was from forest or mixed farm-forest zones. As UGBs continue to expand fewer non-resource lands will be available to be brought into the boundaries, and more farm and forest land will come under pressure to be added to UGBs.

Tables 16 and 17 show rural zone changes from 1989-2017. Nearly 38,000 acres were rezoned from EFU, forest, or mixed farm-forest zones to other rural zones during this timeframe. A net of 21,034 acres were rezoned from EFU during 2001-2017. On forestland, a net of 6,541 acres were rezoned during 2001-2017.

Table 15. Farm and Forest Land included in UGBs by Year, 1989 – 2017

Year	Number	Acres	Acres from EFU Zones	Acres from Forest Zones
1989	25	1,445	259	100
1990	9	2,737	1,734	17
1991	21	1,480	177	70
1992	15	970	297	120
1993	22	2,277	1,390	448
1994	20	1,747	201	20
1995	15	624	219	143
1996	19	3,816	2,466	16
1997	12	668	508	40
1998	21	2,726	493	2
1999	10	927	587	72
2000	8	624	0	0
2001	4	140	11	0
2002	55	17,962	3,281	1,659
2003	10	385	124	85
2004	7	3,391	2,090	176
2005	10	739	70	8
2006	15	3,231	670	27
2007	19	292	105	65
2008	6	972	949	0
2009	7	782	686	4
2010	5	58	37	2
2011	6	2,738	1,662	699
2012	6	4,941	757	1,272
2013	7	894	559	0
2014	8	4,188	3,262	350
2015	7	1,028	79	1
2016	5	2,605	225	0
2017	10	1,845	1,192	135
Totals	384	66,232	24,090 (36%)	5,531 (8%)

Table 16. Farmland zone changes, 1989–2017

From EFU	To Commercial*	To Industrial**	To Residential	Subtotal	To Forest	Other zone to EFU	Net total change from EFU
1989 - 2000	614	1,370	5,986	7,970	2,410	944,670	934,290
2001	11	31	283	325	67	148	-244
2002	18	69	147	234	202	10	-426
2003	21	2	283	306	90	77	-319
2004	25	1,681	220	1,926	269	52	-2,143
2005	479	772	414	1,665	988	21	-2,632
2006	31	539	1,468	2,038	311	777	-1,572
2007	2	342	1,704	2,048	1,115	2,020	-1,143
2008	79	10	1,011	1,100	73		-1,173
2009	6	375	396	777	459	53	-1,183
2010	30	439	402	871	546	41	-1,376
2011		288	270	558	199		-757
2012	57	1,075	42	1,174	517		-1,691
2013			380	380	1,316		-1,696
2014	22	55	2,987	3,064	6	916	-2,154
2015	640	569	10	1,219	204	8	-1,415
2016	103	167	206	476		93	-383
2017	8	157	184	349	432	54	-727
Total	2,146	7,941	16,393	26,480	9,204	948,940	913,256

*Public zones are counted as commercial; **Mineral and aggregate zones are counted as industrial

Table 17. Forest and mixed farm-forest zone changes, 1989–2017

From Forest	To Commercial*	To Industrial**	To Residential	Subtotal	To EFU	Other zone to Forest	Net total change from Forest
1989 - 2000	16	275	3,692	3,983	8,517	36,854	24,354
2001			232	232			-232
2002			113	113	109		-222
2003			520	520	113		-633
2004		82	95	177	50		-227
2005		31	101	132	44	50	-126
2006		3	292	295		163	-132
2007	2	5	1,269	1,276		90	-1,186
2008	3	212	5	220	131	509	158
2009		56	2,451	2,507		27	-2,480
2010	215	185	489	889	10	378	-521
2011	2		53	55	162		-217
2012		5	74	79		80	1
2013	18	129		147	288		-435
2014	4		159	163		11	-152
2015		197	164	361		204	-157
2016		32	120	152	35		-187
2017	16	136	32	184	41	432	207
Total	276	1,348	9,861	11,485	9,500	38,798	17,813

*Public zones are counted as commercial; **Mineral and aggregate zones are counted as industrial

Table 18 shows acres rezoned using a nonresource lands process. Rural resource lands (commonly referred to as nonresource lands) are rural lands that do not meet the state’s definition of agricultural or forest lands. Rural resource lands are not subject to Statewide Planning Goals 3 and 4 and may be zoned by counties for other uses. These lands are commonly rezoned for rural residential development with minimum parcel sizes of 10 acres or less.

In 2009, the Legislature adopted provisions that allow counties to designate land for nonresource use (see ORS 215.788 – 794). This process requires coordination with state agencies to ensure such lands are truly nonresource and that future development would not conflict with wildlife, water quality, or increase the costs of public facilities and services. Counties and landowners have not used this process but rather continue to designate rural resource lands on a case by case basis through comprehensive plan amendments.

Ten counties have designated rural resource lands as shown in Table 18. Several counties have recently expressed interest conducting countywide evaluations of land that could be rezoned for nonresource use.

