



## Department of Land Conservation and Development 2025 Policy Option Packages Straw Proposal

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### Introduction

The Department of Land Conservation and Development has developed this draft framework for policy option packages (POPs) to include in the 2025-2027 Agency Request Budget for consideration by the Legislature. We invite you to provide comment and feedback on these proposals, focused on the following four objectives:

1. [Planning for Housing Production](#)
2. [Supporting Local Governments and Tribal Nations in Community and Economic Development](#)
3. [Promoting Resilience, Climate Mitigation and Climate Adaptation](#)
4. [Protecting Coastal Resources and Promoting Coastal Resilience Through the Oregon Coastal Management Program \(OCMP\)](#)

POP funding requests total \$43,800,000, including funding for 55 positions (54.75 FTE). (Please note, authority for some of these positions already exists). However, as it is early in the budget development process, these POPs are still undergoing internal agency, interagency, and Governor's Office review. As such, the proposals you see in this document will not all be put forward in the 2025 Legislative Session and some may undergo significant reform based on input from the public, other agencies, interested parties, and the Governor's office. Public feedback of these proposed POPs will inform DLCD's proposal and be summarized for the Land Conservation and Development Commission for its consideration at the April 25-26, 2024 Commission meeting. If you would like to submit comment to be included in this presentation, please email it to the contacts below by no later than April 15, 2024. The public is also invited to provide testimony orally or in writing to the Commission for further input.

Please submit your comments, questions, and feedback to Alexis Hammer, Legislative and Policy Manager ([alexis.hammer@dlcd.oregon.gov](mailto:alexis.hammer@dlcd.oregon.gov)) or Aurora Dziadul, Legislative and Policy Analyst ([aurora.dziadul@dlcd.oregon.gov](mailto:aurora.dziadul@dlcd.oregon.gov)).

### Objective 1. Planning for Housing Production

*Overview:* Addressing the need for housing production in every Oregon community is a high priority for the department. In the past three biennia, DLCD's housing program has seen a significant increase in housing planning responsibilities and has been supporting local governments with statutorily required Goal 10 (Housing) and Goal 14 (Urbanization) work to help them plan for needed housing in their communities. This spans Housing Capacity Analyses, Housing Production Strategies, Comprehensive Plan updates, local development code updates, and more. With the

Oregon Housing Needs Analysis rulemaking and the establishment of the Housing Accountability and Production Office, the department is prioritizing its housing planning responsibilities and is poised to offer the resources across every corner of the state plans for abundant, diverse, and affordable housing.

### **1.1 Planning for Housing in Metro Unincorporated Areas**

*Positions: 0 Funding: \$300,000*

As part of HB 4063, passed in the 2024 Legislative Session, Metro counties are required to complete Goal 10 (Housing) planning for urban lands within their jurisdictional boundaries, unless an intergovernmental agreement (IGA) is reached to delegate that responsibility. As directed by Section 4 of this 2024 Act, DLCD is requesting a total of \$300,000 to allocate grants to counties – and cities included by IGAs – to complete these planning requirements by conducting Housing Capacity Analyses and developing Housing Production Strategies.

### **1.2 Permanent Funding for the Housing Accountability and Production Office**

*Positions: 28 (28.0 FTE)<sup>1</sup> Funding: \$13,000,000*

As part of SB 1537, passed in the 2024 Legislative Session, DLCD acquired 28 new positions to create and support the work of the Housing Accountability and Production Office (a joint office between DLCD and the Department of Business and Consumer Services (DCBS)). These positions were funded through the Housing Accountability and Production Fund, meaning they do not fall into DLCD's base budget for the 2025-2027 biennium. DLCD is requesting \$13,000,000 in total funding to fund these 28 staff positions into the next biennium and to maintain the current service levels of grant allocation to local governments for support in correctly implementing state housing law.

### **1.3 Increasing Available Housing Planning Assistance Funding**

*Positions: 0 Funding: \$2,000,000*

As part of HB 2001, passed in the 2023 Legislative Session, the Oregon Legislature adopted the Oregon Housing Needed Analysis recommendations and appropriated \$3,500,000 to DLCD to provide grants for local jurisdictions to complete Goal 10 (Housing) and Goal (14) planning and code updates. The applications quickly became oversubscribed, and there is currently a waitlist for local government code update projects. DLCD is requesting \$2,000,000 in total funding to increase the grant program and fund 20-25 waitlisted projects to support meeting the housing production needs of local communities.

