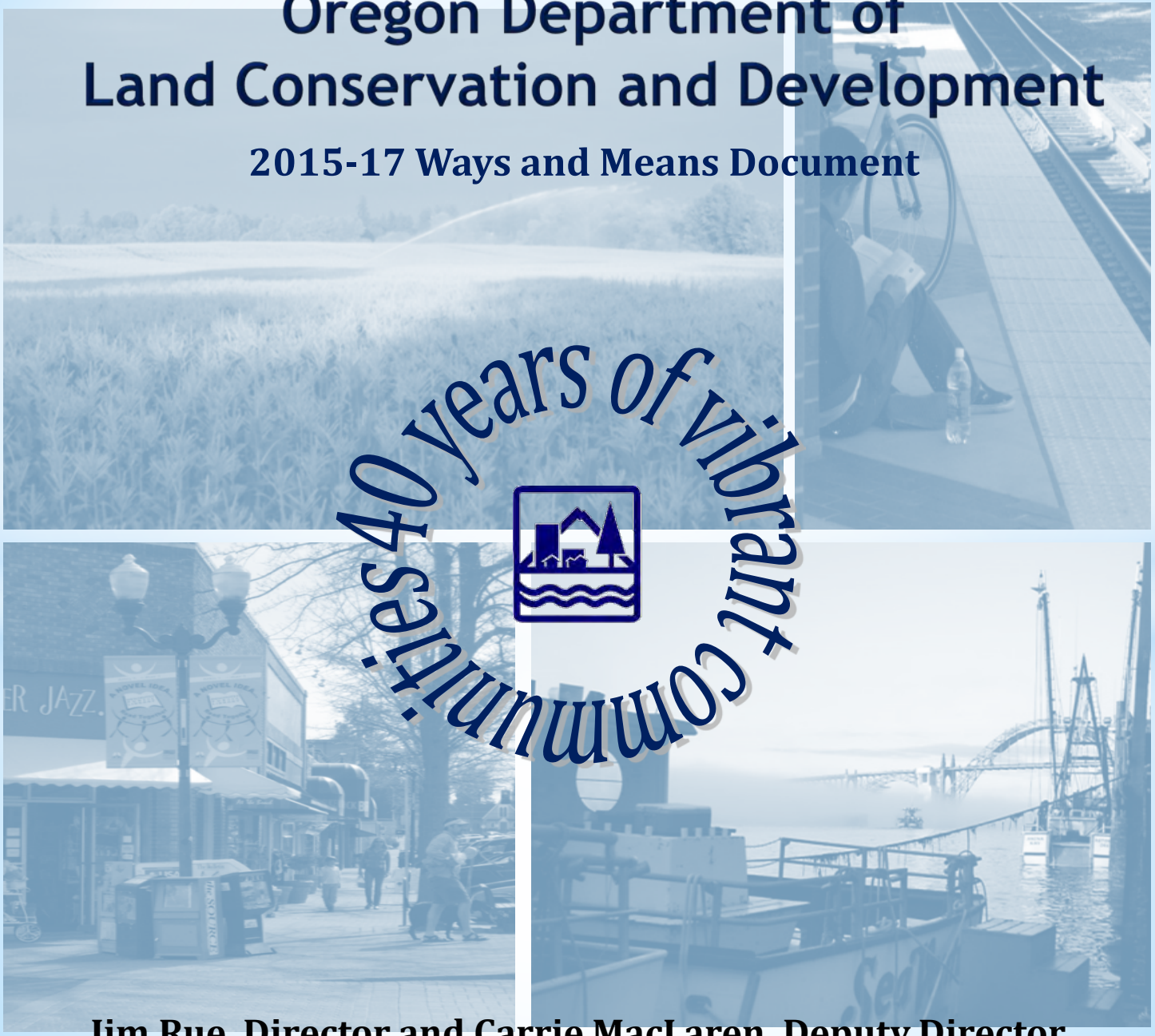
Oregon Department of Land Conservation and Development

2015-17 Ways and Means Document



Jim Rue, Director and Carrie MacLaren, Deputy Director

Oregon Department of Land Conservation and Development

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FARM & FOREST INDUSTRIES
ECONOMIC DEVELOPMENT
SOCIAL SERVICES & EDUCATION
LAND USE PLANNING
TRANSPORTATION
ENVIRONMENTAL QUALITY
HOUSING

Department and Statewide Planning Program

Land Conservation and Development Commission

Department of Land Conservation and Development

- Ocean and Coastal Services Division
- Planning Services Division
- Community Services Division
- Administrative Services Division