Table 18. Acres of nonresource designations, by county

County	Acres designated	Acres designated in 2016-2017
Clatsop	2,351	
Crook	23,261	
Deschutes	416	36
Douglas	3,341	
Jackson	525	20
Josephine	15,534	39
Klamath	34,797	
Linn	121	1
Lane	527	32
Wasco	7,047	
Total	87,920	128



2016 - 2017 Statutory and Rule Changes for Farm and Forest Lands

Statutory amendments

- SB 1517 (2016) – Makes wetland creation and restoration a conditional use in Tillamook County.
- SB 1598 (2016) – Clarifies that both recreational and medical marijuana are a crop as used in the definition of “farm use.”
- HB 2179 (2017) – Allows onsite treatment of septage prior to land application of biosolids
- HB 2730 (2017) – Allows golf courses west of Highway 101 to be permitted on high-value farmland when the land is only considered to be high-value based on water rights for irrigation or location within an irrigation or diking district.
- HB 3456 (2017) – Allows photovoltaic solar facilities to be located on high-value farmland in the Columbia Valley American Viticultural Area under certain circumstances.
- SB 644 (2017) – Mining of significant non-aggregate resources is exempt from compliance with certain EFU regulations in seven eastern Oregon counties.
- SB 677 (2017) – Allows cider businesses to be established on agricultural land.

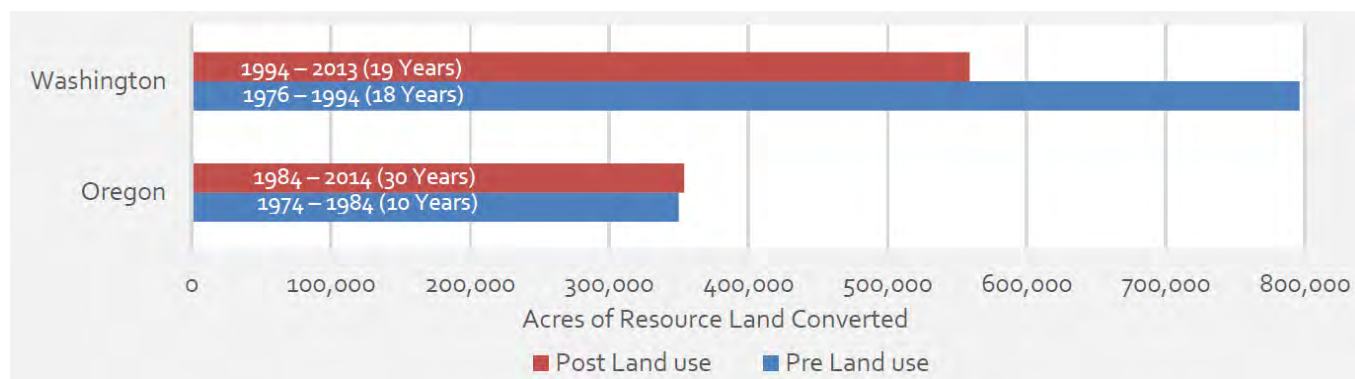
Rule amendments

- OAR 660-006-0005 (2016) – Clarifies that the definition of “forest land” includes forested areas that maintain soil, air, water and fish and wildlife resources.
- OAR 660-006-0026 and 660-033-0100 (2016) – Clarifies that a property line adjustment may not be used to separate uses where land divisions are prohibited.

Conclusion

Oregon's farm and forest land protection program has provided a significant level of protection to the state's working landscapes over the last several decades. As shown in Figure 16, the acres of farm and forest lands converted to low density residential and urban uses in Oregon has slowed considerably since the adoption of county comprehensive plans in 1984.

Figure 16. Acres of Farm and Forest Lands Converted to Low Density Residential and Urban (Gray et al, 2018)



Over the years, the Legislature and LCDC have continued to refine the state's agricultural and forest land protections to accommodate changing needs and regional variation. As Oregon continues to change, it is important to remember the valuable role that agricultural and forest lands provide to the food needs and health of all Oregonians. Agricultural and forest lands are also critical for the various industries that depend on Oregon produced farm and forest products and businesses that thrive on recreation and tourism opportunities. Maintaining the land base necessary to support agricultural and forestry operations is a critical component of a prosperous Oregon.