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**Objective 1. Total positions (FTE): 28 (28.0)<sup>1</sup>**

**Total funding: \$15,300,000**

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<sup>1</sup> These are existing positions at the Dept. of Land Conservation and Development (DLCD), authorized by SB 1537 (2024).

## **Objective 2. Supporting Local Governments and Tribal Nations in Community and Economic Development**

*Overview:* Statewide land use planning largely happens at the local level – communities are the foundation of the cities, towns, and rural areas that Oregonians call home. Implementing the state’s 19 land use planning goals is an extensive undertaking, and local governments rely on the state for technical and financial assistance to ensure they are promoting community and economic resilience within their jurisdictions. Recent statutory changes and evolving priorities mean that updates to existing plans, policies, and procedures are necessary across the state, and DLCDC is poised to support local governments along this journey.

### **2.1 GIS Data Capacity**

*Positions (FTE):* 7 (7.0 FTE)

*Funding:* \$5,000,000

DLCDC has experienced an historic underinvestment in its data stewardship programs, with paper records only recently becoming digitized and a lack of an interoperable, agency-wide geographic information system. The department is increasingly getting inquiries regarding statewide, aggregated data on historic and current urban growth boundaries (UGBs), zoning, infrastructure, and tax lot data. To support the work of local governments meeting the 19 statewide planning goals, and the state Legislature in making data-driven policy decisions, it is essential that the department expand its capacity to intake, maintain, and produce GIS data. DLCDC is requesting \$5,000,000 in total funding to increase agency staffing and provide grants to local governments to contribute local UGB, zoning, and infrastructure data to the department.

### **2.2 Increasing Funding to the General Grant Program to Support Local Planning Goals**

*Positions (FTE):* 0

*Funding:* \$500,000

Historically, the Legislature has funded DLCDC to provide grants to local governments for implementation of the land use system since its inception. In the 2023-2025 biennium, the Legislature appropriated \$1,700,000 to DLCDC to allocate to local governments for planning projects that align with the state’s 19 statewide planning goals. The program was quickly oversubscribed, meaning that many critical projects could not receive support during the current biennium. DLCDC is requesting \$500,000 in total funding to increase this grant fund and support local comprehensive plan and code updates that will allow small, rural, and underfunded local governments to holistically meet the growing needs of their communities.

### **2.3 Diversity, Equity, and Inclusion Coordinator and Local Grants to Support Community Engagement**

*Positions (FTE):* 2 (2.0 FTE)

*Funding:* \$1,100,000

DLCDC’s 50<sup>th</sup> Anniversary survey overwhelmingly indicated the shared goal toward centering DEI and community engagement in local and state public participation procedures. Land use planning Goal 1, which emphasizes public engagement, lacks implementing rules to structure and support community engagement in planning processes across the state. Many local Goal 1 plans have never been updated, meaning they do not align with the current values Oregonians hold towards racial, social, and economic justice for its communities. DLCDC is requesting \$1,100,000 in total funding to hire a DEI Coordinator in the department and offer grant funding to local jurisdictions for updates to their Goal 1 plans. The DEI Coordinator would serve as a resource to the agency,

support local government updates to public engagement plans, and make an assessment of Goal 1 based on the experiences of local and Tribal governments and community members.

## **2.4 Farm and Forest Policy Updates**

*Positions: 1 (1.0 FTE)*

*Funding: \$500,000*

A foundational component of Oregon’s land use program is the protection and stewardship of its farm and forest lands – Goal 3 (Agriculture) and Goal 4 (Forestry). However, many of the rules guiding this essential work have not been updated for almost 30 years. Currently, DLCD only has one staff member responsible for this coordinating this rulemaking and incorporating the needs of diverse Oregon communities and economies into this update. DLCD is requesting \$500,000 to hire an additional planner to provide technical expertise and assistance to update these goals and perform outreach and engagement with Oregonians impacted by this work. It will also provide funding for “Measure 56,” or local government reporting and guidance, on new rules adopted by the Commission.

