

Oregon Department of Land
Conservation and Development

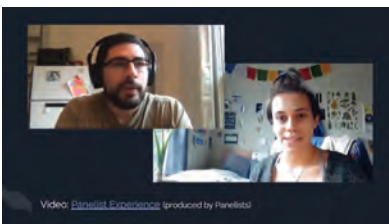
Biennial Report

2021-2023



Engaging on Climate

Oregon leads the nation in climate friendly planning 6



Healthy Democracy in Eugene, Oregon

DLCD grant creates an opportunity to engage residents in housing conversations 15

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Agency Description

The Department of Land Conservation and Development (DLCD) stewards Oregon’s visionary land use planning program. The department helps communities and residents plan for, protect, and improve the built and natural systems that provide a high quality of life. In partnership with citizens and local governments, DLCD fosters equitable, sustainable and climate prepared communities and protects our way of life and natural resources legacy.

The Land Conservation and Development Commission (LCDC) and DLCD operate under the Oregon Revised Statutes, the Oregon Administrative Rules and the statewide planning goals.

The land use program rests on a foundation of 19 statewide planning goals that are implemented through city and county comprehensive plans. The goals are broad statements of adopted state policy for local governments to use in developing comprehensive land use plans and ordinances.

At the program’s creation almost 50 years ago, LCDC and DLCD conducted an extensive, statewide public outreach effort. More than 100 public hearings and workshops were held and more than 10,000 Oregonians participated. Originally developed in the 1970’s, the goals have been amended over time. Most of the goals are accompanied by “guidelines,” which are suggestions on how a goal may be applied and are not mandatory. However, the goals have been adopted as administrative rules (OAR Chapter 660, Division 015) and are mandatory.

Cover photo: Condon, OR
Source: Sadie Carney, DLCD

From the Director

On the eve of the 50th anniversary of Senate Bill 100, which established Oregon’s land use planning system, the Department of Land Conservation and Development is in a time of transition. We are looking back at the accomplishments of the biennium, but also looking back on the accomplishments of a half-century of Oregon’s visionary land use system.

We conducted a number of historic rulemakings these past 24 months, including Middle Housing Implementation, Climate Friendly and Equitable Communities, Shoreline Armoring, and the Territorial Sea Plan Part III.

We produced much-needed recommendations for the legislature regarding Oregon’s housing needs, creating wildfire adapted communities, and the ongoing effort to preserve Oregon’s economically valuable farms and forests.

We received several federal grants that will move programs forward exponentially—a Mass Timber Grant Award from the Economic Development Administration and an Infrastructure Investment and Jobs Act award from the National Oceanic and Atmospheric Administration.

We awarded grants at a greater scale than ever before: technical assistance grants, community engagement grants, rural transportation equity grants, transportation growth management grants, and dozens of flexible, small-scale grants that specifically support planning in our rural communities and counties.

We approved Urban Growth Boundary expansions and prepared Natural Hazards Mitigation Plans to help communities and counties around the state plan for growth in safe and efficient ways.

We engaged in Tribal Consultation and diversity, equity, and inclusion training. In the next biennium, we will continue work with Oregon’s nine Tribes to protect cultural assets that have been left vulnerable until now; and we will adopt our first Diversity, Equity, Inclusion, and Racial Justice Plan.

We re-invigorated the Local Officials Advisory Group, empaneled an historically diverse Citizen Involvement Advisory Committee, recognized three communities with Achievement in Community Engagement Awards, and completed an updated interagency Climate Change Adaptation Framework.

We thanked long-time Land Conservation and Development Commission Chair, Robin McArthur, for her service and welcomed Portland Housing Developer Anyeley Hallová as Chair, and Deschutes County Administrator Nick Lelack as Vice Chair.

And we said farewell to our long-time director, Jim Rue.

I’m honored to be named the 15th director of DLCD. I join the ranks of 70 talented staff members, who are responsible for the litany of successes mentioned above. I look forward to partnering with Deputy Director Kirstin Greene and our Executive Team, in reflecting on our successes, determining how we can do even better, and crafting the programs and community engagement opportunities that will carry the state into its next 50 years of land use planning.

Thank you,

Brenda G. Bateman

Brenda Ortigoza Bateman, Ph.D.
Director



Oregon’s Statewide Land Use Planning Goals

Goal 1 Citizen Involvement	Goal 10 Housing
Goal 2 Land Use Planning	Goal 11 Public Facilities and Services
Goal 3 Agricultural Lands	Goal 12 Transportation
Goal 4 Forest Lands	Goal 13 Energy Conservation
Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces	Goal 14 Urbanization
Goal 6 Air, Water and Land Resources Quality	Goal 15 Willamette River Greenway
Goal 7 Areas Subject to Natural Hazards	Goal 16 Estuarine Resources
Goal 8 Recreational Needs	Goal 17 Coastal Shorelands
Goal 9 Economic Development	Goal 18 Beaches and Dunes
	Goal 19 Ocean Resources

State Agency Coordination Programs

Each state agency is required to prepare a State Agency Coordination (SAC) Program to ensure that its “rules and programs affecting land use” comply with the statewide planning goals, and are compatible with acknowledged city and county comprehensive plans and land use regulations (ORS 197.180, OAR 660-030, and OAR 660-031). In this way, state agencies support and contribute to the implementation of ORS Chapters 195, 196, and 197. SAC agreements document the results of an agency evaluation to assure compliance and compatibility with statewide land use goals. [Approved State Agency Coordination Plans](#)¹ are available on DLCD’s web page.

SAC agreements are submitted to DLCD for review and approved by the department director. Final agreements are submitted to LCDC for certification. The SAC Agreements currently in place were developed and approved in the late 1980s, up to 1990. Some minor updates of SAC programs have occurred since 1990, and at least one major update (Department of State Lands) took place in 2006.

Updating SACs to ensure state agency programs are consistent with statewide land use planning goals and local comprehensive plans would be a worthwhile investment for Oregon. SACs have the potential to create better coordination among state agencies, leverage available resources, result in better community engagement outcomes, and advance issues related to equity and inclusion around the state.

¹ <https://www.oregon.gov/lcd/About/Pages/State-Agency-Coordination.aspx>

Filling the Gap

Morrow County is nestled on the rural north-central border of the state along the Columbia River. History was made when the 2020 Census showed that Morrow County was the first county in the state to have a majority of non-white residents. With these significant demographic shifts, there is an increased need for identifying rural residents without adequate transportation. “Morrow County is home to a robust Hispanic community that has been historically underrepresented in Transit planning,” said Morrow County Transit Manager Katie Imes. “Our goal is to develop an effective and meaningful approach on engaging our Hispanic community members.”

The Rural Transportation Equity program is supporting the county’s efforts in expanding its transit services with an engagement-based grant of \$93,000. The grant is spearheaded by Madeline Phillips, Land Use and Transportation Planner for the Rural Transportation Equity program; the program supports underserved communities’ access to critical services and destinations by identifying and pursuing active transportation options. It positions communities to compete more effectively for much-needed state and federal transportation dollars.



Morrow County contracts with Kayak Public Transit for transit service.

The Rural Engagement & Vitality program, run by Eastern Oregon University, is working with the Latinx grassroots organization Euvalcree to provide project management via in-person surveys, interviews, and focus groups. This partnership is vital to Morrow County’s ability to pinpoint opportunities to support the transportation disadvantaged while working to maintain relationships and connections with those who are underserved.

Morrow County will explore transportation options in an expanding employment market driven by the Port of Morrow, Oregon’s second-largest port. Through the engagement with non-English speaking communities comes an understanding of where transportation barriers lie while simultaneously allowing for opportunities for accessible transit to be shared, like the new fixed-route transit and the bike/pedestrian connector from Irrigon to Boardman. “This service will fill a significant gap in the Statewide Transit Network, allowing people to move freely within Morrow County and regionally,” said Imes. “Morrow County Public Transit is excited to have the opportunity to work with DLCD on Transit Equity.”

Interagency Hazards Mitigation Team

The State Interagency Hazards Mitigation Team (IHMT) consists of representatives from more than twenty state agencies, universities, and the State Resilience Officer who work together to understand impacts and losses resulting from natural hazard events and the effects of climate change.

The IHMT develops and prioritizes strategies to reduce loss of life; damage to buildings, critical infrastructure, and lifelines; and impacts upon underserved communities and socially vulnerable populations. Under DLCD’s leadership, the IHMT regularly updates and maintains the FEMA-approved and Governor-promulgated [Oregon Natural Hazards Mitigation Plan](#).¹ This plan is one volume of the Comprehensive Emergency Management Plan for the State.

¹ <https://www.oregon.gov/lcd/NH/Pages/Mitigation-Planning.aspx>
² https://www.oregon.gov/lcd/CL/Documents/2021_CLIMATE_CHANGE_ADAPTATION_FRAMEWORKandBlueprint.pdf

Climate Change Adaptation Framework

DLCD coordinated the State of Oregon’s work on the Oregon Climate Change Adaptation Framework over a period of two years, culminating in a 2021 update. The Framework explores the impacts of climate change in Oregon and identifies how state agencies can effectively respond to them.

DLCD coordinated the work of 24 state agencies – from Business Oregon to the Oregon Health Authority, the Oregon Department of Forestry to the Oregon Department of Energy, and many more. The department reviewed climate adaptation plans from 17 other states to identify the most effective government response strategies and, over many months, vetted them with the multi-agency group. [The 2021 Climate Change Adaptation Framework](#)² builds on a 2010 Framework document, and was adopted as part of Oregon’s Natural Hazard Mitigation Plan.



Source: Bob Waldher

Supporting Resiliency After Disaster

When a major disaster was declared after river waters tragically flooded Umatilla County in 2020, a critical need for the maintenance of disaster-related funding was brought to the foreground. DLCD helped make addressing this need possible.

In order to receive disaster-related funding from the Hazard Mitigation Grant Program (HMGP), a Natural Hazards Mitigation Plan (NHMP) must be approved by the Federal Emergency Management Agency (FEMA). NHMPs need to be updated every five years to be considered valid. At the time, Umatilla’s was expired. If provided with eligibility for pre- and post-disaster funding, Umatilla County would be able to work to increase safety and community resiliency.

