

# Oregon Department of State Lands SUSTAINABILITY PLAN

2009 - 2015

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*A Six-Year Vision to Sustainably Manage  
Land, Water and  
Common School Fund Resources*





# Oregon

Theodore R. Kulongoski, Governor

## Department of State Lands

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### State Land Board

Theodore R. Kulongoski  
Governor

Bill Bradbury  
Secretary of State

Randall Edwards  
State Treasurer

Re: 2009 – 2015 Sustainability Plan

I am pleased to present the Department of State Lands' **2009 - 2015 Sustainability Plan** (plan), which the State Land Board adopted at their December 9, 2008 meeting. Secretary of State Bill Bradbury applauded the department's "forward-thinking" theme development.

Developed by the department's Sustainability Committee, the plan focuses around the mission of the agency: *To ensure a legacy for Oregonians and their public schools through sound stewardship of lands, waterways, unclaimed property, estates and the Common School Fund.*

We believe the six themes of the plan - financial, transportation and energy, communications, natural resources, agency operations and sustainable development practices – will encourage all staff to consider and act on sustainable practices, and to view sustainability in broader terms than we have in the past. Our goal is to incorporate sustainable practices in all of our program areas.

If you have questions, or need additional information, please let me know.

Sincerely,

Louise Solliday  
Director



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*“Sustainability” means using, developing and protecting resources in a manner that enables people to meet current needs and provides that future generations can also meet future needs, from the joint perspective of environmental, economic and community objectives. ORS 184.421*

### Introduction

The principle of “sustainability” is foundational to the fulfillment of the Constitutional and statutory responsibilities of the Department of State Lands (DSL) and State Land Board. (see Appendix B)

Sustainability is embodied in DSL’s mission:

*To ensure a legacy for Oregonians and their public schools through sound stewardship of lands, waterways, unclaimed property, estates and the Common School Fund.*

DSL carries a range of responsibilities unique to the family of state agencies. From its earliest historical assignments of managing the estates of deceased intestate Oregonians and selling Oregon’s tidelands and federal grant lands, DSL has emerged into the 21<sup>st</sup> Century with a diverse set of responsibilities stemming from the Oregon Admission Act, the Oregon Constitution and state law. Among these duties are:

- Protect wetlands and waterways from environmental degradation.
- Manage lands and state-owned waterways responsibly to produce income for the Common School Fund (CSF).
- Preserve the unclaimed financial assets of Oregonians for future restoration.
- Build the CSF to assure long-term financial assistance to Oregon’s K-12 schools.
- Serve as state partner for affiliated programs – South Slough National Estuarine Research Reserve and Oregon Natural Heritage Program.

For DSL, sustainability is more than recycling paper waste, driving alternative fuel vehicles or adjusting the building thermostat. Acting sustainably at DSL is: issuing wetland development permits only when wetlands are replaced; rotating livestock grazing to avoid overuse; investing wisely to build and grow the CSF; building equity in lands through prudent and planned land management; managing forest lands to conserve endangered species while producing income from timber sales; and finding and protecting Oregonians’ “unclaimed property.”

Certain trade-offs, by necessity, are required for DSL to act within the concept of sustainability. For example, in order to produce income for the CSF, trees will be harvested; waterway areas will be developed with marinas, docks and piers; and open-space land converted to urban uses. However, these trade-offs, if made wisely, need not sacrifice irreplaceable natural resources or place unmitigated burdens on the environment, the economy or communities.

Throughout its existence, DSL has maintained an active role in contributing to the sustainability of the triple bottom-line: healthy environment, healthy economy and healthy community.

## **DSL's Six-Year Sustainability Plan**

This Sustainability Plan (Plan) was prepared by a staff committee, reviewed by all DSL employees, approved by the Department's Executive Team and endorsed by the State Land Board.

Rather than a "to do" list, the Plan identifies six sustainability themes. Each theme has a brief description of the current situation followed by a desired future condition (DFC) and objectives. The DFC represents a vision or goal to achieve over the life of the Plan. The objectives are efforts aimed at achieving the DFC and are not all-inclusive. Over the life of the Plan it is expected that other actions/opportunities to achieve the DFC's might be considered and adopted.

The six sustainability themes are:

### **1. Financial**

The Financial theme focuses on managing Common School Fund income for investment earnings and distributions. Developing and protecting the financial assets of the CSF assures that monies will be perpetually available to assist in funding K-12 schools in Oregon.

### **2. Transportation and Energy**

The Transportation and Energy theme encompasses: (1) how DSL uses and consumes energy during its day-to-day work; and (2) how DSL resources might be used to generate energy or promote efficient transportation. These factors are aimed at reducing the amount of fossil fuels consumed to conduct agency business, and the promotion of renewable energy generation on DSL-managed lands.

### **3. Communications**

The Communications theme focuses on both the message and the method. Relaying the sustainable management practices of DSL's work should encourage support from the public as well as other state agencies. Communication through increased outreach helps build awareness and compliance with various DSL programs such as unclaimed property, estates and removal-fill permitting. DSL's implementation of paperless and electronic communications systems reduces the negative impacts of other conventional communication means.