## **2.5 Non-Resource Land Data Collection and Rulemaking Preparation**

*Positions (FTE): 1 (1.0 FTE)*

*Funding: \$400,000*

Non-resource lands, or lands designated for agricultural or forestry use by local governments that do not meet the statutory definition for these lands, are an important part of the whole land use system. They are often designated for inclusion into urban growth boundaries before resource lands and will have significant impact on the future of urbanization in the state as it continues to meet the housing and commercial needs of current residents. However, these lands are not well-defined in rule, and this prohibits local governments from comprehensively planning for these lands. DLCD is requesting \$400,000 in total funding to begin a biennium-worth of data collection and community engagement work to inform rulemaking in the next biennium that will provide local governments with clear guidelines for the definition, and use, of non-resource lands.

## **2.6 State and Local Tribal Liaison for Tribal Consultation on Land Use Decisions**

*Positions (FTE): 1 (1.0 FTE)*

*Funding: \$600,000*

Indigenous persons in what is now referred to as Oregon have been stewarding this land since time immemorial, and retain sovereignty over their land and a legal right to consultation on land use planning occurring at the local and state level. Tribal nations in Oregon have survived forced relocation, assimilation and oppression, and retain their right to government-to-government relationships with federal, state, and local jurisdictions. DLCD is requesting \$600,000 in total funding to hire a tribal liaison that will support local government consultation with Tribes on land use planning decisions, provide grants for updates to local inadvertent discovery plans, serve as DLCD’s tribal liaison, and represent DLCD at Cultural Resources and Natural Resources working group for the Legislative Commission on Indian Services.

## **2.7 Supporting Local Planning to Reduce Flood Risk and Participate in the National Floodplain Insurance Program**

*Positions (FTE): 2 (2.0 FTE)                      Funding: \$500,000*

Cities and counties must meet stringent requirements from the Federal Emergency Management Agency (FEMA) to participate in the National Flood Insurance Program. Property owners within that jurisdiction become ineligible for participation in the program if these requirements are not met. Over the past decade, FEMA requirements have become more stringent to avoid jeopardizing threatened species of salmon, resulting in increased workload for local governments. DLCDC is requesting \$500,000 in total funding to hire a planner to support city and county coordination with FEMA and to allocate grants to local jurisdictions for plan updates that will protect the existing residents of floodplain regions from losing essential property insurance. This state investment could leverage up to \$1,600,000 in federal funds.

## **2.8 Clear and Objective Standards on Non-Resource Land Implementation Grants**

*Positions (FTE): 0                                      Funding: \$2,000,000*

Through several recently enacted statutory revisions, Oregon counties are required to evaluate housing project applications on non-resource lands by clear and objective standards, and could be issued an enforcement order for failure to comply with mandated Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces) protections and Goal 7 (Areas Subject to Natural Hazards) work. DLCDC is requesting \$2,000,000 in total funding to allocate grants to Oregon county planning offices to update their codes to reflect these new standards and avoid enforcement pathways.

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***Objective 2. Total positions (FTE): 14 (14.0 FTE)***

***Total funding: \$10,600,000***

### **Objective 3. Promoting Resilience, Climate Mitigation and Climate Adaptation**

*Overview:* Climate change is consistently and increasingly impacting the lives of Oregonians, whether through fire, drought, and heat events, ice, floods, storm surges, or sea level rise. It is more important than ever that the statewide planning work keeps the tenets of resilience, climate mitigation, and adaptation at its core. Infrastructure and structural development necessitate careful planning to ensure that future generations have safe, livable communities to call home. DLCD, as the state’s land use planning agency, is primed to provide technical and grant assistance to local governments to support the climate mitigation goals specific to their jurisdictions and provide regional strategic planning about how to ensure resiliency in years to come.

#### **3.1 Sustainable Community Green Infrastructure Programming**

*Positions (FTE):* 4 (4.0 FTE)<sup>2</sup>                      *Funding:* \$4,200,000

As part of HB 3409, passed in the 2023 Legislative Session, the Community Green Infrastructure program was created and codified in ORS 197.468-472 with \$6,000,000 in appropriations to fund four positions at DLCD and allocate grants to local jurisdictions to improve urban tree canopy and manage stormwater and fund the planning and development of other green infrastructure. Urban areas without sufficient tree canopy get significantly hotter, creating deadly outcomes during heatwaves. DLCD is requesting \$4,200,000 to maintain current staffing levels and continue to financially support local governments’ efforts to increase green infrastructure for their communities.