A few months after the flood in 2020, DLCD applied for and received a HMGP grant from FEMA to assist Umatilla County in creating the multi-jurisdictional NHMP. Tricia Sears, DLCD’s past Natural Hazards Planner, now current Geologic Planning Liaison at the Washington Department of Natural Resources, and Marian Lahav, DLCD Natural Hazards Mitigation Planning Program Coordinator, both served on the project management team for the development of the NHMP, and Tricia co-authored the NHMP.

The plan was done at an accelerated pace in response to the flood events, and was approved by FEMA in August 2021, giving Umatilla County access to critical resources.

Damage to Walla Walla River Road outside Milton Freewater, February 2020

Oregon Coastal Management Program

The Oregon Coastal Management Program (OCMP) consists of a network of agencies with authority in the coastal zone. State agencies are integral coastal program partners. They coordinate with each other to assist local governments, enforce state regulations, and carry out programs and state laws to protect coastal resources. Eleven state agencies, as well as all coastal counties and cities, make up the OCMP, which is convened by DLCD.



Every Mile Counts

The Department of Land Conservation and Development, Oregon Department of Transportation, Department of Environmental Quality, and Department of Energy are collaborating to identify specific actions to help the state meet its "Oregon Statewide Transportation Strategy: A 2050 Vision for Greenhouse Gas Reduction" vision through the Every Mile Counts collaborative. The initiative focuses on reducing transportation greenhouse gas (GHG) emissions and implementing the Statewide Transportation Strategy through reducing vehicle miles traveled, increasing use of cleaner vehicles and fuels, and integrating consideration of GHG emissions into decision making.

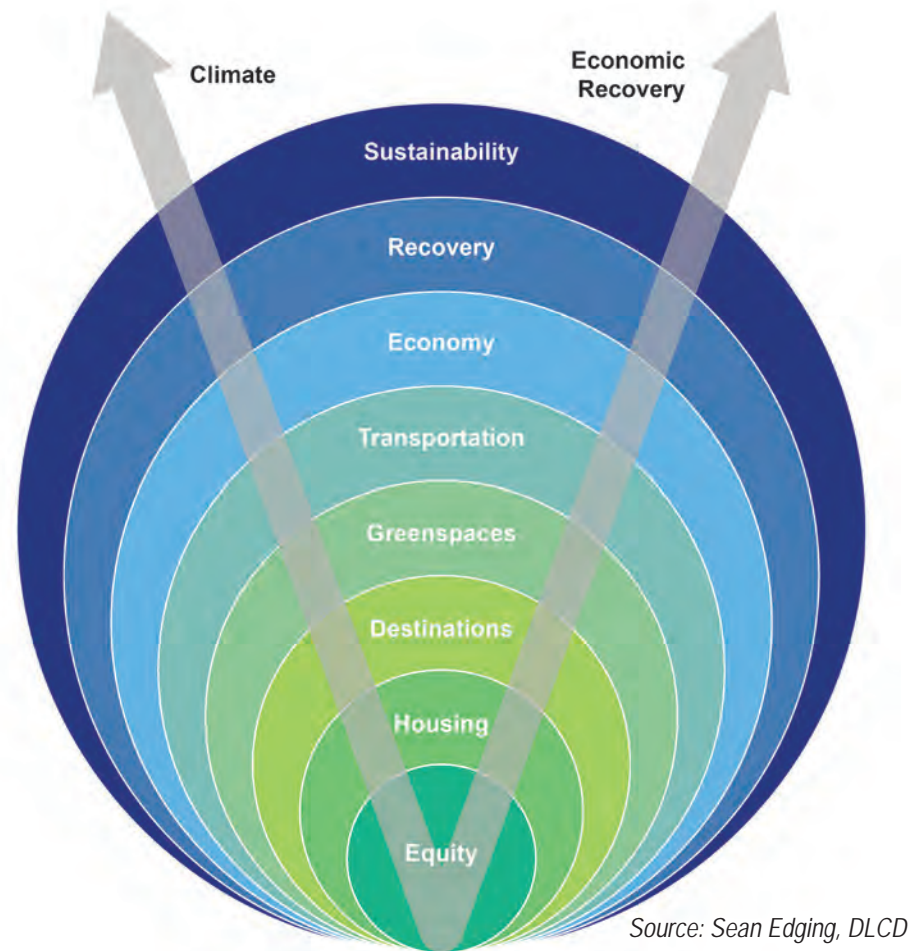
Diversity, Equity, Inclusion, and Racial Justice

As a small agency tasked with a statewide mission that impacts the lifestyle, health outcomes, built environment, and opportunities of Oregonians, DLCD takes equitable engagement seriously. We realize that our work often sets the tone for communities across Oregon.

DLCD recognizes that without care, lower income Oregonians, people with disabilities, people of color, and Oregonians with limited English proficiency are not able to participate in traditional planning processes in the

same numbers as more affluent community members.

DLCD is nearing completion of its first Diversity, Equity and Inclusion Assessment and Racial Equity Plan. This assessment and plan will guide internal and external services to ensure more responsive and equitable land use planning in Oregon. The plan is focusing on near term actions the agency can take to support more equitable and inclusive communities throughout the state.



Source: Sean Edging, DLCD

"In the time I have served on the commission, DLCD has made great strides in environmental and climate justice work. Our commission and agency leadership intentionally and aggressively pursue efforts to welcome and value more Oregonians and diverse perspectives in our process and conversations. I cannot overstate the value of this work."
Chair Anyeley Hallová, LCDC

Land Conservation and Development Commission

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

The seven commissioners are citizen volunteers appointed by the Governor and confirmed by the Senate. Commissioners are appointed to four-year terms and cannot serve for more than two full terms. The statute establishing the commission, ORS 197.030, requires the members be representative of certain regions of

the state. At least one member must be or have been an elected city official in Oregon and at least one member must be an elected county official at the time of appointment.

LCDC is advised by three statutorily required committees: The Citizen Involvement Advisory Committee, advising the commission on equitable community engagement; the Local Officials Advisory Committee, advising the commission on land use policy development impacts for local governments; and the Ocean Policy Advisory Council, Oregon's legislatively mandated marine policy body.

Commission Members (left to right): Kaety Jacobson; Anyeley Hallová, Chair; Nick Lelack, Vice-Chair; Allan Lazo; Barbara Boyer; Gerard Sandoval, Ph.D.; Stuart Warren



Source: DLCD

LCDC Meetings

July 2023 – TBD	November 2022 – Lincoln City, Hybrid	November 2021 – Remote
April 2023 – Salem, Hybrid	September 2022 – John Day, Hybrid	September 2021 – Remote
January 2023 – Salem, Hybrid	July 2022 – Salem, Hybrid	July 2021 – Remote
	May 2022 – Salem, Hybrid	
	March 2022 – Remote	
	February 2022 – Remote	

To see detailed agendas, staff reports, meeting recordings, and public comments received by the commission, visit the Commission Meetings web page.

Engaging on Climate

This past summer, the tremendous work of the DLCD staff and commission resulted in passage of Climate Friendly and Equitable Communities rules. Two years of substantial community engagement, twelve rulemaking advisory committee meetings (which boasted a committee size and representation that made DLCD history), and twelve LCDC meetings led to this successful adoption.

The rules focus on shifting how cities and counties plan for land use, transportation, and development. Among other things, they require cities to increase transportation options, remove certain parking mandates, provide more electric vehicle infrastructure, and designate mixed-use “climate-friendly areas” (CFAs) where residents can meet their daily needs without relying on a car.

Through these new rules came CFA Studies with accompanying Community Engagement Plans. With this enhanced focus on community engagement, the project is first-of-its-kind. A total of \$810,000 in funding goes to fifteen

jurisdictions. DLCD Senior Urban Planner Kevin Young, Land Use and Transportation Planner Cody Meyer, and Climate Mitigation Planner Evan Manvel have been working to engage the jurisdictions in centering the voices of underserved communities.

The CFA Study will consist of developing a community engagement guide, public involvement tasks, assessing gentrification and displacement risks and identifying potential mitigating policies, and determining potential CFAs. Following the studies, jurisdictions will adopt equitable planning amendments based on key findings from their CFA studies and community responses.

Cities like Salem are using the grant to build upon previous work. “Creating walkable, mixed-use areas is a priority in Salem,” said Eunice Kim, Salem’s Long Range Planning Manager. “As we begin to implement the new state rules, we plan to focus more squarely on equity and displacement issues, which are important in our community.”



Eugene Transit Center

Source: DLCD

Less is More

Madras is a small city with a big parking problem. Exploring efforts towards downtown revitalization, the city found an oversupply of parking originating from off-street parking standards that called for some revamping. Excess parking was resulting in inefficient use of the downtown landscape, creating barriers to redevelopment, and negatively impacting the quality of a walkable and livable downtown. With code assistance from the Transportation Growth and Management (TGM) program, led by Land Use and Transportation Planner Laura Buhl, Madras has lowered barriers to redevelopment, which will strengthen the downtown core, use land more efficiently, and promote a more pedestrian-oriented space. “The City of Madras is committed to solving housing issues and revitalizing our downtown, and we needed outside expertise to help us,” said Nick Snead, Madras Community Development Director. “Without the TGM grant the City of Madras

couldn’t have done it on our own.”

TGM is a joint effort of the Oregon Department of Transportation and DLCD for the purpose of linking land use and transportation planning to create vibrant, livable places. The grant of \$143,000 will work towards Madras Housing and Downtown Parking Code updates as Madras is also looking to meet its housing needs by incorporating a wider variety of house types, especially in its downtown area.

Creating a Downtown Parking Plan and Development Code amendments assist in establishing strategies that best utilize space. “We’re already seeing results from this project,” continued Nick. “DLCD needs to continue funding grants for small rural communities that have limited capacity but a passion for planning!” Madras and TGM’s work has opened the door to a safer, more walkable community for all.

Downtown Madras



Source: DLCD

Oregon Housing Needs Analysis

HB 5006 (2021) directed DLCD to, in consultation and coordination with Oregon Housing and Community Services (OHCS), study and make legislative recommendations on the incorporation of an Oregon Housing Needs Analysis (OHNA) in state and local planning programs. In this effort, the departments convened two work groups to advise on specific recommendations and overall policy direction. While these work groups included specific stakeholders, staff from Oregon Department of Transportation, Business and Consumer Services, Business Oregon, and the Department of Environmental Quality served as ex-officio members to offer guidance and expertise to the discussions.