### **4. Natural Resources**

As a landowner and regulatory agency, DSL has a key role in sustaining and maintaining Oregon's natural resources for current and future generations. The Natural Resources theme has several sub-themes, each associated with a different aspect of the Department's land and waterway management role: Waterways and Wetlands;

Common School Fund Trust Lands; and South Slough National Estuarine Research Reserve (SSNERR).

## **5. Agency Operations**

The Agency Operations theme focuses on sustaining the staff necessary for DSL to accomplish its mission. Retaining well-trained and efficient employees is key to providing Oregonians with excellent schools, clean water, and healthy aquatic, forest and rangeland ecosystems.

## **6. Sustainable Development Practices**

The Sustainable Development Practices theme provides direction to DSL and the Land Board for new land development activities and related decision-making. DSL's Asset Management Plan (AMP) identifies strategies for enhancing land values, including sustainable development parameters, practices and priorities. Application of this theme to future DSL land development activities will help achieve the Governor's directive that: *Oregon will lead the nation in sustainable development.*

## **Monitoring and Plan Implementation**

As stated above, over the life of the Plan it is expected that a variety of opportunities to achieve the DFC's will be considered and adopted. The efforts of the Department to implement this Plan will be reviewed periodically. The Department's Sustainability Committee, appointed by the Director and composed of DSL staff, will have the lead in reviewing sustainability actions, monitoring the Plan and making recommendations for improvements.



## ***1. Principles of Sustainability: Financial***

### Current Situation

From its earliest days in the 1850s as the Office of the Clerk of the Land Board, the agency has been concerned with the financial support of Oregon's K-12 schools. Principles of prudent, sustainable financial management of the Common School Fund are embedded into the legal responsibilities of DSL. Over the years the CSF has grown rapidly from \$302 million in 1993 to over \$1.063 billion in 2008. The distribution policy of the State Land Board recognizes the importance and benefit of predictable, sustainable fund distributions to each school district. Annual distributions have grown from \$39,400 in 1871 to nearly \$50 million in 2008.

Spending and investment play important roles in sustaining the benefits of the CSF for the long term. The Asset Management Plan (AMP) emphasizes increasing the value of land assets over time, as well as increasing revenue through prudent land management. As CSF revenue from real estate investments grows, distributions will increase.

The following key performance measures (KPMs) that track the sustainability of the Department's financial performance include:

- Percent annual increase in revenues to the CSF.
- Percent annual increase in unclaimed property holder reporting.
- Annual change in net operating income from real estate management.
- Change in total annual revenue from real estate management.
- Percent of program revenue used to cover program costs.



### Desired Future Condition

The Common School Fund will continue to grow at rates greater than inflation due to wise investment and management of the CSF land and investment assets. Prudent management will keep costs in line with anticipated returns and acceptable levels of risk. The distributions to schools will increase as investment strategies, particularly those associated with the AMP, take hold.

### Objectives

- Implement the Asset Management Plan.
- Meet or exceed Key Performance Measure targets.

## **2. Principles of Sustainability: Transportation and Energy Usage**

### Current Situation

Implementing DSL programs, as well as managing DSL's vast land resources, requires substantial transportation/mobility and energy usage - activities that present opportunities for energy and resource conservation. The efficiency of DSL energy usage, generation and transmission is constantly evolving and improving. The management and development of all DSL physical resources involve energy outlays, while the diversity of DSL lands provides various opportunities for alternative and sustainable energy production.

DSL takes pride in acknowledging the following as current ongoing sustainability initiatives and efforts regarding energy usage and transportation:

- Convert paper-based processes to Web and electronic-based communication and services.
- Recycle paper, glass and metal, and install energy-efficient monitors and motion-sensor lighting in the Salem office.
- Work with partner agencies and leaseholders on land parcels and waterways to follow best management practices that support resource protection and sustainability concepts.
- Explore the feasibility of renewable energy projects on state lands.
- Replace the HVAC components (chiller), upgrade the temperature control mechanisms and install solar panels for hot water and energy production.
- Purchase renewable energy to help offset the carbon emissions created by DSL buildings, facilities, field activities and other energy-intensive activities.
- Adopt state-established electrical appliance energy efficiency standards.
- Educate DSL employees on sustainable transportation choices.



### Desired Future Condition

DSL aspires to have less staff in the office at any one time due to telecommuting, efficiently designed work schedules, and enhanced and refined site investigation techniques. DSL Trust lands will become a significant alternative energy producer/supplier while DSL staff use a fleet of renewable energy-powered vehicles for business travel. Conditions for wetlands, waterways, forests and rangelands will be monitored by real-time satellite to reduce field investigations and associated travel, energy and carbon footprint costs. DSL will have significant land and water areas dedicated to sustainable energy production, generation and transmission.

## Objectives

DSL has identified the following goals and objectives to promote sustainability in the future, especially where a favorable cost/benefit may be realized:

- Conduct new-vehicle energy audits and reviews when upgrading the agency fleet.
- Investigate state standards for high efficiency/low rolling resistance tires.
- Investigate state and local incentives for energy efficient vehicles.
- Create and maintain a “trip board” to minimize multiple cars traveling to a single destination from the same origin.
- Encourage staff to commute to work using city buses, carpooling, bicycling and walking.
- Create flexible work hours that accommodate time schedules of commuting.
- Achieve waste generation (prevention) and recycling goals set forth in statute.
- Offer high-priority processing for alternative energy facility applications.
- Further refine, support and promote DSL’s telecommuting/alternative work arrangements policy (#141-P-011) to reduce commuting miles, traffic congestion, energy consumption and vehicle waste-product generation.
- Investigate and develop policies and standards to support and promote 40-hour, four-day work weeks (four 10-hour work days), as feasible based on work responsibilities, in order to reduce commuting miles, traffic congestion, energy consumption and vehicle waste product generation.
- Investigate and act on retrofitting energy-saving devices in DSL headquarters building (e.g., low-flow toilets, solar hot-water heating, hot-air hand driers).
- Investigate placing staff in field offices central to their geographic areas of responsibility.