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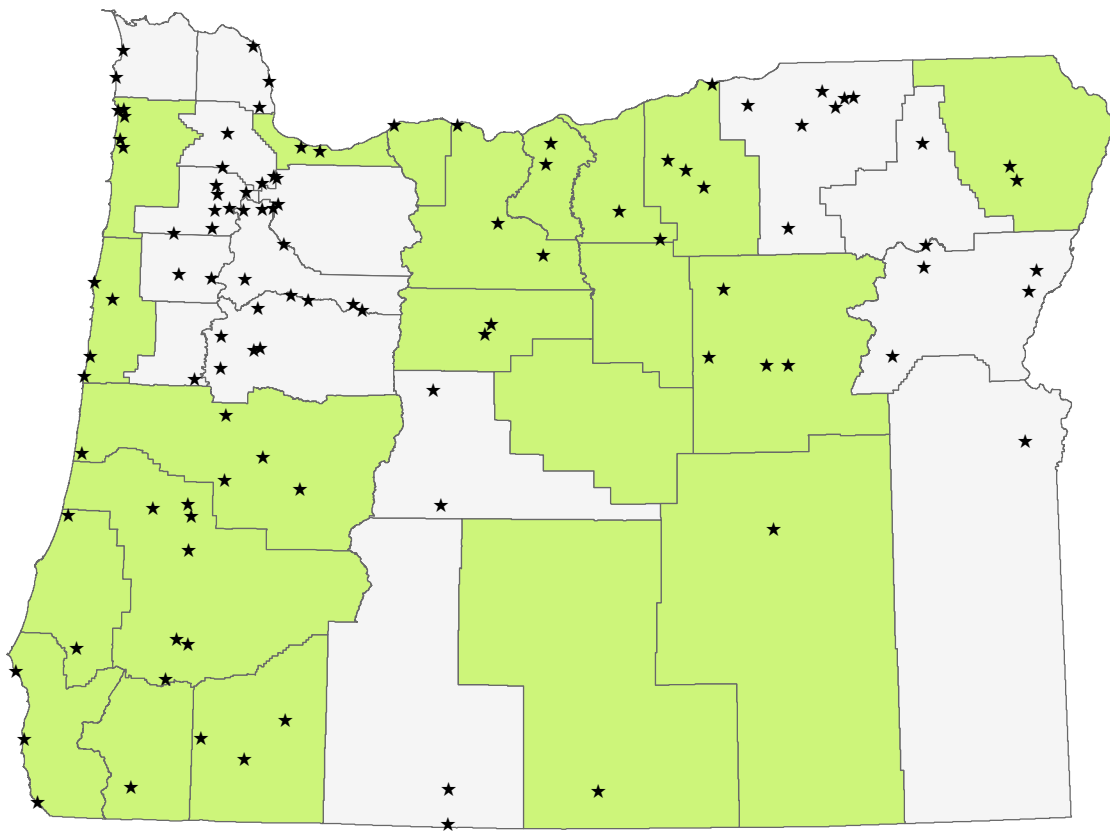
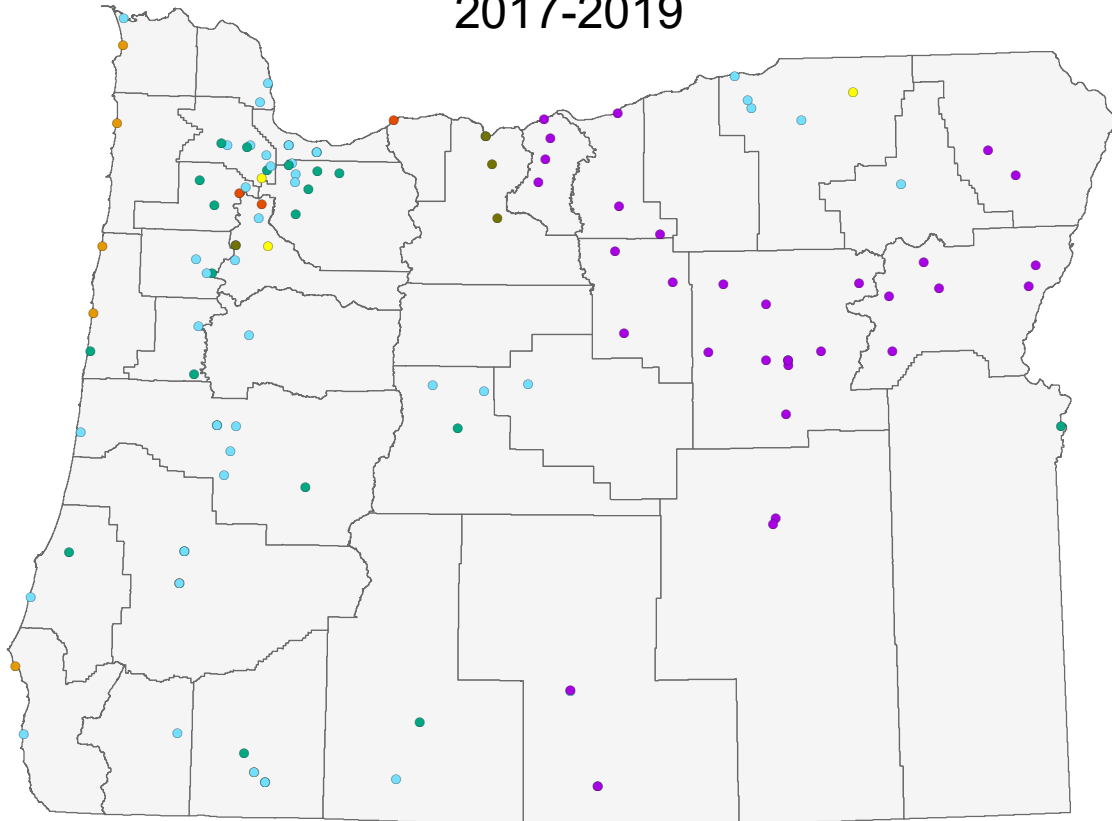
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Appendix I