Several recommendations and considerations included in the final [OHNA Legislative Report¹](https://www.oregon.gov/lcd/UP/Documents/20221231_OHNA_Legislative_Recommendations_Report.pdf) suggest ongoing policy work by state agencies in addition to DLCD and OHCS. These recommendations are the result of interagency discussions to help identify areas where agency work overlapped with housing production and planning.

¹ https://www.oregon.gov/lcd/UP/Documents/20221231_OHNA_Legislative_Recommendations_Report.pdf



Prefabricated mass timber panelized and modular housing can create new opportunities for home ownership for working families. Rendering by Simone O’Halloran, Department of Architecture, University of Oregon

Rulemaking

May 2021 – Middle Housing: Model code for medium and large cities

Model code for middle housing was developed by agency staff, through an in-depth community process and in partnership with a diverse stakeholder group. These codes support implementation of HB 2001 (2019).

OAR Chapter 660, Division 46

May 2021 - “Reasons” Exceptions for Comprehensive Planning requirement

Corrected a rule reference.

OAR Chapter 660, Division 4

July 2021 – Wildfire Relief: Sheltering and Interim Housing on Rural Lands

In response to community needs identified as a result of the devastating 2020 wildfires, LCDC adopted rules helping counties address emergency housing needs related to displacement. The rules were updated with clarifying language in September 2021.

OAR Chapter 660, Divisions 6, 22, and 33

February 2022 – Housing Capacity in Oregon

To support implementation of HB 2003, related to identifying housing capacity needs for Oregon, a schedule for compliance was developed and adopted into rule.

OAR Chapter 660, Division 8

March 2022 - Territorial Sea Plan Part III

See next page.

OAR Chapter 660, Division 36. Not yet filed with the Oregon Secretary of State.

July 2022 – Climate Friendly and Equitable Communities Rulemaking

Affecting Oregon’s eight largest metropolitan planning areas, this rulemaking amended existing rules related to transportation, housing, and greenhouse gas reductions; and includes requirements for regional planning in the Salem-Keizer and Eugene-Springfield regions, as well as a number of land use and transportation planning requirements.

OAR Chapter 660, Divisions 8, 12, and 44

September 2022 – Shoreline Armoring to protect public roads

This rulemaking effort created a clear path for the preservation of public roads and highways along the oceanfront.

OAR Chapter 660, Division 4

September 2022 – Middle Housing in Master Planned Communities

To help cities that have platted and planned housing developments that are not yet built plan for potential additional housing development in the future, rules were developed to guide cities in appropriate ways to plan for additional middle housing.

OAR Chapter 660, Division 46

Addressing Oregon’s Housing Crisis

Number of local governments that updated local codes in 2021-2023 to facilitate the construction of middle housing with DLCD assistance: **65**



Territorial Sea Plan Part III

The LCDC adopted amendments to the Part Three of the Oregon Territorial Sea Plan – The Rocky Habitat Management Strategy, in March 2022. The rule adoption followed a multiple year, comprehensive revision to the Strategy and resulted in the designation of two new state designated marine management areas: Coquille Point Marine Education Area (Marine Garden); and the Cape Blanco Marine Research Area. The rulemaking amendment effort included the engagement of local communities in a voluntary proposal process for the designation of new management areas, thereby establishing groups of people focused on marine conservation and stewardship of the rocky shores. The effort also included engagement and consultation with Oregon federally recognized tribal governments and the adoption of new policies related to the protection of important habitats and cultural resources.



Source: Andy Lanier, DLCD

Shoreline Armoring

Important transportation infrastructure is vulnerable along the coast, as a result of coastal erosion. This rulemaking effort created a clear path for the preservation of public roads and highways along the oceanfront. Shoreline armoring is the placement of structural material on the coastline with the intention of minimizing the risk of coastal erosion to development. While protective, shoreline armoring is detrimental to the public beach and beach ecosystem, leading to a loss of beach area and creating limitations to public access. However, for some sections of public coastal roadways, the use of shoreline armoring for public road protection will provide the greatest benefit to coastal communities, residents, freight and emergency services, and Oregon’s many beach visitors.

Climate Friendly and Equitable Communities

The LCDC adopted a set of rule amendments known as the “Climate-Friendly and Equitable Communities (CFEC) Rules” in July 2022. The rules are part of a larger multi-agency effort known as the Every Mile Counts Program, developed in partnership with Oregon Departments of Transportation (ODOT), Energy (ODOE), and Environmental Quality (DEQ). The CFEC rules are designed to reduce climate pollution from the light-duty transportation sector to meet the state’s adopted GHG reduction goals and promote equitable outcomes for residents of Oregon’s eight largest metropolitan regions. The project amended existing administrative rules related to transportation, housing, and greenhouse gas reductions; and includes requirements for regional planning in the Salem-Keizer and Eugene-Springfield regions, as well as a number of land use and transportation planning requirements. Specifically, these requirements reform vehicle parking regulations; promote walkable, mixed-use development; support electric vehicle charging; support improved planning for pedestrian, bicycle, and transit facilities; allow for more than one measure of transportation system success; and require prioritization of transportation projects that meet climate and equity goals. Agency staff have begun implementation of the new program with \$810,000 provided by the Legislature to support work with local governments. ODOT has identified approximately \$18 million to support required transportation planning work, as well. For the 2023-2025 biennium, DLCD has submitted a budget request for \$12 million to support local government implementation.

Middle Housing in Master Planned Communities

Following the rulemaking and code development for middle housing related to HB 2001, LCDC directed DLCD staff to convene a work group of stakeholders to make necessary amendments to the master planned communities’ sections of the statewide middle housing rules. Specifically, OAR 660-046-0205(2)(b) established a process for large cities to regulate or limit middle housing development in communities that are planned but not yet built (or “master planned communities”) if the city planned to provide sewer and water capacity to accommodate a minimum number of dwelling units per acre within the boundaries of the community. Department staff convened a Master Planned Communities Work Group to discuss rule and policy amendments. The work group met three times in 2022 to review draft rules and policies. In response to Work Group recommendations, the commission adopted rule amendments that provide local governments with four options in regulating middle housing in master-planned communities.

Legislatively Directed Reporting

At the close of a legislative session, DLCD is legislatively required to create a Land Use Legislation Report (2020) directed to interested persons, local governments, and state agencies. The purpose of this report is to summarize the legislative measures and notify local governments of new statutory requirements that require changes to local comprehensive plans, regional framework plans, or ordinances implementing these plans. [2022 Land Use Legislation Report](https://www.oregon.gov/lcd/NN/Documents/2022_Land_Use_Legislation.pdf),¹ [2021 Land Use Legislation Report](https://www.oregon.gov/lcd/NN/Documents/2021_Land_Use_Legislation.pdf)²

If a legislative change requires a significant rule change, it is listed in the department's Policy Agenda that DLCD creates at the beginning of the biennium. New policy agendas are developed after a long legislative session and updated after the short legislative session. These documents make clear the rulemaking and policy development the department plans to pursue and offers a description and proposed scope and timeline for each item included. [Updated 2021-2023 Policy Agenda](https://www.oregon.gov/lcd/NN/Documents/20221214_DLCD_UpdatedPolicyAgenda_2021-2023.pdf)³

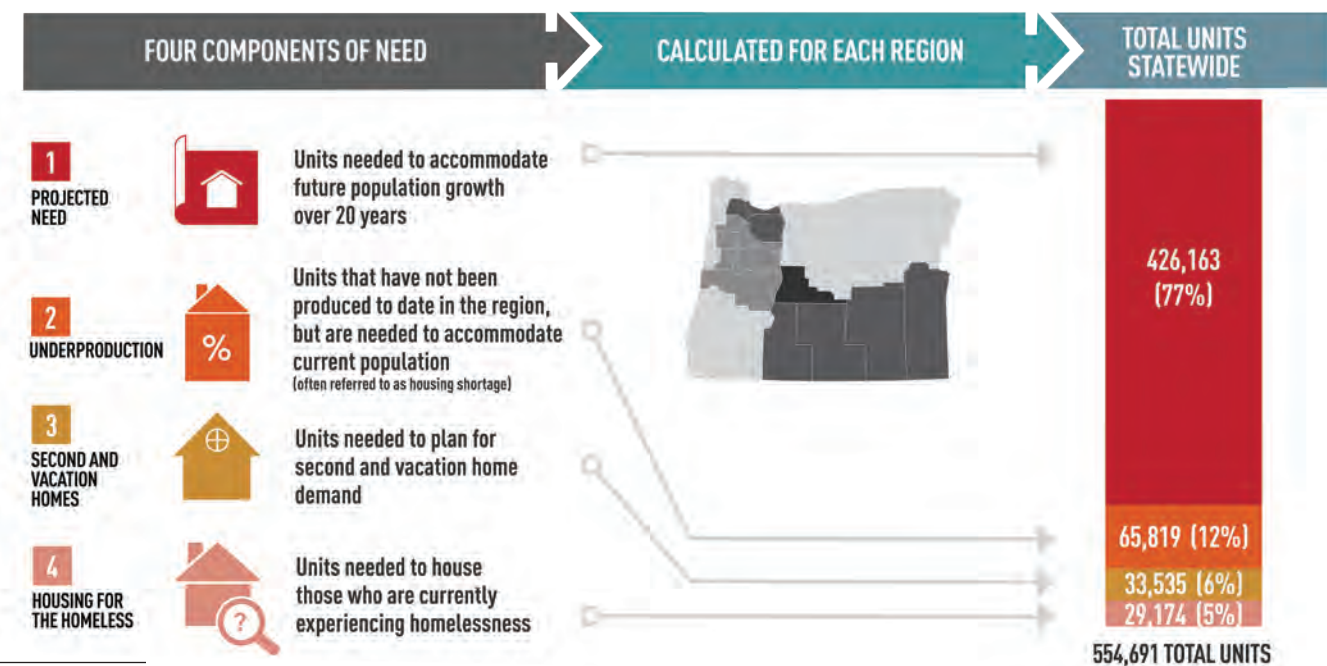
Oregon Housing Needs Analysis

HB 2003 (2019) directed Oregon Housing and Community Services (OHCS) to determine the number of homes needed by household income level for each of Oregon's 241 cities. The bill also directed DLCD to develop a report to the Legislature for how this methodology could best be incorporated into the Goal 10 Housing Planning framework. In 2021, the legislature appropriated \$1.3 million in HB 5006 to DLCD to make legislative recommendations on incorporating a Regional Housing Needs Analysis into state and local planning programs. DLCD and OHCS provided final recommendations to the legislature by December 31, 2022. The recommendations include policy suggestions related to streamlining the Urban Growth Boundary adjustment process. Read the [Oregon Housing Needs Analysis Legislative Recommendations Report: Leading with Production](https://www.oregon.gov/lcd/UP/Documents/20221231_OHNA_Legislative_Recommendations_Report.pdf).⁴