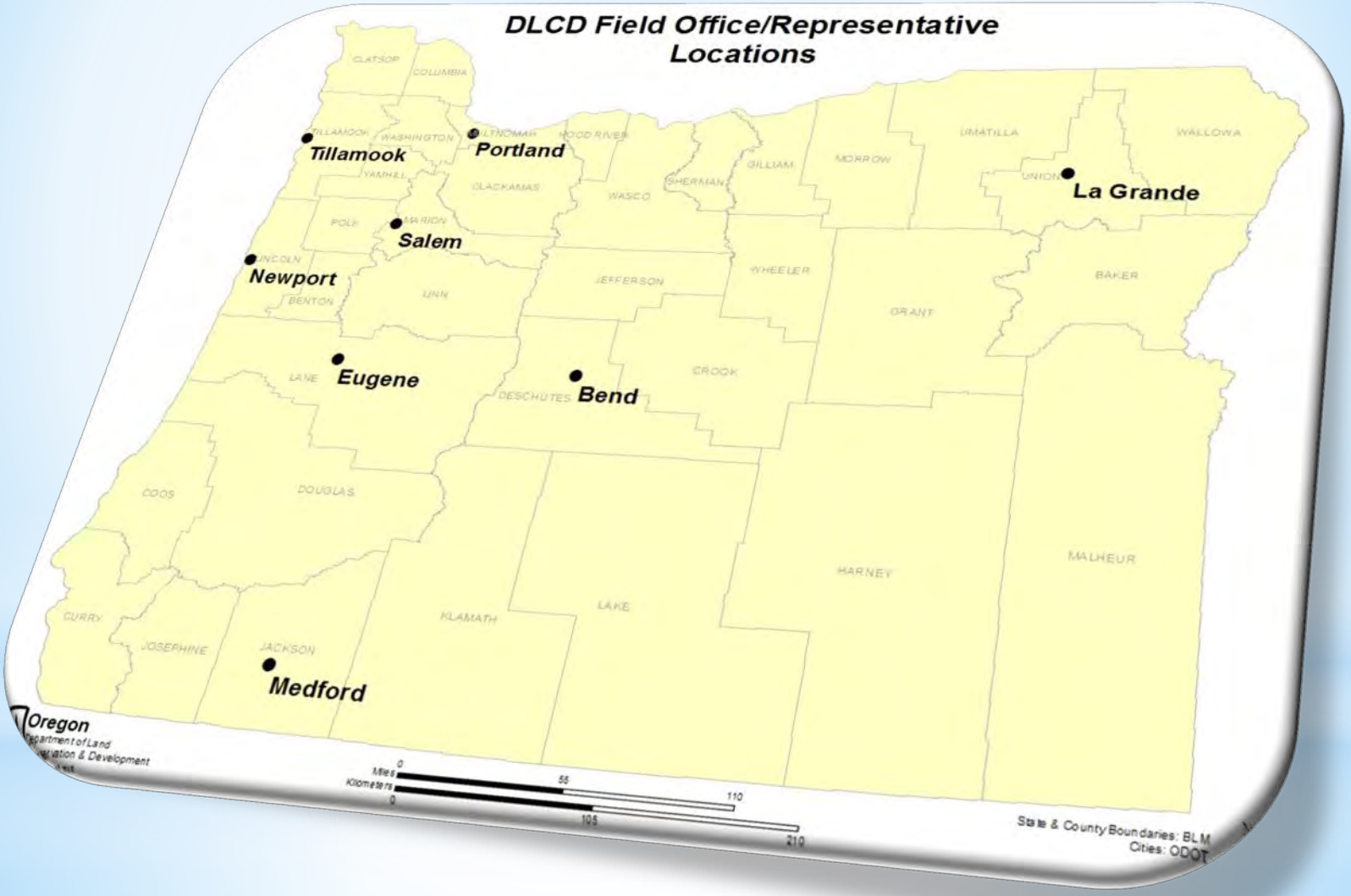
Land Conservation and Development Commission