### **3. Principles of Sustainability: Communication**

#### Current Situation

Communicating the importance of sustainability enables the Department to create a stronger agency while establishing a healthy environment, economy and community. For example, in 2008, DSL provided \$5,000 in support of Sustainable Oregon Schools Initiative (SOSI) at the request of the Governor's Office. DSL can increase its contribution to sustainability through *what* it communicates, as well as *how* it communicates.

The Department has worked towards increasing its outreach program in all areas: the SSNERR, land and waterway conservation, estates, and unclaimed property. Communicating DSL's core message of sustainable management of all lands and the Common School Fund through these outreach efforts has improved awareness and compliance of our different programs.

DSL has begun to communicate through more electronic-based methods:



- Authorizations have been converted or are in the process of being converted to electronic format rather than paper.
- Mailing lists have been increasingly converted to emails.
- Paper documents, such as maps, deeds and other property management records are being converted to electronic copies for easier access and storage.

#### Desired Future Conditions

The Department will increase outreach with the general public, stakeholders, customers, other agencies and staff to emphasize the importance of leaving a legacy for future generations through sound land practices and stewardship. Keeping communication open will help encourage compliance and understanding of the laws the agency supports.

Replacing paper-based transactions with electronic-based transactions and communication cuts down on paper waste, cost and time, and supports efforts with other agencies to help increase awareness of sustainability practices.

#### Objectives

##### *What We Communicate*

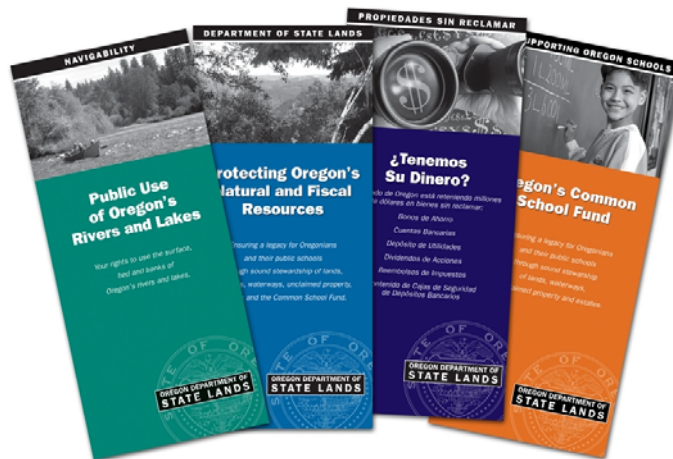
The communication efforts of the Department to achieve a sustainable environment, economy and community will focus on the following:

- Alternative energy exploration on state lands (wave, wind, solar, geothermal).
- Wetland restoration, enhancement and creation.
- Wetland mitigation banks and carbon credits.
- Continuing the environmental and educational value of the South Slough.
- Open and informative communication with the public throughout implementation of AMP actions for disposal, acquisition and development of properties.
- Unclaimed property and estates outreach programs.
- Training staff to communicate the Department's sustainable management theme during outreach opportunities.

### *How We Communicate*

The way we communicate should reflect our commitment to sustainability. To do this DSL will:

- Increase the use of Web-based electronic delivery and acceptance of applications and payments.
- Maintain user-friendly agency Web site.
- Increase the use of electronic or video conferencing.
- Complete the conversion of paper documents to electronic versions for ease of access, storage and review by all staff.
- Move forward to achieving a paperless office.
- Develop a print-on-demand mindset to eliminate unused or outdated copies.
- Advocate printing only what is needed (emails, documents).



#### **4. Principles of Sustainability: Natural Resources**

As both a regulator and landowner, DSL plays a major role in the management and use of natural resources in Oregon. Sustaining and, in some cases, enhancing the condition of natural resources is inherent to fulfilling the Department's mission in all of its land and waterway management roles.

This theme is subdivided into three areas, each representing programs or land types that are to be managed/administered sustainably: Wetlands and Waterways; Common School Trust Lands; and the South Slough National Estuarine Research Reserve.

#### **Wetlands and Waterways**

##### **A. State-owned Waterways**

##### Current Situation

The state owns more than 800,000 acres including the territorial sea, navigable rivers, tidally influenced waterways and meandered lakes. Primary management is aimed at protecting the public trust doctrine rights of navigability, recreation, commerce and fishing, while requiring compensation for development and use of a waterway. Currently the Department:



- Maintains an inventory of most state-owned waterways.
- Completes navigability studies upon request.
- Pursues authorizations and enforces trespasses.
- Manages the territorial sea in accordance with state and federal policies, statutes and regulations.
- Works with federal, state and local agencies on environmental cleanup areas such as the Portland Harbor and the Oregon Slough.