Farm and Forest Report

LCDC is required to submit a report to the legislature each biennium analyzing applications for certain land uses in exclusive farm use (EFU) and forest zones and "such other matters pertaining to protection of agricultural or forest land as the commission deems appropriate." The 2020-2021 Oregon Farm and Forest Land Use Report documents approvals for dwellings, non-residential land uses, land divisions, zone changes, urban growth boundary expansions, and Measure 37/49 claims. In addition, the report provides cumulative historical data on county approvals going back to 1987 and an analysis of current trends regarding the conversion of agricultural and forest lands to developed uses. Read DLCD's [2020-2021 Farm and Forest Report](https://www.oregon.gov/lcd/Commission/Documents/2022-11_Item_7_FarmForestReport_Attachment_A.pdf).⁵

OHNA Housing Needs Over 20 Years



¹ https://www.oregon.gov/lcd/NN/Documents/2022_Land_Use_Legislation.pdf

² https://www.oregon.gov/lcd/NN/Documents/2021_Land_Use_Legislation.pdf

³ https://www.oregon.gov/lcd/NN/Documents/20221214_DLCD_UpdatedPolicyAgenda_2021-2023.pdf

⁴ https://www.oregon.gov/lcd/UP/Documents/20221231_OHNA_Legislative_Recommendations_Report.pdf

⁵ https://www.oregon.gov/lcd/Commission/Documents/2022-11_Item_7_FarmForestReport_Attachment_A.pdf

Wildfire Adapted Communities

To address the urgent issue of wildfire in Oregon, 11 state agencies are working together to reduce wildfire risks and impacts to Oregonians and the built and natural environment. Senate Bill 762 (2021), required DLCD to submit recommendations to the legislature and the Wildfire Programs Advisory Council by October 1, 2022, to identify changes to the statewide land use planning program and local comprehensive plans and zoning codes that will create more wildfire adapted communities in Oregon, and to identify the funding necessary to support effective implementation of this work. In partnership with several state agencies, and using a robust community engagement process that included voices around the state, DLCD proposed six recommended actions to the legislature to improve wildfire outcomes and resilience in Oregon. Read DLCD's [Wildfire Adapted Communities Recommendations Report](https://www.oregon.gov/lcd/Publications/20220930_DLCD-Wildfire-Recommendations-Report.pdf).¹



Government-to-Government Relations Report

DLCD's Government-to-Government Relations Report is submitted annually in accordance with Oregon Revised Statutes 182.166. The report summarizes the department's Government-to-Government relations with Oregon's nine federally recognized Tribal Nations (Tribes). The report describes the agency's engagement with the nine Tribes, working cooperatively on environment and economic development areas of interest. Read DLCD's [2022 Government-to-Government Relations Report](https://www.oregon.gov/lcd/Publications/2022AnnualReport.pdf).²

¹ https://www.oregon.gov/lcd/Publications/20220930_DLCD-Wildfire-Recommendations-Report.pdf

² <https://www.oregon.gov/lcd/Publications/2022AnnualReport.pdf>

³ https://www.oregon.gov/lcd/CL/Documents/2021_CLIMATE_CHANGE_ADAPTATION_FRAMEWORKandBlueprint.pdf

Surplus Lands Database

In response to HB 2918 (2021), DLCD developed an electronic repository for cities and counties to submit information contributing to a statewide inventory of city and county surplus lands. "Surplus lands" are real property owned by the local government that is located inside an urban growth boundary or located in an area zoned for rural residential use. The Surplus Lands Database 1) increases local government transparency, 2) establishes a centralized and comprehensive inventory of public-owned surplus lands, and 3) more easily facilitates development of public-private partnerships that reduce the cost of development, particularly the cost necessary to acquire land for the development of publicly supported housing. DLCD will submit a report each biennium to the legislature summarizing the results of the inventory. The first report of this kind will be submitted by February 1, 2023.

Territorial Sea Plan Part 4: Telecommunications Cables, Pipelines, and Other Utilities

HB 2603 (2021) directs DLCD to perform a study on the placement of cables, pipelines and other utilities in the territorial sea. This review will consider fee structures and state and federal review processes, including permitting. The study will be submitted to the legislature by June 2023. The results of DLCD's study will be provided to the Ocean Policy Advisory Council (OPAC) for recommendations. DLCD anticipates initiating rulemaking once the study is complete. Rule amendments will be proposed for adoption in Spring 2023.

Climate Change Vulnerability Assessment

The Oregon Legislature provided DLCD with \$275,000 to conduct a comprehensive climate change vulnerability assessment during the 2021-23 biennium. DLCD staff is collecting existing information from partner agencies in addition to hosting a series of regional public workshops aimed at learning more about the social consequences of climate change. Information from the vulnerability assessment will contribute to a multi-agency strategic plan for actions in future biennia. DLCD staff will update the DLCD climate change action plan and statewide Natural Hazards Mitigation Plan with new information from the vulnerability assessment. This coordinated, multi-agency effort will help Oregon efficiently direct resources to achieve significant reductions in vulnerability while supporting regional social values and sense of place. The resulting document follows the agency actions set in [Oregon's 2021 Climate Change Adaptation Framework](https://www.oregon.gov/lcd/CL/Documents/2021_CLIMATE_CHANGE_ADAPTATION_FRAMEWORKandBlueprint.pdf).³

Federal Grant Money Received

DLCD plays a critical role in securing, passing through, and utilizing federal grant money to Oregon's benefit. From one-time competitive funding allocations like the Infrastructure Investment and Jobs Act (IIJA), and the Build Back Better Regional Challenge (BBBRC), to more consistent sources like the National Oceanic and Atmospheric Administration (NOAA) and the Federal Emergency Management Agency (FEMA), in 2021-2023 DLCD brought \$9.7M to Oregon for the benefit of our coast, our communities, our economy, and our state.

Mass Timber Grant Award

In 2022, DLCD, several other Oregon state agencies, and coalition partners were selected to receive the highly competitive BBBRC award for efforts to catalyze the state's mass timber industry cluster. The \$41.4 million grant secured by the Oregon Mass Timber Coalition will invest in key industry projects ranging from forest restoration, research and development, workforce development, and capital and facilities improvements to establish a mass timber modular housing manufacturing facility at the Port of Portland. DLCD's \$500,000 award will focus on providing cities opportunities to develop workforce housing using mass timber produced modular housing, especially in capacity-constrained rural regions. The initial focus will be on community outreach and code updates in wildfire affected and other rural communities.



OCMP also regularly seeks other federal funds through NOAA for Projects of Special Merit. In the 2021-2023 biennium, the department received \$705,579 for three such projects. The department has also been successful obtaining other sources of funding with a grant award of \$250,000 from the National Fish and Wildlife Foundation Coastal Resilience Fund, as well as the Infrastructure Investment and Jobs Act (IIJA) funding mentioned below.

IIJA NOAA Grants

In 2022, the IIJA program created the opportunity for coastal management programs around the country to play a bigger role in coastal habitat conservation and conservation. DLCD was awarded a three-year Coastal Zone Management Habitat Protection and Restoration IIJA program capacity grant totaling \$450,000, which includes a three-year workplan and a new created habitat coordinator position to coordinate with NOAA, state and local partners, tribes, and others. This additional capacity will allow OCMP to advance this coastal habitat protection and restoration funding program with the intent of securing future federal funding for this work benefiting Oregon's coast.

Collective outcomes from the Mass Timber grant award include an estimated 1,386 new jobs in urban and rural communities and \$100 million private investment over the next nine years. DLCD's work with the coalition will contribute to the production of workforce housing, forest restoration, and wildfire resilience for Oregon communities.

Oregon Coastal Management Program

DLCD is home to the Oregon Coastal Management Program (OCMP), which implements the national Coastal Zone Management Program, with a local mission. The program operates in partnership with coastal local governments, state and federal agencies, tribes, and other stakeholders to ensure Oregon's coastal zone is protected. OCMP is a source of significant federal funding that supports the planning goals and the resiliency of our coastal communities. Funded primarily by NOAA, the department received roughly four million dollars in the 2021-2023 biennium to implement the OCMP.



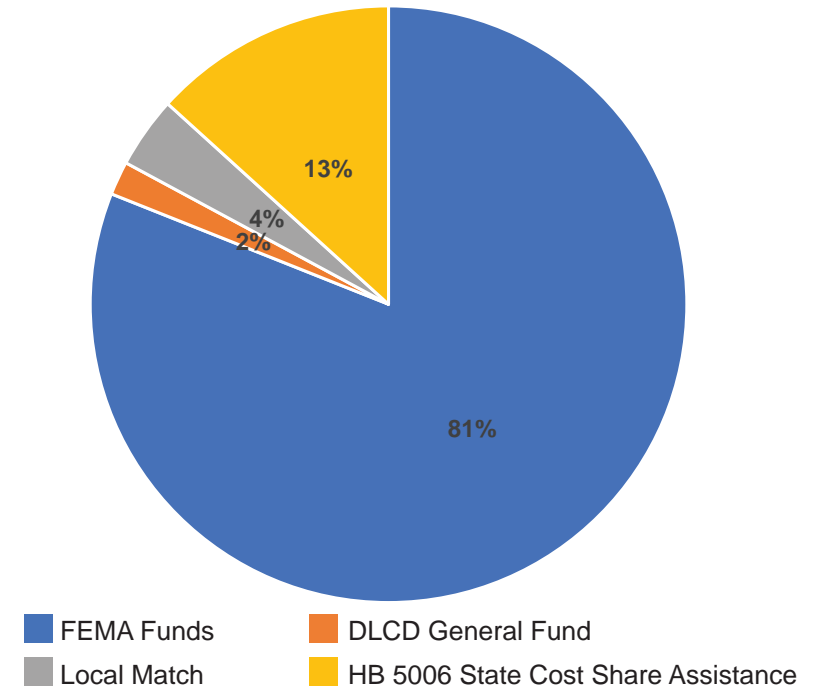
Rip rap in front of homes in Rockaway Beach