Local Jurisdiction Grants

Community Assistance Funded by DLCDC 2017-2019



DLCDC Awarded Grants

- Coastal Grant Awards
- TGM Grant Awards
- Code Assistance
- Education and Outreach
- Quick Response
- EOA Assistance
- Housing Assistance

DLCDC Technical Assistance Grants & Planning Assistance for Small Cities and Counties

- ★ Cities
- Funded Counties



OREGON
Department of
Land Conservation
& Development

Community Assistance Funded by DLCD 2017-2019

Planning Assistance Grants		Coastal Grant Awards		Technical Assistance Grants		Housing Assistance		EOA Assistance	
Adams	Maywood Park	2017-19		Portland State University	Collaborative Dispute Resolution Services	Ashland	Arlington		
Amity	Metolius	City of Gearhart	\$14,000	Portland State University	Population Forecast Program	Bandon	Baker City		
Athena	Mill City	Lincoln City	\$14,000	Hood River County	Columbia River Gorge National Scenic Area Planning	Beaverton	Burns		
Aurora	Monroe	Newport	\$14,000	Multnomah County	Columbia River Gorge National Scenic Area Planning	Corvallis	Canyon City		
Banks	Monument	Port Orford	\$14,000	Wasco County	Columbia River Gorge National Scenic Area Planning	Cottage Grove	Condon		
Barlow	Moro	Rockaway Beach	\$14,000	RVCOG	Southern Oregon Regional Pilot Program	Creswell	Dayville		
Bay City	Mosier	Transportation Growth Management Grant Awards 2017		Angelo Planning Services	Multi County Code Update Project	Dallas	Fossil		
Bonanza	Mount Vernon	City of Gresham	\$231,020	Brookings	Chetco Bar Fire Economic Impact Analysis and Recovery	Echo	Granite		
Brownsville	Nehalem	City of John Day	\$192,150	COIC	Regional Housing Needs Assessment	Eugene	Grass Valley		
Butte Falls	North Powder	City of McMinnville	\$212,300	Columbia City	EOA and Industrial Park Target Industry Analysis	Florence	Haines		
Cannon Beach	Oakland	City of Medford	\$100,000	Coos County	Comprehensive Housing Study	Forest Grove	Halfway		
Canyonville	Port Orford	City of Oakridge	\$149,700	Cottage Grove	Charette	Gladstone	Hines		
Carlton	Powers	City of Portland	\$244,140	Dayton	Charette	Gold Beach	John Day		
Cascade Locks	Rainier	City of Sandy	\$140,450	Douglas County	Industrial Lands Inventory Update	Grants Pass	Joseph		
Cave Junction	Richland	City of Sutherlin	\$207,020	Harney County	Workforce Housing Roadmap	Gresham	Lakeview		
Coburg	Riddle	City of Waldport	\$165,000	Housing Initiative		Hillsboro	Lonerock		
Columbia City	Rivergrove	COIC \$214,520	\$214,520	Independence	Targeted Industry Analysis	Keizer	Long Creek		
Condon	Rogue River	South Clackamas Transit District	(no award amount yet)	John Day	Housing Development District	Klamath Falls	Lostine		
Dayville	Scio	Washington County	\$149,800	Lowell	Downtown Master Plan	La Grande	Mitchell		
Depoe Bay	Scotts Mills	2018		Madras	Housing Action Plan	Lakeview	Monument		
Detroit	Shaniko	City of Ashland	(no award amount yet)	McMinnville	HNA/Strategy to Identify Workforce/Affordable Housing Needs	Lebanon	Moro		
Donald	Siletz	City of Eugene	(no award amount yet)	Medford	Housing Development Code and Process	Milwaukie	Mt. Vernon		
Drain	Sisters	City of Independence	(no award amount yet)	Newberg	2030 Phase 2	Monmouth	Paisley		
Dunes City	Sodaville	City of King City	(no award amount yet)	Pendleton	Periodic Review	Newberg	Prairie City		
Durham	St. Paul	City of Monroe	(no award amount yet)	Scappoose	Urban Renewal Feasibility Study	Oregon City	Richland		
Elgin	Stanfield	City of Ontario	(no award amount yet)	Sherwood	EOA and HNA	Paisley	Rufus		
Elkton	Tangent	City of Sandy	(no award amount yet)	Wood Village	EOA, Main Streets on Halsey	Pendleton	Seneca		
Enterprise	Turner	Clackamas County	(no award amount yet)			Portland	Spray		
Falls City	Ukiah	Coos County	(no award amount yet)			Prineville	Sumpter		
Garibaldi	Unity	Klamath County	(no award amount yet)			Redmond	Unity		
Gaston	Vale	TriMet	(no award amount yet)			Roseburg	Wasco		
Gearhart	Waldport	Washington County	(no award amount yet)			St. Helens			
Glendale	Wasco	Yamhill County	(no award amount yet)			Salem			
Gold Beach	Waterloo	Code Assistance				Scappoose			
Haines	Westfir	Cascade Locks	\$27,560			Sisters			
Halfway	Weston	Donald	\$83,390			Springfield			
Halsey	Wheeler (City)	Dundee	\$63,068			Stanfield			
Helix	Willamina	Roseburg	\$88,470			Sutherlin			
Heppner	Yachats	Umatilla County	\$58,840			Talent			
Hines	Yamhill (City)	Education and Outreach				The Dalles			
Idanha	Yoncalla	Dufur & Maupin	\$22,000			Tigard			
Ione	Coos County	Keizer	\$20,400			Umatilla			
Irrigon	Curry County	The Dalles	(no award amount yet)			Warrenton			
John Day	Douglas County	Quick Response				Woodburn			
Joseph	Gilliam County	Sherwood	\$30,300						
Lakeside	Grant County	Silverton	\$51,000						
Lakeview	Harney County	Talent	\$76,120						
La Pine	Lake County	Weston	\$48,770						
Lexington	Lane County								
Lonerock	Lincoln County								
Lowell	Morrow County								
Lyons	Sherman County								
Malin	Tillamook County								
Manzanita	Wallowa County								
Maupin	Wheeler County								