#### **3.2 Solar Energy Siting**

*Positions (FTE):* 1 (1.0 FTE)                      *Funding:* \$800,000

DLCD is undertaking rulemaking to allow for renewable solar energy development in Eastern Oregon, in balance with the agricultural and environmental concerns important to the region. The Land Conservation and Development Commission will adopt these rules in 2025. However, the department does not currently have a permanent renewable energy planner to provide technical support for this rulemaking, address other terrestrial renewable energy issues, and advise local governments on updates to their codes for renewable solar energy siting. DLCD is requesting \$800,000 in total funding to retain a planner who focuses on this issue and to provide the necessary grants for local governments to update their codes to support renewable energy in their communities and reach the 2040 carbon emission goals.

#### **3.3 Technical Assistance for Updating Transportation System Plans (TSPs) in Climate Friendly Communities**

*Positions (FTE):* 1 (1.0 FTE)                      *Funding:* \$5,000,000

In 2022, LCDC adopted amendments to the Transportation Planning Rules (OAR 660-012) that establish requirements for how cities and counties in metropolitan areas use transportation system plans (TSPs) to reduce climate pollution. While the Oregon Department of Transportation (ODOT) is able to provide funding to many of the cities and counties engaged in this work, it does not cover the entirety of jurisdictions who will be updating their TSPs to meet state emission goals. DLCD is

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<sup>2</sup> These are existing limited duration positions at the Dept. of Land Conservation and Development (DLCD).

requesting \$5,000,000 in total funding to allocate to local governments for community engagement and other work associated with TSP updates throughout the 2025-2027 biennium.

### **3.4 Establish Climate Adaptation and Natural Hazard Resilience Planning Program**

*Positions (FTE): 3 (3.0 FTE)<sup>3</sup> Funding: \$700,000*

While climate adaptation and natural hazards resilience planning are critical to DLCD’s mission, these efforts are limited by funding even as these extreme events continue to increase in frequency, duration, and intensity. DLCD is requesting \$700,000 in total funding to add three new staff members to the existing natural hazards team that will be able to support a statewide, coordinated response and preparedness for natural disasters to come.

### **3.5 Update and Implement Natural Hazards Mitigation Plan (NHMP)**

*Positions (FTE): 1 (0.75 FTE) Funding: \$400,000*

Oregon develops a natural hazards mitigation plan (NHMP), that, once approved by the Federal Emergency Management Agency (FEMA), makes Oregon eligible for federal funding for natural hazard mitigation and for resilience funding after natural disasters. This plan needs to be updated every five years to ensure that the state retains its eligibility to bring down those funds. DLCD is requesting \$400,000 in total funds to complete the next NHMP update and renewal to continue bringing federal resources into the state to support communities’ resilience and adaptability to natural disasters.

### **3.6 Wildfire Evacuation Transportation Planning**

*Positions (FTE): 0 Funding: \$500,000*

The Wildfire Adapted Communities Recommendations Report, submitted per SB 762 (2021) included “Recommendation 2: Cities and counties assess and improve transportation networks for safe evacuation and firefighting response.” This would involve local jurisdictions voluntarily examining their current transportation system to identify any gaps or bottlenecks that would be dangerous during a mass evacuation. Then the county or city could identify, analyze, and prioritize projects that would improve the capacity to evacuate during a wildfire. DLCD is requesting \$500,000 to offer technical assistance and grants to local jurisdictions for improving their transportation infrastructure for safe and efficient wildfire evacuation.

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**Objective 3. Total positions (FTE): 10 (9.75 FTE)<sup>4</sup> Total funding: \$11,600,000**

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<sup>3</sup> One of these positions is an already authorized, but not fully funded position at the Dept. of Land Conservation and Development (DLCD).

<sup>4</sup> Some of these are existing positions at the Dept. of Land Conservation and Development (DLCD).