Source: DLCD

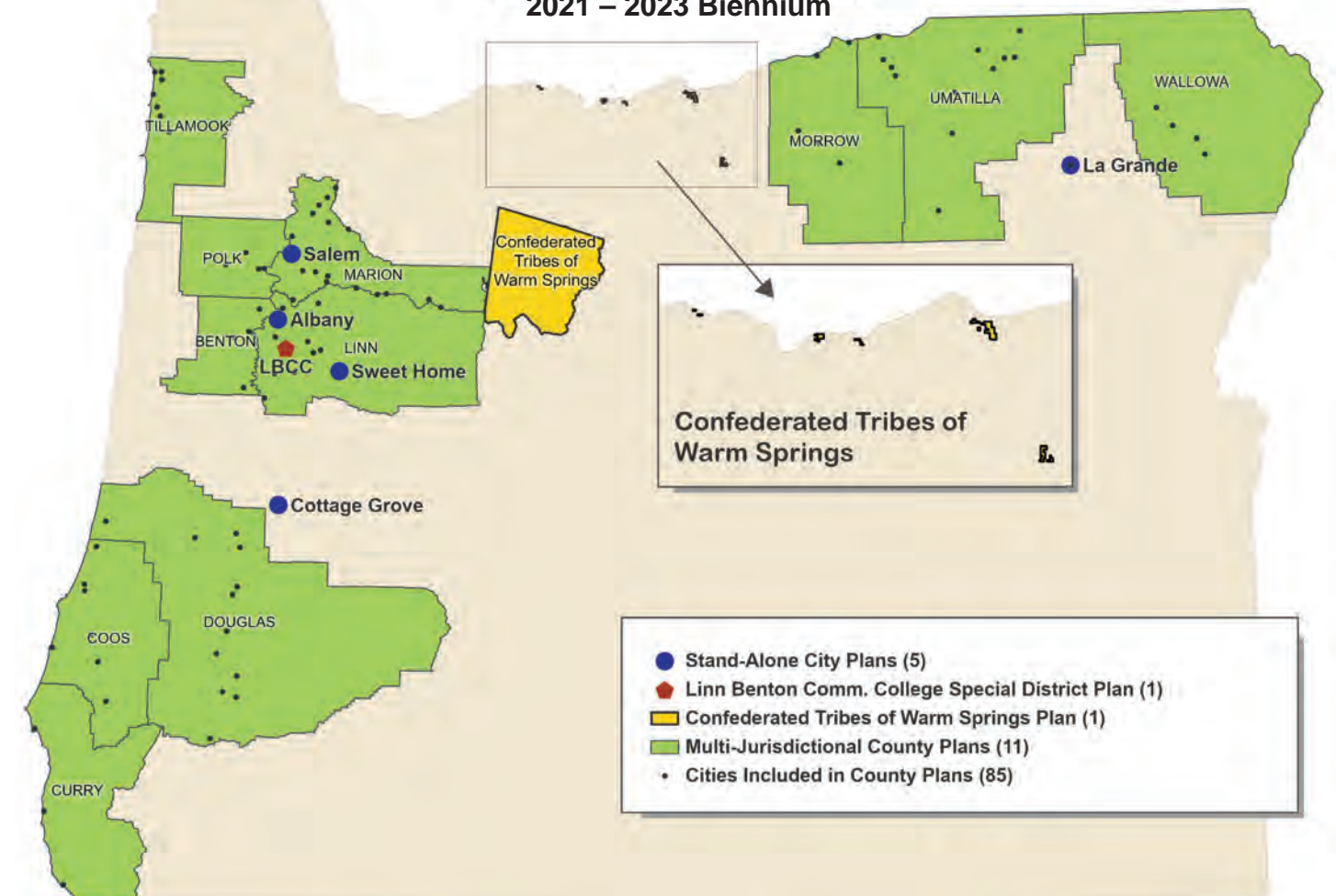
FEMA

DLCD consistently seeks grants from the Federal Emergency Management Agency (FEMA) to fund work on natural hazard mitigation plans for the state, Indian tribes, counties, cities, and special districts. In the 2021-2023 biennium, \$1,790,304 federal dollars were used to leverage an investment of \$2,209,378 in natural hazards mitigation planning. Local governments and tribes provide a small amount of matching funds, with the remaining match coming from state general fund. DLCD has received funding through the Pre-Disaster Mitigation program, the Hazard Mitigation Grant Program, and the Building Resilient Infrastructure and Communities program.

Funding for DLCD-Assisted Natural Hazard Mitigation Plan Updates



DLCD-Assisted Natural Hazards Mitigation Plans 2021 – 2023 Biennium



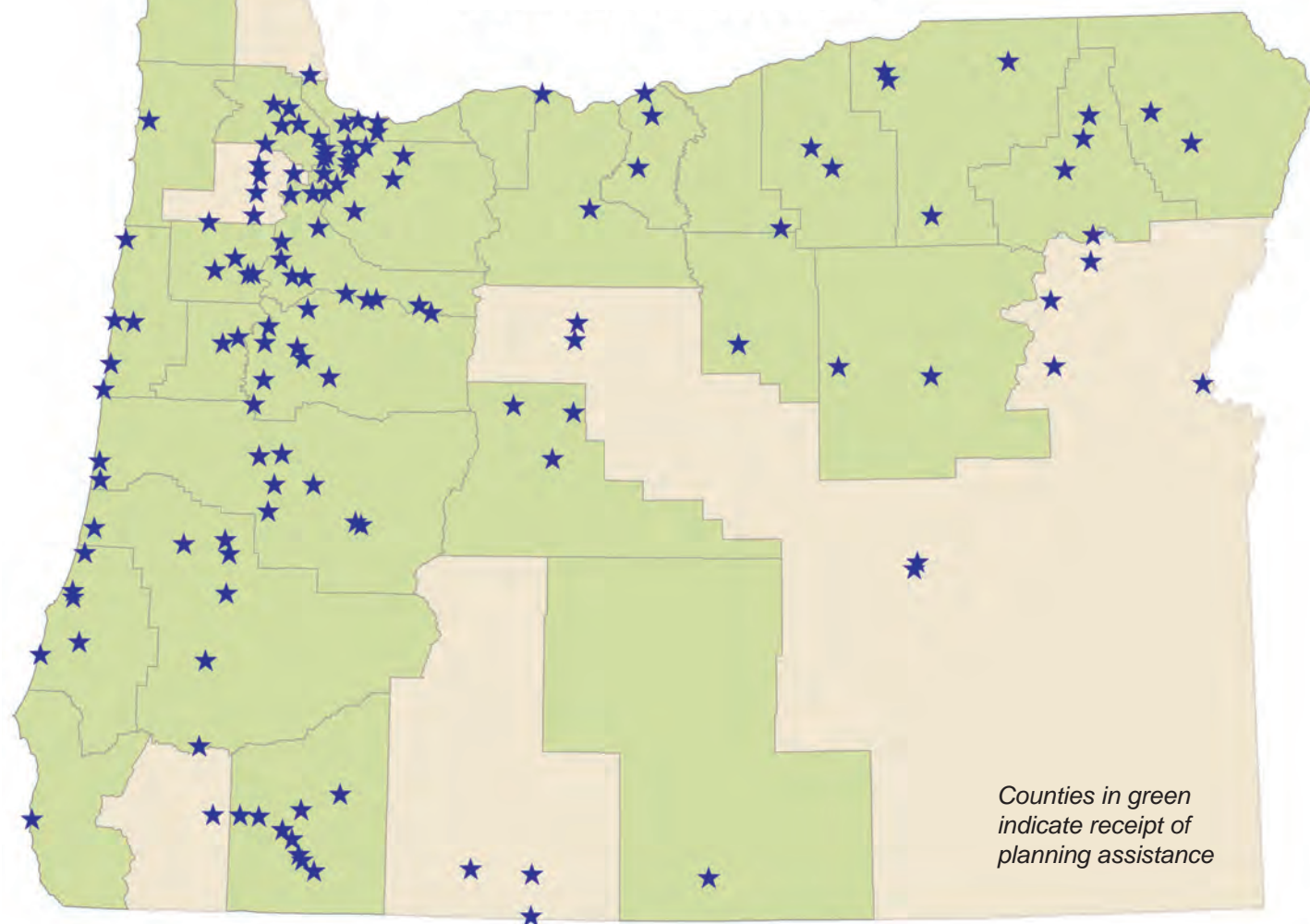
Local Planning Assistance

Working in close partnership with 277 local governments (36 counties and 241 cities), DLCD helps communities across the state plan for their future. The department offers several types of local planning assistance to empower local and tribal governments to improve planning. This assistance provides critical resources to local and regional governments for a variety of planning activities, including economic opportunities analyses, buildable lands inventories, housing needs analyses, infrastructure needs analyses, transportation planning, hazards planning, community outreach

support, and more. Grants and planning assistance help cities and counties update, identify, and improve their land use plans and ordinances to address local needs, meet statutory obligations, and comply with the 19 statewide planning goals.

DLCD also grants roughly \$510,000 to Portland State University each biennium to support development of statewide population forecasts for every city in Oregon. Provision of this data significantly reduces the burden on local governments as they consider future needs of their communities and growth.

**Public Partners that Received Local Planning Assistance
2021 – 2023 Biennium**



“DLCD offered to provide financial assistance after our county lost over 300 homes in the Echo Mountain Complex Fire. They reached out, asked us what we needed, and made the process as easy as possible. As a community in crisis, we were so overwhelmed at the time that even filling out a grant request for money we needed was daunting. DLCD was the only agency that offered to help us fill out their own request form with a simple phone call. In that moment, we felt seen. We felt DLCD staff could truly understand our community suffering. They stood with us in that moment. That money bolstered our small planning department staff and helped walk survivors through the rebuilding process. The overall interaction with DLCD is an example I use over and over again.” Kaety Jacobson, Lincoln County Commissioner

Energized, Engaged Communities

As cities across the state began their work to comply with House Bill (HB) 2001, Eugene took a more creative approach. After receiving a Housing Planning Assistance Grant in 2019, Eugene was intentional about bringing new voices and perspectives to the table. While the purpose of the grant was to fund Eugene’s work to increase housing choices and comply with recent regulations, city staff understood the direct link to racial equity and housing choice.