##### Desired Future Condition

DSL will maintain state-owned waterways to protect public trust rights and produce revenue for the Common School Fund by:

- Evaluating opportunities to acquire adjacent uplands to facilitate the development of prime waterfront locations.

- Continuing to maintain an inventory of waterway improvements subject to authorization.
- Promoting management practices that sustain or result in an increase of ecological functions and community values.

### Objectives

- Promote wave energy and other water-dependent alternative energy research and development.
- Coordinate the authorization of new leases, etc. with other state natural resource agencies in order to conserve water surface area and promote conservation of aquatic habitat.
- Encourage conservation easements on undeveloped waterways.

## ***B. Oregon’s Removal-Fill Permitting and Wetland Planning Program***

### Current Situation

The Department of State Lands protects wetlands and waterways through the implementation of the Oregon removal-fill law, enacted in 1967. The purpose of the law is to protect, conserve and make best use of water resources; protect public navigation, fishery and recreational uses; ensure that activities do not adversely impact adjacent landowners; minimize flooding, improve water quality and provide habitat for wildlife and fish species. This law requires that certain removal-fill activities in wetlands and waterways have an authorization from DSL; most removal-fill activities regardless of the amount of fill or removal involved in Oregon Scenic Waterways and “essential salmon habitat” streams require an authorization.



The following measures are used to assess progress in the wetland and waterway program:

- Annual increase in freshwater wetland acreage.
- Annual increase in acres of estuarine wetland.
- Percentage of removal-fill violations resolved.
- Percentage of required cities with approved and adopted local wetland inventories.
- Rate of compliance with removal-fill permit conditions.
- Number of wetland mitigation bank credits available.
- Number of wetland mitigation bank credits purchased by the State of Oregon.

- Amount of treated riverbank (riprap, bio-engineered erosion control, etc.) per designated waterway.
- Treated riverbanks should be assessed and mapped in designated watersheds, rivers and stream reaches.

*Note: The list above does not provide a comprehensive list of criteria reflective of sustainable natural resource functions and values; these are promoted in the objectives section below.*

### Desired Future Condition

DSL will map, inventory and assess natural resources, such as compensatory wetland mitigation sites, to sustain, through progressive management practices, a natural resource base and associated ecological functions. Accountability of natural resource programs, including comprehensive performance measures, will be based on science based evaluation approaches using peer reviewed methods and procedures. Management practices will be promoted that sustain or result in an increase of ecological functions, societal values and acreage for affected state waterways.

### Objectives

- Compensatory wetland mitigation sites inventoried and mapped.
- Permitted projects inventoried and mapped.
- Wetland and waterway violations inventoried and mapped.
- Wetland mitigation banks inventoried and mapped.
- “Payment-in-lieu” wetland mitigation sites inventoried and mapped.
- Compensatory wetland mitigation sites monitored for effectiveness: mitigation performance/success criteria evaluated.
- Compensatory wetland mitigation sites, including “payment-in-lieu” and mitigation banks, assessed to determine what percentage are designated for enhancement, creation, and restoration.
- Wetland functions lost and gained by project, and statewide within the preferred watershed scale, assessed.



## **Common School Fund Trust Lands**

### ***A. Rangeland Resources***

#### **Current Situation**

The Department currently manages approximately 628,500 acres of rangelands in eastern Oregon, primarily in Lake, Harney and Malheur Counties. The majority of this land is semi-arid uplands suited primarily for livestock grazing. These rangelands are blocked into 42 larger parcels (leaseholds) covering approximately 592,800 acres and 98 smaller (isolated) parcels on about 37,355 acres. Smaller parcels are typically in-holdings within large private or federal tracts of land in which DSL has little management control. Together the current carrying capacity is approximately 62,000 animal unit months (AUMs).

Most of the larger blocked parcels are managed through the use of rangeland management plans, developed by DSL in consultation with the lessee and other interested parties. Management plans contain grazing schedules by pasture, specific management objectives for the leasehold, and leasehold resources. Smaller tracts are typically managed in conjunction with adjacent ownerships and therefore do not have individualized plans.

In 2002, the Department initiated a rangeland resource inventory process on blocked rangeland parcels. Since nearly all of DSL's rangelands have never been inventoried in detail, the inventory's vegetative data will assist the Department in assessing ecological conditions while establishing livestock carrying capacities and ecosystem improvement opportunities. Since 2002, approximately 213,000 acres have been inventoried.

#### **Desired Future Condition**

Rangelands are managed to ensure sustained forage yields for livestock consistent with best management practices. Range inventories are completed and continually updated on the blocked leaseholds. Based on survey results, adjustments are made in rangeland management plans to implement grazing practices that maintain, achieve or restore healthy, properly functioning ecosystems while obtaining long-term maximum revenues for the Common School Fund. Grazing practices are carefully managed to ensure the renewable vegetative resource on each leasehold provides optimum output of livestock forage at a sustained yield level. Care is taken to ensure other authorized uses do not unreasonably interfere with approved rangeland grazing practices.



## Objectives

- Assist lessees in rangeland developments and practices that will facilitate sustainable forage yields while maintaining or improving ecosystem functions.
- Increase staffing levels for consistent and effective leasehold monitoring including stream and upland assessments.
- Pursue exchanges of private/federal in-holdings within blocked lands, to facilitate better rangeland management opportunities.
- Pursue exchanges to acquire lands adjacent to state-owned lands for purposes of consolidating existing ownership in order to increase access or improve manageability.
- Continue noxious weed treatments and juniper clearing projects.