Appendix J
Secretary of
State Risk
Review Letter

Office of the Secretary of State

Dennis Richardson
Secretary of State

Leslie Cummings, Ph.D.
Deputy Secretary of State



Audits Division

Kip R. Memmott, MA, CGAP, CRMA
Director

255 Capitol St. NE, Suite 500
Salem, OR 97310

(503) 986-2255

February 5, 2018

Jim Rue, Director
Department of Land Conservation and Development
635 Capital Street NE, Suite 150
Salem, Oregon 97301

Dear Mr. Rue:

We completed a risk assessment of the Department of Land Conservation and Development (department) last fall and are providing you a short summary of the results.

Purpose

Our objective was to gain an understanding of the department, who reports to the Land Conservation and Development Commission, and its processes and identify potential risk areas. To meet our objective we performed interviews and reviewed processes and procedures for the Planning Services, Community Services, and Administrative Services Divisions. We also reviewed various documents including recent budget documents and agency reports.

Results

Based on our review, we did not identify any significant control risk areas; however, we did identify the following areas where processes should be strengthened.

Cash Receipting Process

We noted the Administrative Services Division's cash receipting process involved two staff. One was responsible for physically receiving incoming cash and checks, completing a check log, and restrictively endorsing each check. The second staff member completed a deposit slip and made the deposit at the bank. This same staff member prepared the deposit entry for the accounting system, performed the reconciliation between the deposit information and the bank, and audited the cash box monthly.

We recommended department management apply Oregon Accounting Manual procedure 10.20.00 and assign the bank reconciliation and cash box audit responsibilities to a third staff member who does not handle cash or cash records and ensure the bank reconciliation is reviewed by management. Per management, these changes were implemented immediately upon our notifying them of the control deficiency.

Compliance with Laws

During interviews with department personnel, we were informed of funding and staffing concerns that threaten the department's ability to fulfill its mission and prevent the department from complying with state laws. For example, the Community Services Division assists local governments in the implementation of the statewide land use program. Per Oregon Statute, the division's responsibilities include ensuring local government comprehensive plans

and regulations are in compliance with statewide planning goals and include adequate provision for economic development, housing, transportation, public facilities and services, and urbanization.

Oregon laws and rules require the division to establish and maintain a schedule for periodic reviews of local government plans to occur every 7 or 10 years, depending on the population of the government. Based on funding, the department provides grants to assist local governments with the costs of maintaining, improving and implementing comprehensive land use plans and regulations and for meeting the statutory obligation for periodic review of these plans.

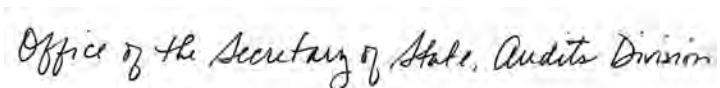
According to department management, inadequate funding has limited the department's ability to provide grant funds to local governments. As a result, the department is not complying with state law as it has not required periodic reviews of comprehensive plans in over 10 years. Further, the 2017-09 Legislatively Adopted Budget Detailed Analysis indicates that General Funds dedicated to grants have been declining for the past ten biennia, providing funding to only fill about one third of the requests for assistance. Department personnel also indicated a concern that staff are spread thin, particularly for regional representatives who provide technical assistance and review of local jurisdictions.

We recommend department management work with the Land Conservation and Development Commission to determine next steps, which could include steps to ensure compliance with the law or steps to reevaluate the applicable provisions in the Oregon laws and rules.

The purpose of this letter is solely to describe the scope of our review and the results of the procedures performed. Because this was a limited review, we were not required to and did not follow generally accepted government auditing standards.

We appreciate the time, effort and cooperation of department staff. The professionalism we encountered and openness to suggestions have made this a collaborative process. Should you have any questions, please contact Julianne Kennedy, Audit Manager, or Kari Mott, Principal Auditor, at (503) 986-2255.