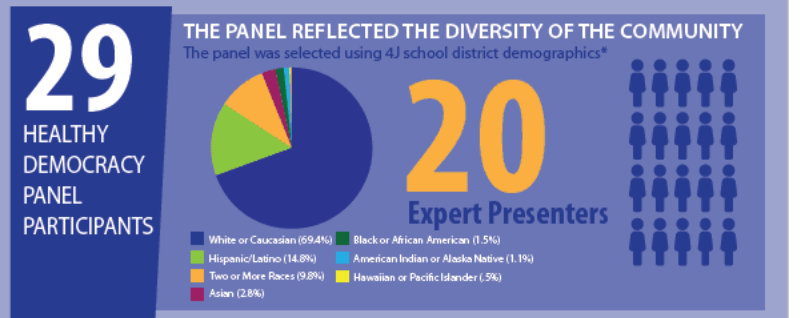
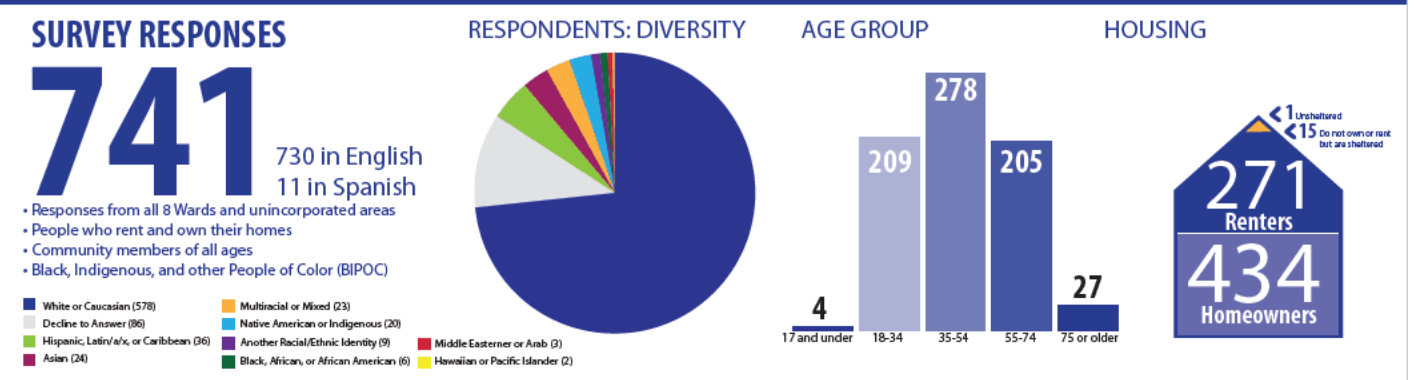
DLCD assisted this project in several ways. Patrick Wingard, the South Willamette Valley Regional Representative, frequently attended meetings with Eugene city staff to advise and provide guidance. Subject matter experts on DLCD’s Housing Team also provided specific technical assistance to the city, presenting the details of HB 2001 and the need for additional housing choices to the review panel.

Contracting with the non-profit organization Healthy Democracy, the city formed a lottery-selected review panel. Compared to those in the past, this panel was more diverse and improved representation of the community’s underserved residents. The panel offered recommendations to the city, helping the local government make better informed decisions in addressing racial equity.

The grant resulted in a roadmap of how local governments in Oregon can better engage with their communities on important decisions that impact their daily lives. Going beyond state standards, the work in Eugene is a model for impactful public engagement and inclusive decision-making that can be replicated across the state and nationwide. The city received a statewide Achievement in Community Engagement Award for their pioneering work.

MIDDLE HOUSING CODE AMENDMENTS **OUTREACH** by the NUMBERS

Expanding housing options for Eugene This graphic covers outreach between September 2020 - June 2021



PAPA and Periodic Review

Periodic review is the comprehensive update of a city or county's comprehensive plan. During periodic review, DLCDC works with cities to evaluate their unique planning and development needs in order to create a work program that will meet those needs. A work program is composed of tasks and each task normally results in an amendment to the comprehensive plan or local land use regulations. Once a city's work program is approved, the city then submits completed tasks to DLCDC for review and approval.

Amendments to comprehensive plans can also take place in a more as-needed way. This type of plan amendment is known as a Post-Acknowledgment Plan Amendment, or PAPA. Local governments submit, and DLCDC staff review, on average, more than 800 of these plan amendments each year. Each plan amendment represents hours of involvement and review by multiple DLCDC staff members.

In 2009, the Legislature cut funding for the state's periodic review program. Current grants available to local governments for this work are less than one-quarter of the grant money once available. Small jurisdictions in particular do not have funding or planning staff to perform comprehensive plan updates or significant changes in development standards from year to year.

In recent years, at legislative direction, local comprehensive plans have been updated in response to pressing legislative issues: economic development, housing, public facilities, or transportation.

July 2021 - December 2022
 Plan Amendments proposals received and reviewed by DLCDC staff: **939**
 Urban Growth Boundaries amended or in progress: **12**
 Natural Hazards Mitigation Plans updated: **18**

Planning for the Future

Estuaries are complex, intricate, and enormously valuable ecosystems. Serving as the link between free-flowing rivers and the sea, estuaries also connect surrounding communities to vital economic, ecological, and cultural resources. Estuary management plans help identify restoration opportunities, help communities plan for climate change and sea level rise, and identify areas appropriate for development and economic opportunities.

Our understanding of how estuaries function, are being affected, and how they serve their communities has changed since DLCDC first created the state's Estuary Plan Book in the 1980s. In 2020, OCMP received a NOAA Project of Special Merit grant award of \$220,000 to support DLCDC's efforts in modernizing communities' outdated estuary management plans. These planning efforts require a lot of time and energy for local jurisdictions; by securing this grant, OCMP was able to contract with a consultant and provide financial resources to support estuarine communities.

OCMP is currently working with Lincoln County and the cities of Newport and Toledo on the Yaquina Bay Estuary Management Plan Update. This project will encompass updates to the Yaquina Bay Estuary's 40-year-old management plan, the modernization of maps, outreach and engagement, and the inclusion of emerging issues such as climate justice, diversity, equity, and inclusion, and sea level rise. The final product will include a guidance document to assist other communities in updating their management plans, bringing historically marginalized communities to the table, and creating long-term sustainable ecosystem and resource management plans.

Oregon Coastal Program Manager Lisa Phipps, North Coast Regional Representative Brett Estes, and Coastal Policy Specialists Heather Wade and Meg Reed had essential roles in supporting this project. This work is instrumental in laying the groundwork that will support Oregon's coastal communities socially, economically, and ecologically.

Yaquina Bay and Yaquina Bay Bridge, Newport



Source: Andy Lanier, DLCDC

Supporting Rural Businesses

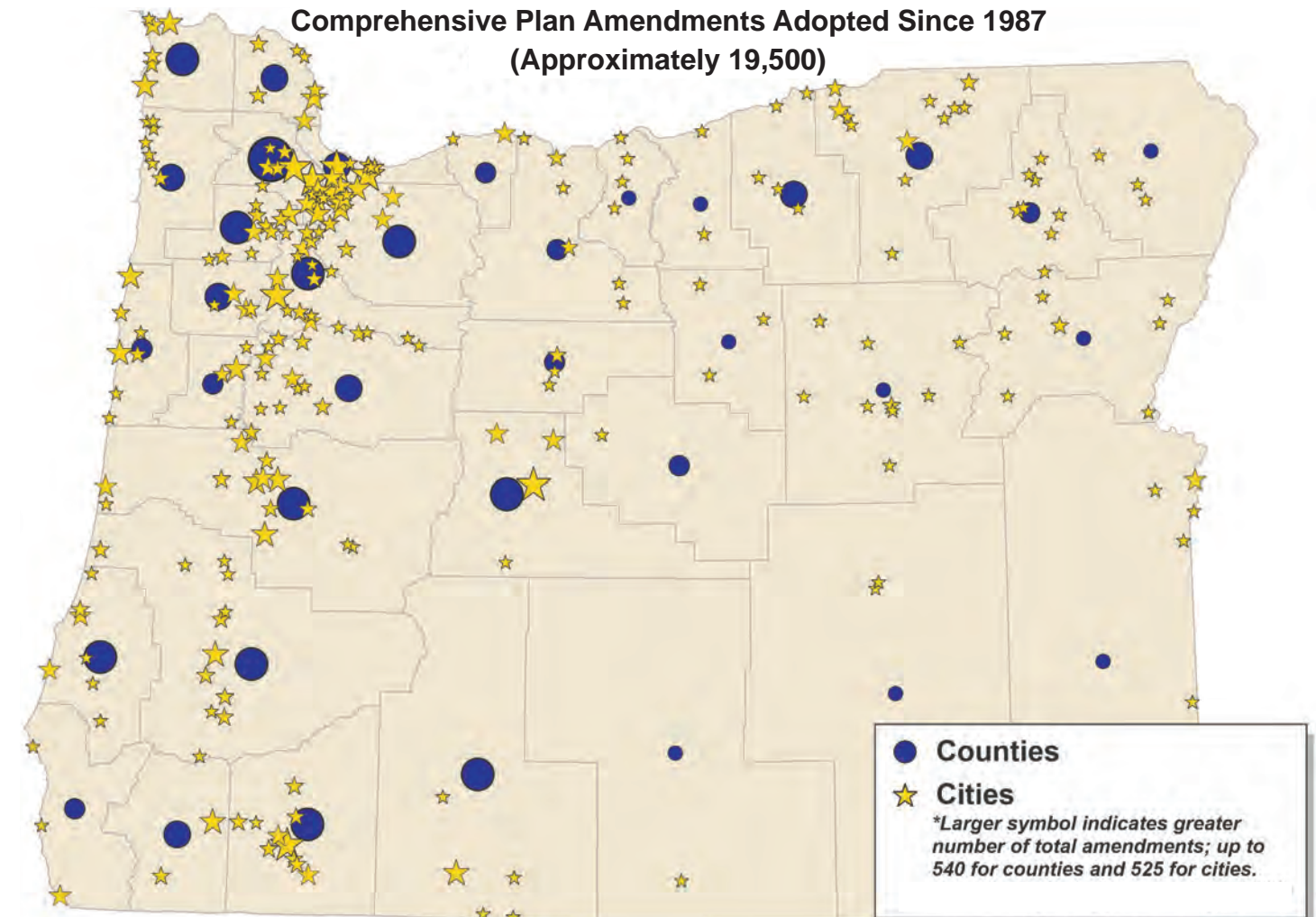
Project funding for small Eastern Oregon communities is providing pathways to new opportunities. DLCDC is working to uplift Eastern Oregon cities and counties through rural economic development and addressing local business and industry expansion needs.