## ***B. Forestland Resources***

### Current Situation

DSL's forestland is managed primarily for harvestable timber on a sustainable basis in accordance with plans developed by forest managers. CSF lands managed by DSL include about 106,405 acres, primarily in the Elliott State Forest (almost 85,000 acres) in the Coast Range northeast of Coos Bay. Other major holdings are near Klamath Falls within the Sun Pass State Forest (about 3,365 acres); the 3,037-acre Yainax Butte parcel, and forestlands in northwest and southwest Oregon, including lands



within the Clatsop, Tillamook and Santiam State forests. The Land Board contracts with the Oregon Department of Forestry (ODF) to manage the majority of CSF forestlands, referred to as certified forestlands. Approximately 7,000 acres managed by DSL are referred to as decertified forestlands.

Forestland revenues are the CSF's largest land-based revenue source. According to ODF's 2008 annual report, forestlands generated \$9.4 million in revenues, while expenditures totaled \$4.85 million. Revenue is expected to increase as a federally approved Habitat Conservation Plan (HCP) for the Elliott State Forest is put into effect, estimated completion date of 2010. Annual timber harvest volumes on Trust lands in the Elliott are expected to increase by 10 to 15 million board feet per year under the new HCP.

The HCP represents a major commitment to sustainable forest management, as it seeks to balance the need to produce revenue from the forest to benefit schools, while conserving valuable habitat for a wide range of federally listed fish and wildlife.

An emerging, but as yet untapped, market for forestland resources is in carbon credit trading. A recent study reported in the journal *Nature* and co-authored by OSU professor Beverly Law reports that a growing body of evidence shows old growth forests store more carbon dioxide from the atmosphere than they release. Previously, it was thought that older forests did not sequester significant amounts of carbon. As a result, a market for carbon credits based on the conservation of older forests may soon emerge.

#### Desired Future Condition

Forestlands are managed to increase timber harvest levels while maintaining a sustainable harvest of timber, subject to economic, environmental and regulatory considerations. The sale of carbon credits produces income revenue from forest areas, particularly lands that are not harvestable or that have long harvest rotation cycles.

#### Objectives

Implement the general strategies of the AMP for forestlands which include:

- Research the feasibility of generating revenue from forestlands for purposes of carbon mitigation (sequestration), particularly lands not harvestable or that have long harvest rotation cycles.
- Investigate the certification of CSF forestlands for meeting sustainability standards.

### **South Slough National Estuarine Research Reserve**

#### Current Situation

The South Slough National Estuarine Research Reserve (SSNERR or Reserve) is a 4,771- acre natural area located in the Coos estuary on the south coast of Oregon. The reserve was designated in 1974 as the first unit of the National Estuarine Research Reserve System (NERRS), a network of estuarine habitats protected and managed for the purposes of sustaining long-term research, education and coastal stewardship.

The SSNERR Management Plan is guided by a mission statement that defines the purpose of the Reserve: To improve the understanding and stewardship of Pacific Northwest estuaries and coastal watersheds.

As its state partner, DSL supports the SSNERR's programs focused on research, education and stewardship which serve to enhance a scientific and public understanding of estuaries and contribute to improved estuarine management.



### Desired Future Condition

The Reserve will strive to support the informed management of the Coos estuary and watershed providing a model for regional, national and global coastal management.

The Reserve will apply its resources toward problem solving and capacity building in the local community, with an emphasis on the Coos estuary and watershed. Staff and management will utilize their in-depth knowledge of the South Slough watershed to better understand how it relates to the greater Coos Bay system. This understanding provides resources that can be applied toward regional, national and global coastal management issues, and assist decision makers in sustainably managing coastal resources.

### Objectives

The following goals support the mission of the SSNERR and reflect the vision of the Reserve:

- Conduct and coordinate research that increases understanding of ecological dynamics in the different hydrogeomorphic regions of South Slough, Coos Bay and other Pacific Northwest estuaries.
- Assess and monitor the status of estuarine habitats and biotic indicators in order to track short-term variability and long-term changes in estuarine habitats and communities.
- Provide technical assistance and advisory services that contribute to efficient and effective management of estuaries in the Lower Columbia biogeographic province.
- Provide a variety of high-quality educational experiences to facilitate understanding of key themes within Pacific Northwest estuaries and coastal watersheds.
- Develop a broader understanding by people in the local community about the purpose of the SSNERR and the importance of using scientific data to inform coastal decision-making and take responsible action.
- Manage and restore the habitats and ecosystem processes associated with the SSNERR using an adaptive management approach.
- Provide for a diversity of high quality estuarine and coastal habitats representative of the Lower Columbia biogeographic province.
- Collaborate with local, regional and national agencies and organizations to address natural resource management issues affecting estuaries and coastal watersheds.
- Create opportunities for public participation that increase the understanding and stewardship of estuaries, expand the operational capacity of the Reserve, and provide meaningful experiences and benefits to participants.
- Facilitate the development and implementation of clear policy direction and guidance in the management of the Reserve.
- Develop, maintain and operate facilities that minimize environmental impacts and resource consumption by using innovative design, construction methods and technologies.