Sincerely,
OREGON AUDITS DIVISION



Office of the Secretary of State, Audits Division

cc: Jerry Lidz, Land Conservation and Development Commission, Chair

Appendix K
Guidance for
Accessory
Dwelling Units

**GUIDANCE ON IMPLEMENTING
THE ACCESSORY DWELLING UNITS (ADU) REQUIREMENT
UNDER OREGON SENATE BILL 1051**



*M. Klepinger's backyard detached ADU, Richmond neighborhood, Portland, OR.
(Photo courtesy of Ellen Bassett and accessorydwellings.org.)*

OREGON DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT

MARCH 2018



Oregon Department of
Land Conservation
and Development

Introduction

As housing prices in Oregon go up, outpacing employment and wage growth, the availability of affordable housing is decreasing in cities throughout the state. While Oregon's population continues to expand, the supply of housing, already impacted by less building during the recession, has not kept up. To address the lack of housing supply, House Speaker Tina Kotek introduced House Bill 2007 during the 2017 legislative session to, as she stated, "remove barriers to development." Through the legislative process, legislators placed much of the content of House Bill 2007 into Senate Bill 1051, which then passed, and was signed into law by Governor Brown on August 15, 2017. In addition, a scrivener's error¹ was corrected through the passage of HB 4031 in 2018.

Among the provisions of SB 1051 and HB 4031 is the requirement that cities and counties of a certain population allow accessory dwelling units (ADUs) as described below:

- a) *A city with a population greater than 2,500 or a county with a population greater than 15,000 shall allow in areas within the urban growth boundary that are zoned for detached single-family dwellings the development of at least one accessory dwelling unit for each detached single-family dwelling, subject to reasonable local regulations relating to siting and design.*
- b) *As used in this subsection, "accessory dwelling unit" means an interior, attached or detached residential structure that is used in connection with or that is accessory to a single-family dwelling.*

This new requirement becomes effective on July 1, 2018 and subject cities and counties must accept applications for ADUs inside urban growth boundaries (UGBs) starting July 1, 2018. Many local governments in Oregon already have ADU regulations that meet the requirements of SB 1051, however, some do not. Still others have regulations that, given the overall legislative direction to encourage the construction of ADUs to meet the housing needs of Oregon's cities, are not "reasonable." The Oregon Department of Land Conservation and Development (DLCD) is issuing this guidance and model code language to help local governments comply with the legislation. The model code language is included on its own page at the end of this document.

¹ *The scrivener's error in SB 1051 removed the words "within the urban growth boundary." HB 4031 added the words into statute and thus limited the siting of ADUs to within UGBs.*

Guidance by Topic

The purpose of the following guidance is to help cities and counties implement the ADU requirement in a manner that meets the letter and spirit of the law: to create more housing in Oregon by removing barriers to development.

Number of Units

The law requires subject cities and counties to allow “at least one accessory dwelling unit for each detached single-family dwelling.” While local governments must allow one ADU where required, DLCD encourages them to consider allowing two units. For example, a city or county could allow one detached ADU and allow another as an attached or interior unit (such as a basement conversion). Because ADUs blend in well with single-family neighborhoods, allowing two units can help increase housing supply while not having a significant visual impact. Vancouver, BC is a successful example of such an approach.

Siting Standards

In order to simplify standards and not create barriers to development of ADUs, DLCD recommends applying the same or less restrictive development standards to ADUs as those for other accessory buildings. Typically that would mean that an ADU could be developed on any legal lot or parcel as long as it met the required setbacks and lot coverage limits; local governments should not mandate a minimum lot size for ADUs. So that lot coverage requirements do not preclude ADUs from being built on smaller lots, local governments should review their lot coverage standards to make sure they don’t create a barrier to development. To address storm water concerns, consider limits to impermeable surfaces rather than simply coverage by structures.

In addition, any legal nonconforming structure (such as a house or outbuilding that doesn’t meet current setback requirements) should be allowed to contain, or be converted to, an ADU as long as the development does not increase the nonconformity.

Design Standards

Any design standards required of ADUs must be clear and objective (ORS 197.307[4]). Clear and objective standards do not contain words like “compatible” or “character.” With the exception of ADUs that are in historic districts and must follow the historic district regulations, DLCD does not recommend any special design standards for ADUs. Requirements that ADUs match the materials, roof pitch, windows, etc. of the primary dwelling can create additional barriers to development and sometimes backfire if the design and materials of the proposed

ADU would have been of superior quality to those of the primary dwelling, had they been allowed.

Parking

Requiring off-street parking is one of the biggest barriers to developing ADUs and it is recommended that jurisdictions not include an off-street parking requirement in their ADU standards. Adding off-street parking on many properties, especially in older centrally-located areas where more housing should be encouraged, is often either very expensive or physically impossible. In addition, when adding an additional off-street parking space requires a new or widened curb cut, it removes existing on-street parking, resulting in no net gain of parking supply. As an alternative to requiring off-street parking for ADUs, local governments can implement a residential parking district if there is an on-street parking supply shortage. For more help on parking issues, visit www.oregon.gov/lcd/tgm/pages/parking.aspx or contact DLCD.

Owner Occupancy

Owner-occupancy requirements, in which the property owner is required to live on the property in either the primary or accessory dwelling unit, are difficult to enforce and not recommended. They may be a barrier to property owners constructing ADUs, but will more likely simply be ignored and constitute an on-going enforcement headache for local governments.

