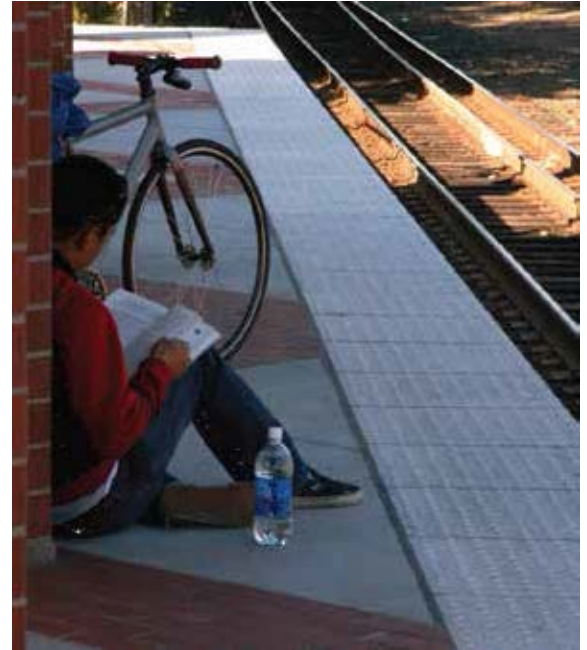


Oregon Department of Land Conservation and Development

# 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.