## **5. Principles of Sustainability: Agency Operations**

It's often said that an organization's greatest asset is its employees – or that an organization *is* its employees. The Agency Operations theme focuses on the people, training and fiscal resources needed to perform the agency's business in order to continue to meet the needs of future generations of Oregonians for excellent schools, clean water, and healthy aquatic, forest and rangeland ecosystems.

### Current Situation

DSL currently is staffed with 111 full-time positions. Not surprisingly, the diverse nature of the agency's responsibilities is reflected in the expertise and work tasks of the employees. Staff include geographic information system operators, clerical employees, accountants, auditors, wetland restoration specialists, land appraisers, property managers, geologists, computer operators and programmers, rangeland managers, permit coordinators, communication specialist, estuarine researchers, biologists, real estate specialists, public policy specialists and land-use planners. Keeping up with the



fast-paced changes in law, policy, science and technology related to DSL's business is a challenge. The subject matter surrounding DSL's work is steeped in legal, policy, scientific, economic and political factors that are often learned on the job through research, practice and coaching.

By all conventional measures, DSL's workforce is diverse in all demographic aspects. Organizationally, there are few career ladders to follow. In the recent past, the Wetlands and Waterways

Conservation Division lost staff due to the attractiveness of private-sector (and sometimes local-government sector) salaries and the demand for well-trained and knowledgeable wetland and regulatory specialists. In other divisions, staff tends to stay longer and develop deep knowledge and experience about work practices and policies. This is particularly true in the Land Management Division, South Slough National Estuarine Research Reserve and the Unclaimed Property Section.

Training and career development are promoted agency-wide. Individual employees are encouraged to receive training of interest that is applicable and relevant to their work. Agency-wide training or division-wide training is aimed at broader topics (e.g. understanding the Family Medical Leave Act) or program policy/rule changes (e.g. implementing new removal-fill program rules).

Technology plays a key role in agency operations. The use of networked personal computers, the Internet, geographic information systems and the agency's database (Land Administration System) are essential elements in the daily work of employees.

Lately, Global Positioning System devices and software are coming into more regular use by staff at the South Slough, in the Eastern Region of the Land Management Division, and among some Wetlands and Waterways Conservation Division staff.

Unlike many governmental operations, DSL relies heavily, but not exclusively, on dedicated funds to finance its operations. The reliability of funding through federal grant funds, permit fees and the state's general fund sometimes affects the agency's ability to fulfill its mission.

#### Desired Future Condition

The State Land Board and the executive management of DSL value a knowledgeable, well-trained staff that is adequately financed and aided by up-to-date equipment and information systems. To accomplish this, DSL will:

- Seek to retain high-performing and essential staff.
- Provide skill enhancement opportunities for staff.
- Plan for projected staffing levels and facility needs.
- Develop systems to permanently catalogue and store historical records, files, maps and charts and similar documents.
- Secure sufficient funding for programs and facilities.
- Develop and/or enhance partnerships with other agencies and non-government organizations.

#### Objectives

The following are just a few avenues DSL can take to move toward the desired future condition outlined above:

- Make focused efforts to collect, utilize and make available the institutional knowledge and memory of its experienced employees.
- Develop plans for evolving program and facility needs.
- Endeavor to retain and build staff levels of a sufficient depth to maintain continuous and consistent program delivery.
- Provide training that enables employees to be more effective in their individual job duties and broadens their knowledge of DSL's mission, policies and practices.
- Investigate and advocate for non-traditional funding sources for programs and facilities. Such sources might include ecosystem services facilitation or carbon credit payments.
- Encourage partners (universities, watershed councils, etc) to investigate expanded involvement in DSL operations and programs.
- Integrate work among programs to take advantage of experience, education and knowledge (e.g. wetland specialists assisting property managers and land use planners).
- Provide improved access to program data for staff and partners, as well as increase the accuracy and reliability of the data provided.

## 6. Principles of Sustainability: Sustainable Development Practices

### Current Situation

The State of Oregon historically has had a natural resource-based economy. More recently, the state has been dedicated to conserving and managing its land resources and natural environment for land development practices that are sustainable and that minimally impact the environment. In his 2008 State of the State Address, Governor Kulongoski said: Oregon will lead the nation in sustainable development.

DSL has not historically or typically been involved in land development projects. However, the Department manages about 5,000 acres of land with potential for urban development, and the nature of recently obtained land assets as well as the directives of the Asset Management Plan dictate that DSL will be more involved in land development activities in the future. The principles of sustainable land development provide guidance, for both urban and rural lands, and regardless of the thrust of the management strategy.