Public Utilities

Development codes that require ADUs to have separate sewer and water connections create barriers to building ADUs. In some cases, a property owner may want to provide separate connections, but in other cases doing so may be prohibitively expensive.

System Development Charges (SDCs)

While SDCs are not part of the development code and SB 1051 does not require them to be updated, local governments should consider revising their SDCs to match the true impact of ADUs in order to remove barriers to their development. ADUs are generally able to house fewer people than average single-family dwellings, so their fiscal impact would be expected to be less than a single-family dwelling. Accordingly, it makes sense that they should be charged lower SDCs than primary detached single-family dwellings.

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Accessory Dwellings (model code)

Note: ORS 197.312 requires that at least one accessory dwelling be allowed per detached single-family dwelling in every zone within an urban growth boundary that allows detached single-family dwellings. Accessory dwellings are an economical way to provide additional housing choices, particularly in communities with high land prices or a lack of investment in affordable housing. They provide an opportunity to increase housing supply in developed neighborhoods and can blend in well with single-family detached dwellings. Accessory dwelling regulations can be difficult to enforce when local codes specify who can own or occupy the homes. Requirements that accessory dwellings have separate connections to and pay system development charges for water and sewer services can pose barriers to development. Concerns about neighborhood compatibility, parking, and other factors should be considered and balanced against the need to address Oregon's housing shortage by removing barriers to development.

The model development code language below provides recommended language for accessory dwellings. The italicized sections in brackets indicate options to be selected or suggested numerical standards that communities can adjust to meet their needs. Local housing providers should be consulted when drafting standards for accessory dwellings, and the following standards should be tailored to fit the needs of your community.

Accessory dwellings, where allowed, are subject to review and approval through a Type I procedure[, pursuant to Section _____.] and shall conform to all of the following standards:

[A. One Unit. *A maximum of one Accessory Dwelling is allowed per legal single-family dwelling. The unit may be a detached building, in a portion of a detached accessory building (e.g., above a garage or workshop), or a unit attached or interior to the primary dwelling (e.g., an addition or the conversion of an existing floor).*

/

A. Two Units. *A maximum of two Accessory Dwellings are allowed per legal single-family dwelling. One unit must be a detached Accessory Dwelling, or in a portion of a detached accessory building (e.g., above a garage or workshop), and one unit must be attached or interior to the primary dwelling (e.g., an addition or the conversion of an existing floor).]*

B. Floor Area.

1. A detached Accessory Dwelling shall not exceed [800-900] square feet of floor area, or [75] percent of the primary dwelling's floor area, whichever is smaller.
2. An attached or interior Accessory Dwelling shall not exceed [800-900] square feet of floor area, or [75] percent of the primary dwelling's floor area, whichever is smaller. However, Accessory Dwellings that result from the conversion of a level or floor (e.g., basement, attic, or second story) of the primary dwelling may occupy the entire level or floor, even if the floor area of the Accessory Dwelling would be more than [800-900] square feet.

C. Other Development Standards. Accessory Dwellings shall meet all other development standards (e.g., height, setbacks, lot coverage, etc.) for buildings in the zoning district, except that:

1. Conversion of an existing legal non-conforming structure to an Accessory Dwelling is allowed, provided that the conversion does not increase the non-conformity; and

2. No off-street parking is required for an Accessory Dwelling.

Definition (This should be included in the “definitions” section of the zoning ordinance. It matches the definition for Accessory Dwelling found in ORS 197.312)

Accessory Dwelling – An interior, attached, or detached residential structure that is used in connection with, or that is accessory to, a single-family dwelling.

Appendix L
Affordable
Housing Report
(HB 4079)



Oregon

Kate Brown, Governor

Department of Land Conservation and Development

635 Capitol Street NE, Suite 150

Salem, Oregon 97301-2540

Phone: (503) 373-0050

Fax: (503) 378-5518

www.oregon.gov/LCD



February 4, 2019

TO: Senator Shemia Fagan, Chair, Senate Committee on Housing
Senator Michael Dembrow, Chair, Senate Committee on Environment and Natural Resources
Representative Alissa Keny-Guyer, Chair, House Committee on Human Services and Housing
Representative Brian Clem, Chair, House Committee on Agriculture and Land Use

FROM: Jim Rue, Director, Oregon Department of Land Conservation and Development

RE: Report on Implementation of HB 4079 (2016) – Affordable Housing Pilot Program¹

Summary

The 2016 Legislative Assembly adopted HB 4079, a pilot program which authorized the Land Conservation and Development Commission (LCDC) to select two cities in Oregon for an urban growth boundary expansion to promote affordable housing, without going through the normal urban growth boundary expansion process. Specifically, HB 4079 authorized LCDC to select two cities for the program, one with population greater than 25,000, and the other with population up to 25,000. The law excludes cities in the three Portland Metro area counties, Marion County, Polk County, and (effectively) cities in Jefferson County from eligibility for the program. This pilot program authorizes a city to expand its urban growth boundary through an expedited process if the city dedicates at least at least 30 percent of the newly built housing as affordable, and protects the newly added land for continued use as affordable housing for 50 years.