In 2017, the Oregon Legislature set aside funds for DLCDC to help Eastern Oregon cities and counties prepare an Economic Opportunity Assessment (EOA). EOAs are used to inventory lands that have the potential for commercial or industrial use, ultimately supporting employment opportunities. In addition to land analysis, EOA reports provide strategies for economic development through actions like updating strategic plans, developing a Housing Needs Analysis, and supporting the startups for new local and small businesses.

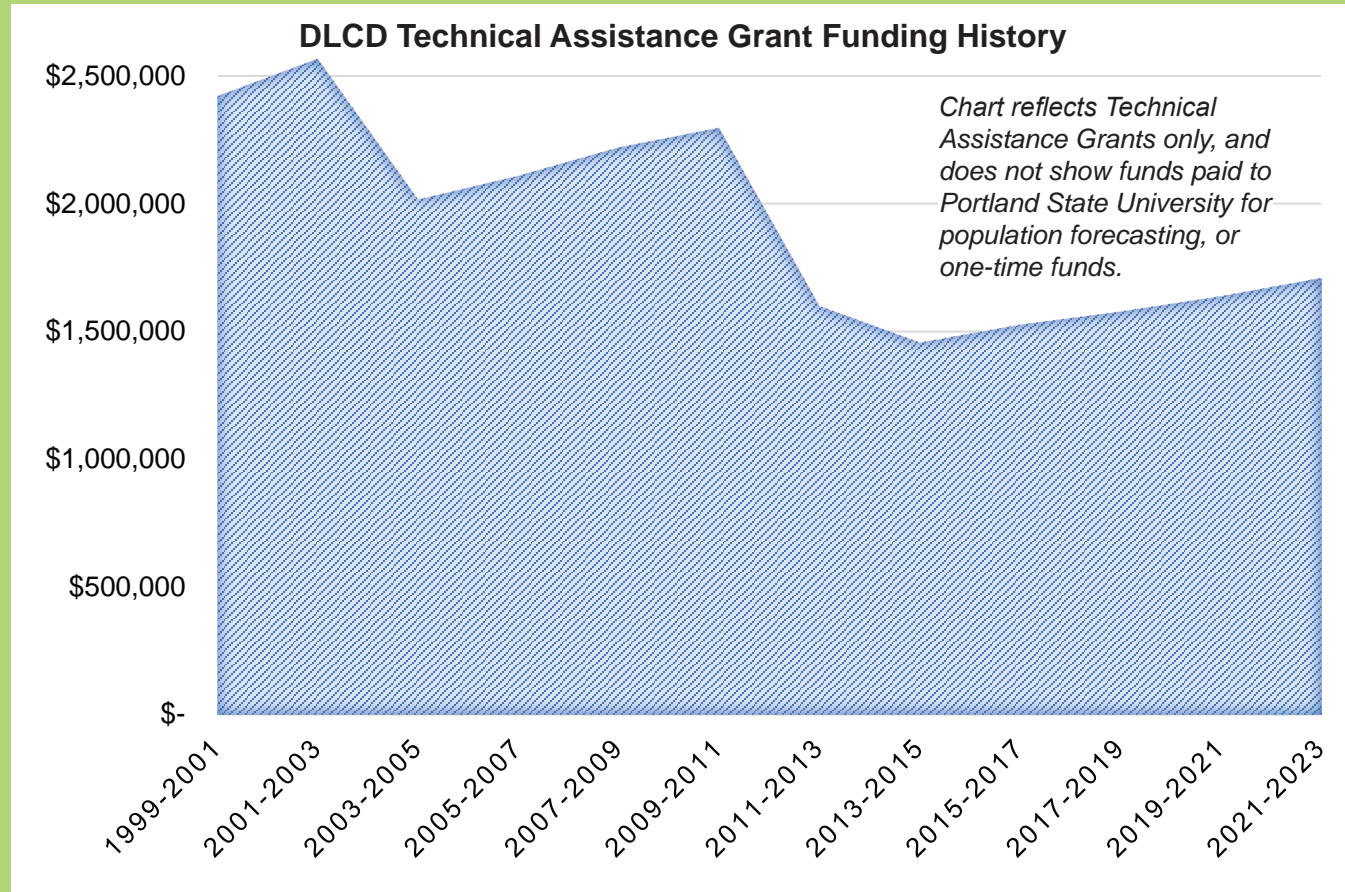
Dawn Hert, Eastern Oregon Regional Representative, and Leigh McIlvaine, Economic Development Specialist, are leading upcoming

projects in both Wheeler and Union County. Smaller communities throughout Eastern Oregon are not typically able to fund projects of this magnitude due to limited staffing and small budgets. This funding opportunity allows the county to have a consultant assist and prepare a professional vision statement that will include community economic development objectives. These objectives will describe the broad goals of the community for economic development activities that are not well suited for location inside an Urban Growth Boundary.

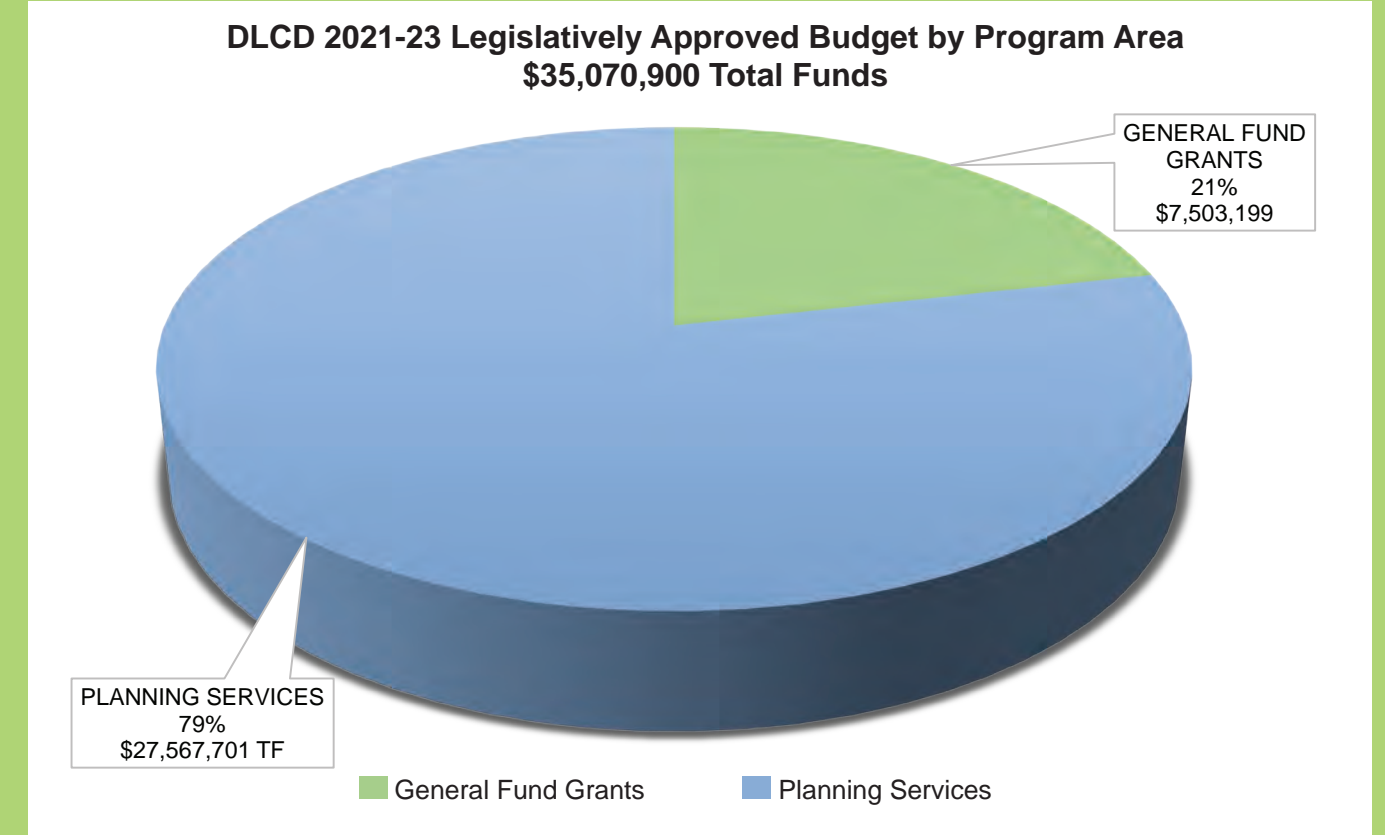
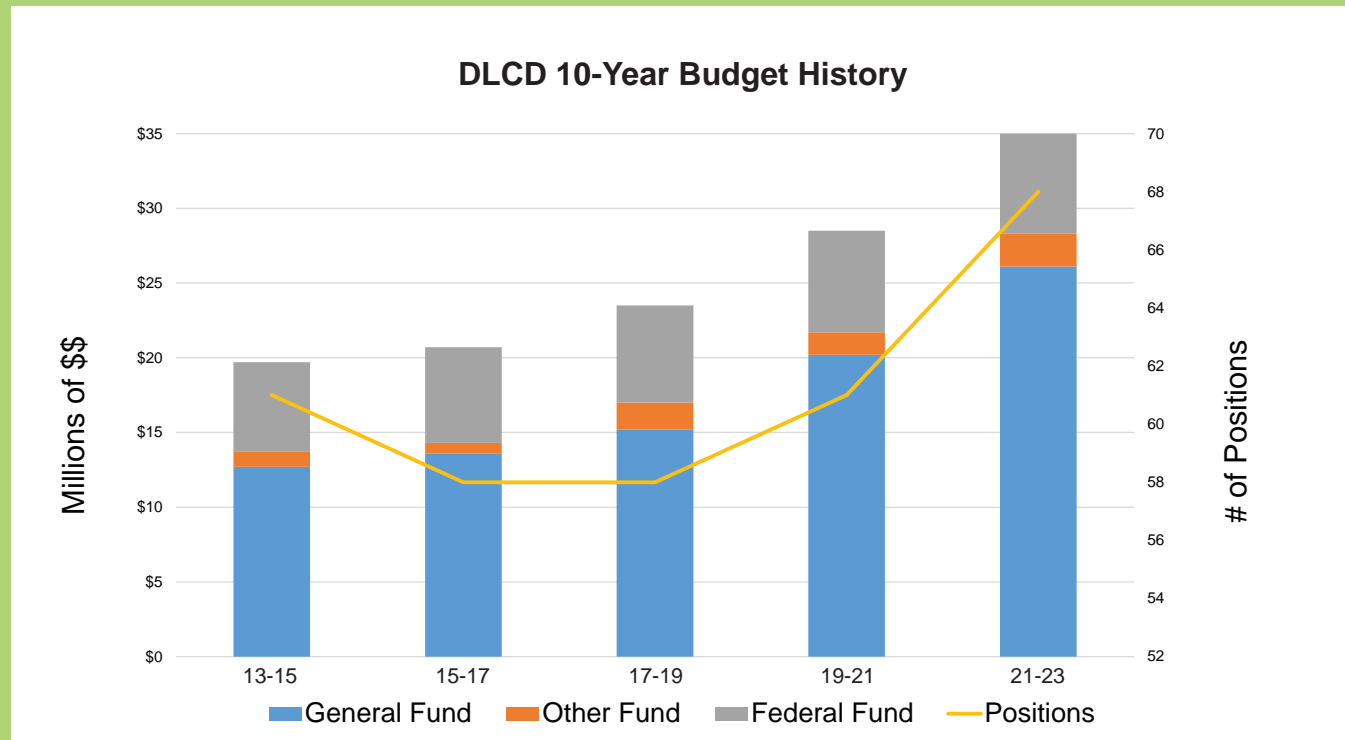
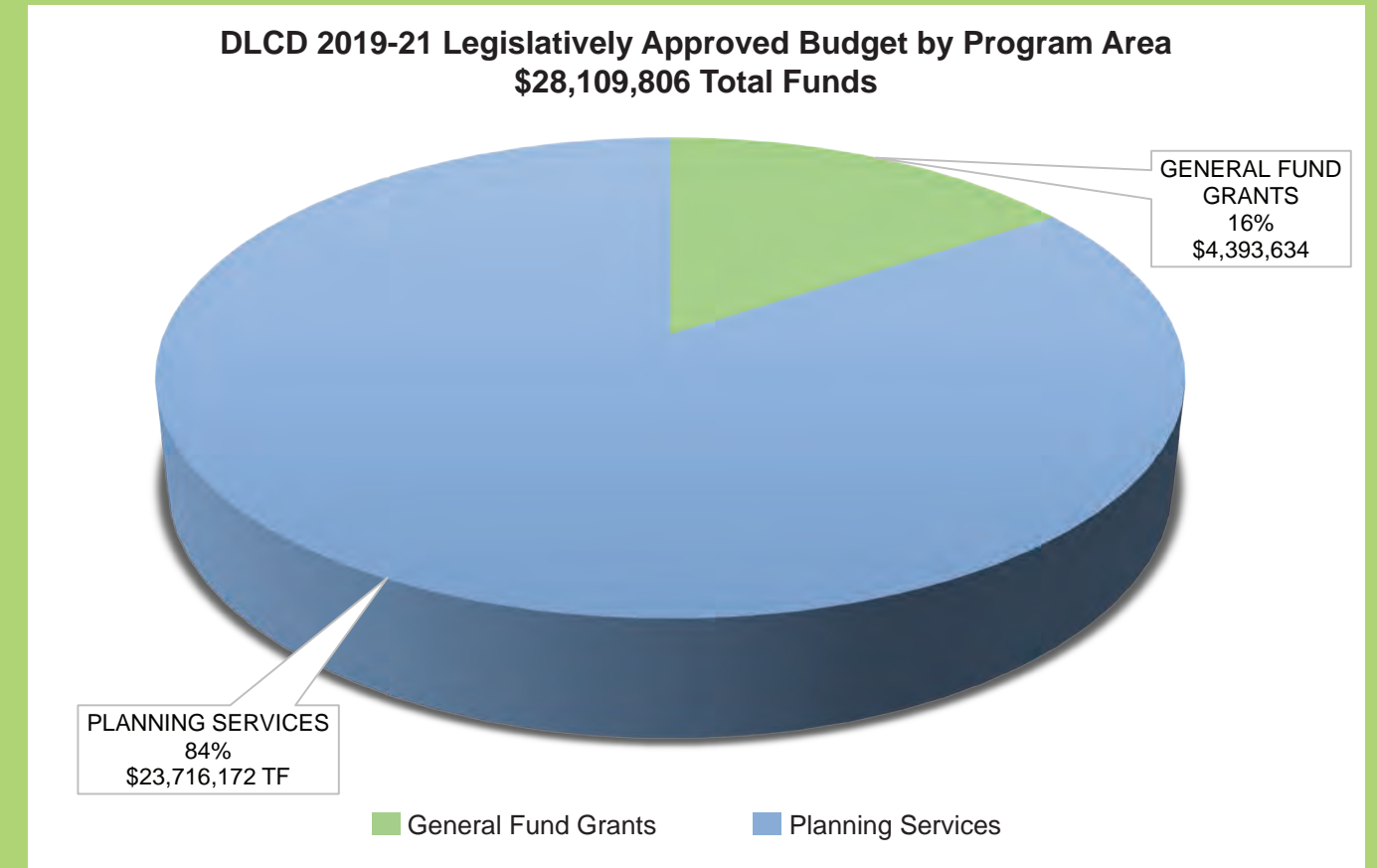
DLCDC required applicant counties to engage in local business outreach at the outset of the project to identify potential innovation and expansion projects that may benefit from increased local employment land options. DLCDC's goal is to support local business growth and entrepreneurial efforts to ensure that rural business owners have connections to new opportunities and resources.