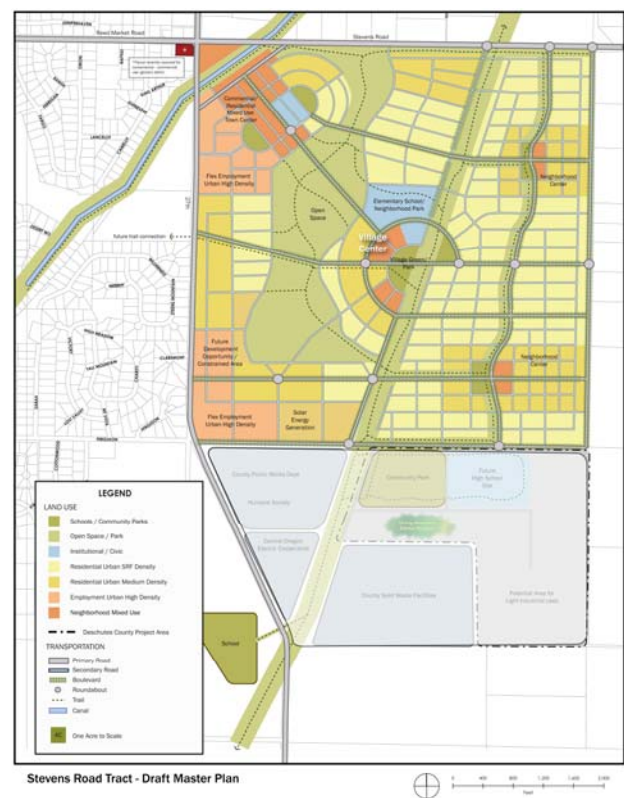
### Desired Future Condition

Sustainable land development practices are the 'norm' on DSL lands and are implemented in balance with DSL's Trust obligations.

DSL investigates and implements sustainable land development practices that specifically address the unique challenges of developing residential, commercial and industrial lands while fulfilling the Governor's goal of Oregon being a leader in implementing sustainable development practices.

### Objectives

The following sustainable design principles and land development practices will be employed, to the greatest degree feasible, as DSL develops lands classified for urban-level development:



- An overall mix of uses that balances jobs and housing to the greatest extent possible, consistent with the residential and employment land needs and goals, and that allows people to live, work, shop and play within the area, with a minimal need to drive.
- Multi-modal transportation facilities that encourage people to walk, bicycle and use transit.

- Residential densities that support transit use within, to and from the site.
- Energy-efficient building materials and construction practices (e.g., energy-efficient windows, building orientation, high-efficiency heating and cooling systems, recycled building materials, and other similar practices).
- Power generation from alternative energy sources, including solar power.
- Use of distributed solar power generation from individual homes.
- Incorporation of solar energy principles in design of street layouts, building orientation and building design during the early planning and design stages.
- Native vegetation and other landscaping practices that minimize irrigation needs.
- Natural and other drainage facilities and practices that retain storm water within the site and minimize drainage impacts (e.g., bio-swales, detention ponds, rolled curbs).
- Permeable or semi-permeable surfaces for low impact areas such as driveways, bike paths or similar areas.
- Irrigation using “gray” water for landscaping or other feasible uses.
- Possible development of a “living machine” using biological processes to treat wastewater.
- Integration of multi-modal transportation facilities (e.g. future transit and passenger rail opportunities).
- New transportation facilities that serve as a model for implementation of the Governor’s transportation-global climate change initiative.
- Leading-edge solar energy production and utilization practices to enhance environmental sustainability and create revenue generation opportunities, including concentrated solar power generation, distributed solar power generation and passive solar design.

## References

1. 2006-2016 Asset Management Plan
2. *Oregon Strategy for Greenhouse Gas Reductions, State of Oregon*, December 2004
3. *A Framework for Addressing Rapid Climate Change, State of Oregon*, January 2008
4. An Approach to Improving Decision Making in Wetland Restoration and Creation, Kentual, Et Al, 1992
5. Sustainability Plan, Oregon Department of State Lands, October 2006
6. Executive Order No. 06-02, Governor of the State of Oregon, 19 January, 2006
7. Executive Order No. 03-03, Governor of the State of Oregon, 17 June, 2003
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9. OAR 141-085-0000 to 141-085-0450
10. OAR 141-110-0000
11. ORS 196.800-196.990
12. Oregon Department of State Lands: Communication Plan
13. Oregon Department of State Lands: Key Performance Measures
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15. Oregon Progress Board: Performance Measure Guidelines
16. Oregon Removal-Fill Program: Summary of Activities
17. South Slough National Estuarine Research Reserve Management Plan

## **APPENDIX A**

### **2008 Sustainability Committee**

John Lilly	Land Management Division– Salem
Gerry Hutson	Land Management Division – Salem
Hans Klausner	South Slough National Estuarine Research Reserve – Charleston
Mike McCabe	Wetland and Waterways Conservation Division – Salem
Ursula Sperry	Land Management Division – Salem
Doug Parker	Land Management Division – Salem
Randy Wiest	Land Management Division – Bend

## APPENDIX B

### Sustainability Principles in DSL's Legally Mandated Mission

*"Sustainability" means using, developing and protecting resources in a manner that enables people to meet current needs and provides that future generations can also meet future needs, from the joint perspective of environmental, economic and community objectives. ORS 184.421*

The following excerpts from the Department's legal directives (i.e. the Oregon Admission Act, Oregon Revised Statutes, Oregon Administrative Rules and Attorney General's opinions) reveal the depth to which the principles of Sustainability (as defined in ORS 184.421) are embodied in the Department's day-to-day mission.

#### **Concerning the Use and Management of Land and Water**

Oregon Constitution Article VIII Section 5

(2) The board shall manage lands under its jurisdiction with the object of obtaining the greatest benefit for the people of this state, consistent with the conservation of this resource under sound techniques of land management.