## **Objective 4. Protecting Coastal Resources and Promoting Coastal Resilience Through the Oregon Coastal Management Program (OCMP)**

*Overview:* Oregon's Coastal Management Program, approved in 1977 by the National Oceanic and Atmospheric Administration, has a robust history of protecting Oregon's coastal ecosystems and engaging with diverse communities and Tribal government partners to promote the economic and social prosperity of the region. The OCMP is also responsible for ensuring consistency with federal statutes and procedures and inter-state coordination on coastal issues, providing holistic management of the coastal issues. With the ever-changing environment, it is more important than ever to invest in Oregon's natural resources and ensure that the coast remains accessible to every Oregonian.

### **4.1 Offshore Wind Federal Consistency Review**

*Positions (FTE):* 2 (2.0 FTE)                      *Funding:* \$500,000

With the Bureau of Ocean and Energy Management recently announcing a comment period to begin offshore wind leasing in Oregon, the state's need to create a coordinated strategy and engage at the federal level is imminent. Within this project, requirements for federal consistency review for offshore wind projects will require increased capacity for the agency to work with Tribal nations, local, state, and federal agencies, and interested parties to advise state and federal planning and regulatory processes. DLCD is requesting \$500,000 to fund two positions within the department who will be responsible for this collaboration and federal consistency review.

### **4.2 Updating the Columbia River Estuary Management and Dredged Material Disposal Plan**

*Positions (FTE):* 0                                      *Funding:* \$2,000,000

The Columbia River is an essential part of the state's economy, connecting multiple state and internal boundaries and supporting local and regional economies throughout. The Columbia River Estuary Management and Dredged Material Disposal Plan were first acknowledged in the 1980s and have had limited updates since, meaning they are not representative of the changing conditions regarding climate and sea level rise. Additionally, recent conflicts have emerged with federal activities associated with dredged material disposal. DLCD is requesting \$2,000,000 in total funding to support Clatsop County in updating these plans, including engagement with the State of Washington, Lower Columbia River Solutions Group, and other interested parties. This will ensure that the Columbia River is sustainably managed to support continued economic strength for the state.

### **4.3 Permanent Funding for Rocky Habitats Coordinator**

*Positions (FTE):* 1 (1.0 FTE)<sup>5</sup>                      *Funding:* \$400,000

The Oregon Coastal management program is implementing Oregon's 2021-2025 §309 Ocean Resources Planning Strategy, which the National Oceanic and Atmospheric Administration approved to include statutes, regulations, enforceable policies, administrative decisions, executive orders, memoranda of agreement/understanding, and new or revised special area management plans (SAMP). As part of this effort, the Land Conservation and Development Commission (LCDC) adopted a Territorial Sea Plan, including a Rocky Habitat Management Strategy, to provide a guiding

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<sup>5</sup> This is an existing limited duration position at the Dept. of Land Conservation and Development (DLCD).



framework and policies for the territorial seas. To engage local governments, Tribal governments, and community partners in the Oregon way, the legislature approved a limited duration position to lead rulemaking and coordination work. DLCD is requesting \$400,000 in total funding to continue funding for this position and ensure that the appropriate parties are given voice in creating guiding procedures for managing Oregon’s coastal resources.

**4.4 Sustainable Funding and Service Levels for the Oregon Coastal Management Program**

*Positions (FTE): 0*

*Funding: \$1,700,000*

The Oregon Coastal Management Program (OCMP), hosted by DLCD, has received high praise for its work supporting coastal resources and resilience from the National Oceanic and Atmospheric Administration. Despite that, the OCMP has been subject to a 30 percent reduction in federal funding from the Coastal Zone Coastal Zone Act Reauthorization Amendments since 2014. Creating long-term sustainable funding for the program is essential to not only maintain current service levels, but improve the program’s versatility and ability to manage increasing climate adaptation needs in the coming years. DLCD is requesting \$1,700,000 in total funding to ensure that the program continues to adequately manage its responsibilities and support local communities in line with our peers in other coastal states.

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**Objective 4. Total positions (FTE): 3 (3.0 FTE)<sup>6</sup>**

**Total funding: \$6,300,000**

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<sup>6</sup> Some of these are existing positions at the Dept. of Land Conservation and Development (DLCD).