Budget in Brief



Budget in Brief



Biennium in Review: Scenes from Across Oregon



*Nehalem River Ranch
Source: Hilary Foote, DLCD*



*Wildfire damaged trees in Lane County.
Oregon Mass Timber Roundtable with
Senators Ron Wyden and Jeff Merkley,
Anyeley Hallová, LCDC Chair, and Kirstin
Greene, DLCD Deputy Director.
Sources: Patrick Wingard, DLCD; DLCD*



*Commissioners learned about the Cascade
Relief Team and the Salmon River Grange near
Otis, which offers Echo Mountain Complex Fire
survivors essential supplies and services
Source: DLCD*



*New townhouse construction is an example of middle
housing
Source: Sean Edging, DLCD*



*Coastal erosion and armoring in Lincoln City
Source: DLCD*



*Eastern Oregon cities and counties receive economic
development support from DLCD
Source: DLCD*



DLCD AT A GLANCE

2021-23

STAFFING

68 full-time employees

BUDGET

\$35.1M

1 in every \$5 of DLCD's budget goes to grants.

258

allocations of grants and local planning assistance

19 LAND USE PLANNING GOALS

Goal 3: **99.75%** of 1987 farmland zoned EFU remains in farm use.

Goal 4: **99.10%** of 1987 forest land remains in forest use.

Goal 10: **100%** of cities and counties required to adopt middle housing code (HB 2001) have updated local comprehensive plan.

Goal 12: **93%** of urban areas have up-to-date transportation plans.

LAND CONSERVATION AND DEVELOPMENT COMMISSION

2021-23

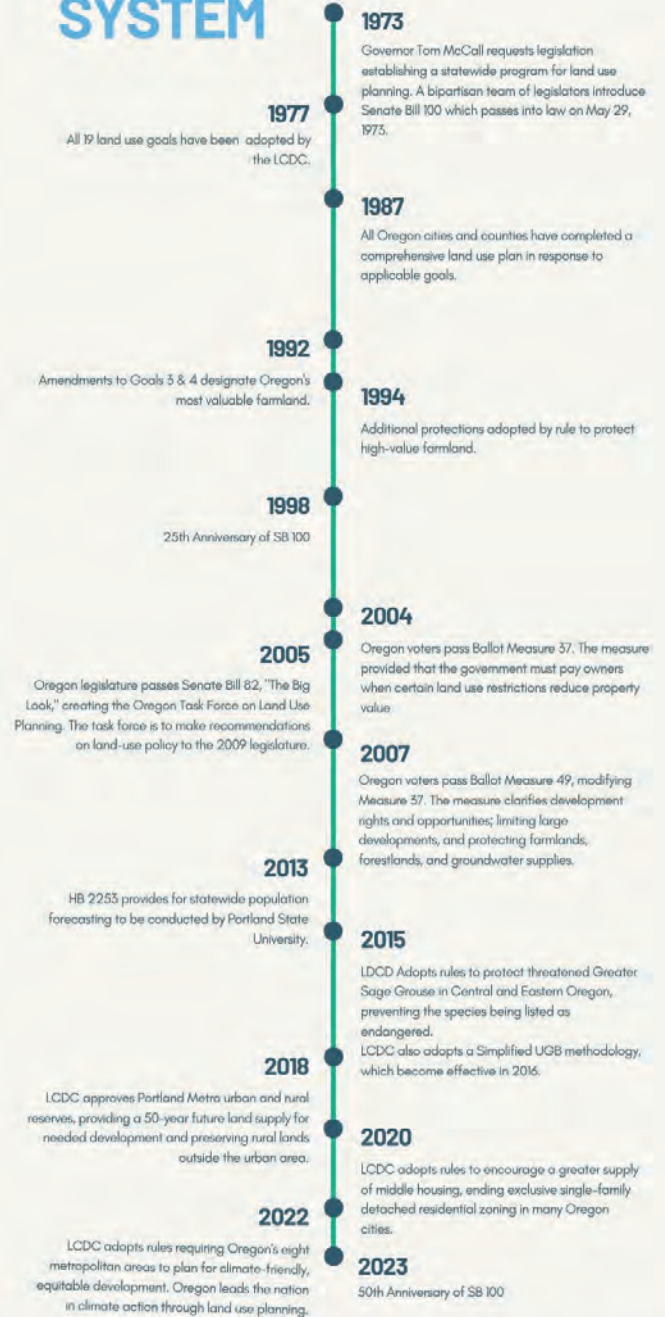
7 volunteer commissioners

15 commission meetings and work sessions
~400 hours of commission meetings

A BRIEF HISTORY OF

OREGON'S LAND USE SYSTEM

SB 100 WAS SIGNED INTO LAW IN 1973. ALMOST 50 YEARS LATER, THE LAND USE SYSTEM THAT RESULTED HAS SHAPED THE STATE WE LIVE IN.



Planning for thriving communities and protecting our natural resources legacy.

CELEBRATING



OREGON
Department of
Land Conservation
& Development

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