Excerpts from Attorney General's Opinion 8223 (July 24, 1992)

- "Oregon must use the Admission Act lands for schools not for any purpose that is inconsistent with such use."
- "...the school lands granted to the State of Oregon are a trust for the benefit of public education. It is the duty of the state to dispose of them for as near full value as may be, and to create thereby a continuing fund for the maintenance of public schools. [Oregon Supreme Court: Grand Prize Hydraulic Mines v. Boswell]"
- The language of Article VIII Section 5(2) does not change the purpose for which Admission Act lands are held in trust.
- "...other permissible uses [of Admission Act lands] e.g., public recreation, can be easily explained as an express authorization for such uses where no good economic use of the lands for schools could be presently found..."

ORS 273.051(Note: only applicable information is shown)

(2) The State Land Board shall:

(a) Manage, control and protect the common school grazing lands under ORS 273.805 to 273.825 so as to secure the greatest permanent value of the lands to all the people of this state, particularly for the dedicated purposes of the lands and the common schools to which the resources of the lands are devoted.

(b) Give due consideration, in the sale, exchange or leasing of any state lands under its control, to the protection and conservation of all natural resources, including scenic and recreational resources, of such lands, so as to conserve the public health and recreational enjoyment of the people, protect property and human life, and conserve plant, aquatic and animal life.

OAR 141-082 Rules for Waterway Structures (Note: only applicable information is shown)

(3) State-owned submerged and/or submersible land is managed to ensure the collective rights of the public, including riparian owners, to fully use and enjoy this resource for commerce, navigation, fishing, recreation and other public trust values.

OAR 141-110 Rules for Rangeland Management (Note: only applicable information is shown)

The following policies shall guide the Division in managing and leasing rangeland forage:

(1) All Trust Land shall be managed in accordance with the need to maximize long-term financial benefit to the Common School Fund.

(2) All Trust and Non-Trust Land shall be managed with the objective of obtaining the greatest benefit for the people of this state consistent with the conservation of this resource under sound techniques of land management.

(4) The Division shall manage rangeland to prevent human-induced loss of rangeland health. Toward this end, the Division:

(a) Shall continue to implement rangeland practices that maintain, achieve or restore healthy, properly functioning ecosystems and maintain, restore, or enhance water quality; and

(b) May assist in rangeland improvements and practices that will maintain or enhance rangeland health.

(5) The Division shall monitor and assess rangeland health. The Division shall use rangeland health inventories and routine monitoring to identify rangeland vulnerable to an adverse transitional change (for example, healthy, at risk, or unhealthy), and to serve as the basis for rangeland management decisions.

### **Concerning Wetland Conservation**

ORS 196.605 (Note: only applicable information is shown)

(3) Offset losses of wetland functional attributes caused by activities which otherwise comply with state and federal law in order to create, restore or enhance wetland functional attributes;

(4) Maintain and encourage a predictable, efficient regulatory framework for environmentally acceptable development.

ORS 196.668 (Note: only applicable information is shown)

(7) Much of this state's original wetlands have been diked, drained, filled, dredged, ditched or otherwise altered;

(8) There is continuing development pressure on wetlands in Oregon;

(9) There are often conflicts between wetland protection and other resource values and uses;

(10) Uncoordinated regulation of wetlands by local, state and federal agencies can cause confusion, frustration and unreasonable delay and uncertainty for the general public; and

(11) Wetland management is a matter of this state's concern since benefits and impacts related to wetland resources can be international, national, regional and statewide in scope.

ORS 196.672 (Note: only applicable information is shown)

It is the policy of the State of Oregon to:

- (1) Promote the protection, conservation and best use of wetland resources, their functions and values through the integration and close coordination of statewide planning goals, local comprehensive plans and state and federal regulatory programs.
- (4) Maintain a stable resource base of wetlands through the mitigation of losses of wetland resources and the adoption of the procedural mitigation standard currently used by federal agencies.
- (5) Establish the opportunity to increase wetland resources by encouraging wetland restoration and creation where appropriate.

### **Concerning the Regulation of Removal-Fill within Oregon's Wetlands and Waterways**

ORS 196.805 (Note: only applicable information is shown)

**Policy.** (1) The protection, conservation and best use of the water resources of this state are matters of the utmost public concern. Streams, lakes, bays, estuaries and other bodies of water in this state, including not only water and materials for domestic, agricultural and industrial use but also habitats and spawning areas for fish, avenues for transportation and sites for commerce and public recreation, are vital to the economy and well-being of this state and its people. Unregulated removal of material from the beds and banks of the waters of this state may create hazards to the health, safety and welfare of the people of this state. Unregulated filling in the waters of this state for any purpose, may result in interfering with or injuring public navigation, fishery and recreational uses of the waters. In order to provide for the best possible use of the water resources of this state, it is desirable to centralize authority in the Director of the Department of State Lands, and implement control of the removal of material from the beds and banks or filling of the waters of this state.

### **Concerning the Use and Management of the South Slough National Estuarine Research Reserve**

ORS 273.533 (Note: only applicable information is shown)

The management policy for the reserve is to:

- (a) Maintain the integrity of the estuary;
- (b) Protect the estuary from uses and activities, both within and beyond its boundaries, that may alter or affect the ecosystem and its natural dynamic processes; and
- (c) Preserve the area for long-term scientific and educational uses.