The department's outreach efforts reached almost 50 cities directly, and engaged other interested parties, including homebuilders, affordable housing providers, foundation staff, and consultants.² The department received five pre-applications for the program. Three of these pre-applications were from cities with population greater than 25,000 (Bend, Eugene, Redmond) and two are from cities with population up to 25,000 (Sisters, Wheeler). Ultimately, two cities – Bend and Redmond – submitted final applications.

Department staff evaluated the two proposals, obtaining additional input to assess the development feasibility and expertise of the two applications. In November 2018, after hearing presentations from the local governments and staff, the Land Conservation and Development Commission selected the City of Bend for the pilot program. The department is now working with the city to implement the pilot program.

¹ Section 9 of HB 4079 requires the department to report to the 2019 Legislative Assembly committees relating to housing and human services during the legislative session. This memo constitutes that report.

² The department's report to the 2018 Legislature summarizes the reasons cities reported for not applying for the pilot program. That report can be found here:

<https://digital.osl.state.or.us/islandora/object/osl:139017>

Project Summaries

1. City of Bend

The City of Bend proposed a 35-acre project on the eastern side of Bend’s UGB. The proposed project included 394 units, 185 of which would be for households making less than 60 percent of Area Median Income (AMI), 175 for households making less than 120 percent AMI,³ and the 34 remaining units were not income restricted. With the exception of 38 units (which appear to be market rate), all of the units are proposed as rentals. In terms of structure type, Bend proposed 19 multi-family buildings and 63 single-family attached buildings. In addition, the proposal included 23,000 square feet of neighborhood commercial space. Overall, proposed residential density for the site is 11 units per gross acre and 16 units per net acre. The site contains six acres of potential wetland area, which proposed to be included in a park.

“Bend has a severe shortage of housing for our teachers, fire fighters and service industry employees. This development will have a huge impact on the lives of those who are struggling to make ends meet in Bend.”

*- Bend Affordable Housing Manager,
Lynne McConnell*

As stated above, the project includes neighborhood commercial space, which is not committed, but stated as possibly including space for a non-profit service provider or childcare business. Other identified amenities include a community building, community room in a residential building, common restrooms, a playground, and community garden plots. Secure bike parking/storage will be provided along with 499 surface parking spaces.

The subject property is currently zoned MUA-10, which is a rural residential exception area. The land to the west is inside the UGB, and primarily developed with residential uses. The remainder of the surrounding property is zoned exclusive farm use (EFU), though the property to the east is proposed to be rezoned to rural “exception” land.

2. City of Redmond

The City of Redmond proposed a 40-acre project on the east side of Redmond, in an area covered by Redmond’s Eastside Framework Plan. The proposed development includes 485 units with a mix of low-rise apartments, 4-plexes, townhomes, and cottages. The city proposed that half of the units (243) be reserved as affordable housing, with 10 of these units reserved for households with incomes less than 30 percent AMI, 10 units reserved for households with incomes between 30-60 percent AMI, and 223 units reserved for households between 60-80 percent AMI. The remaining 242 would be reserved for households with incomes between 80-120 percent AMI (while the city did not provide confirmation within the application that these units would be contractually deed-restricted, it appears that was their intent).

Redmond also proposed two mixed-use buildings, with a small amount of community uses and a small convenience store. The plan also includes parks and greenway areas totaling 3.9 acres. The site is part of the city’s Eastside Framework Plan, a “complete community” concept plan for the city’s urban reserve

³ Bend uses the phrase “submarket” to describe units provided at 80-120 percent AMI. For purposes of this pilot, such units are counted as “market rate housing units” unless the unit is in a space in a manufactured dwelling park. See OAR 660-039-0010(1).

area to the east of the existing urban growth boundary. Overall, residential density for the site is 12 units per gross acre.

With respect to amenities, Redmond’s proposal included a community room in a residential building, a common laundry room, a playground, garden plots, and both in-unit and secure outdoor storage. Redmond described that additional amenities including vegetated alleys and linear parks, park areas (including a dog park), transit plaza, and learning room will be developed, and the site has access to trails. Secure bike storage/parking was proposed along with an undetermined number of surface parking spaces.

The subject property is currently zoned EFU, but is not high-value farmland. It is also within the city’s acknowledged urban reserve area. The land to the north, east, and west is also zoned EFU, but is in the city’s urban reserve. The land to the south is inside the Redmond UGB, and is zoned and developed for industrial and employment uses.

“This is not an easy choice. We know both cities are committed to providing more and better housing options for the people who live there.”

- Commission Chair, Jerry Lidz

Commission Selection & Next Steps

With the exception of transit,⁴ both projects met – and in many cases exceeded – the minimum approval requirements for the pilot program. Both cities invested considerable time, effort, and commitment in the pilot applications specifically, and in the provision of affordable housing more generally. Ultimately, the commission selected the City of Bend, placing a priority on development feasibility and infrastructure.

The City of Bend is now working on implementation, which includes finalizing the development code and the provision of public facilities and services.

⁴ The availability of transit is critical for access to employment, schools, and other services.