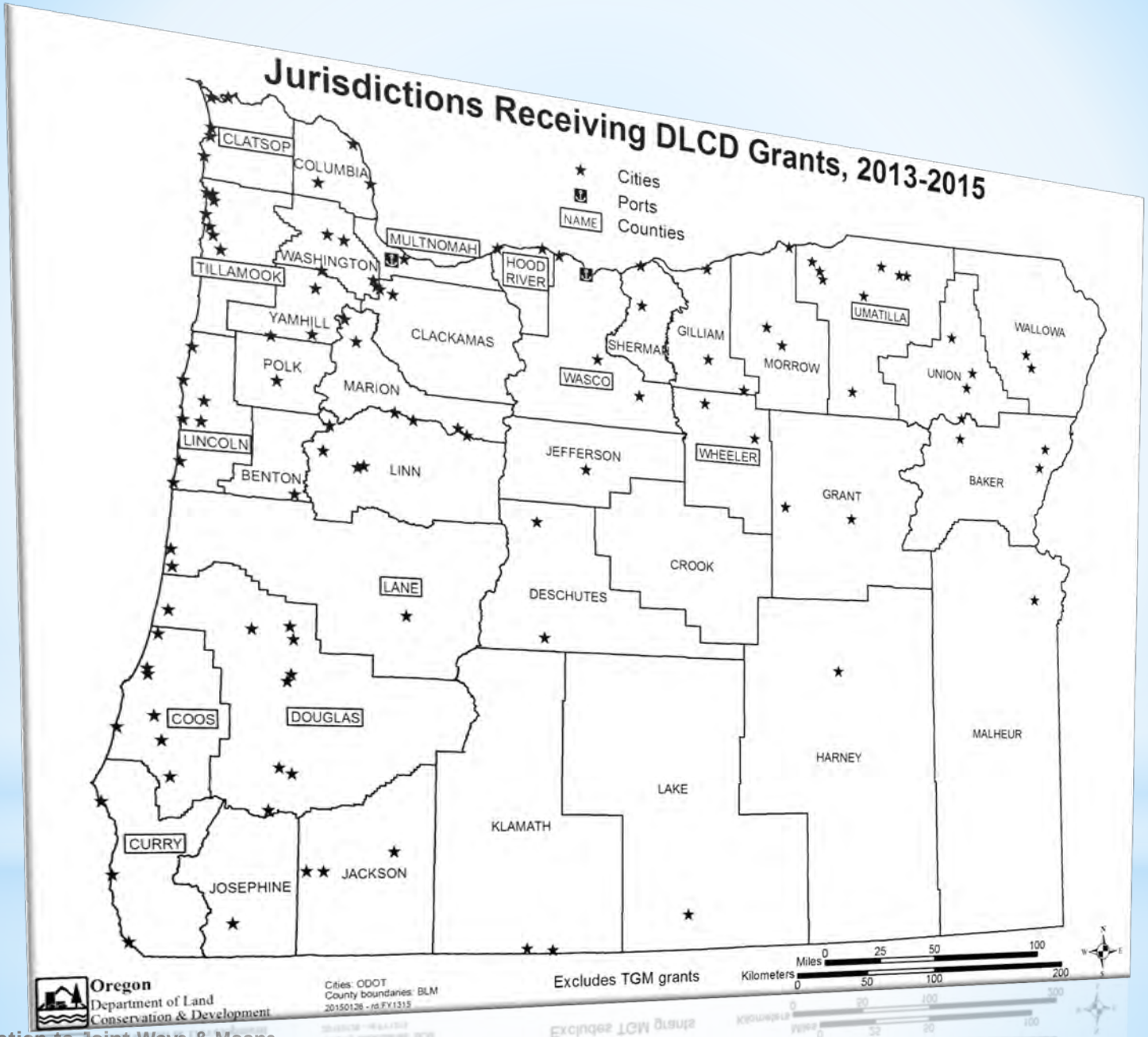
- Created in 1973 with adoption of **SB 100**
- Appointed by Governor; Approved by Senate
- Policy arm of statewide land use program
- Assures consistency with **19 statewide planning goals**

Agency Program Delivery

- **Four Divisions**
  - Community Services Division
  - Planning Services Division
  - Ocean and Coastal Services Division
  - Administrative Services Division

- **Two Budget Units**
  - Planning and Administration (all program services)
  - Grants to Local Governments (no staffing)


DLCD Field Office/Representative Locations
Tillamook
Portland
Salem
Newport
Eugene
Bend
La Grande
Medford
CLATSOP
COLUMBIA
TILLAMOOK
WASHINGTON
MULTNOMAH
HOOD RIVER
YAMHILL
CLACKAMAS
WASCO
SHERMAN
GILLIAM
MORROW
UMATILLA
WALLOWA
UNION
POLK
MARION
LINCOLN
BENTON
LINN
JEFFERSON
WHEELER
BAKER
GRANT
LANE
DESCHUTES
CROOK
COOS
DOUGLAS
HARNEY
MALHEUR
CURRY
JOSEPHINE
JACKSON
KLAMATH
LAKE
Oregon
Department of Land Conservation & Development
Miles
Kilometers
State & County Boundaries: BLM
Cities: ODOT


Jurisdictions Receiving DLCD Grants, 2013-2015
Cities
Ports
NAME
Counties
CLATSOP
COLUMBIA
MULTNOMAH
WASHINGTON
TILLAMOOK
HOOD RIVER
YAMHILL
CLACKAMAS
SHERMAN
GILLIAM
MORROW
UMATILLA
WALLOWA
UNION
POLK
MARION
WASCO
LINCOLN
BENTON
LINN
JEFFERSON
WHEELER
GRANT
BAKER
CROOK
LANE
DESCHUTES
COOS
DOUGLAS
MALHEUR
HARNEY
LAKE
KLAMATH
CURRY
JOSEPHINE
JACKSON
Miles 0 25 50 100
Kilometers 0 50 100 200
Excludes TGM grants
Oregon
Department of Land
Conservation & Development
Cities: ODOT
County boundaries: BLM
20150126 - rd:FY1315

State Agency Coordination Agreements With Whom We Do Business

- Capitol Planning Commission
- Governor's Watershed Enhancement Board
- Lane County Boundary Commission
- Metro
- Oregon Building Codes Agency
- Oregon Department of Energy/Energy Facility Siting Council
- Oregon Department of Environmental Quality
- Oregon Department of Fish and Wildlife
- Oregon Department of General Services
- Oregon Department of Higher Education
- Oregon Department of Agriculture
- Oregon Department of Corrections
- Oregon Department of Forestry
- Oregon Department of Geology and Mineral Industries
- Oregon Department of Revenue
- Oregon Department of Transportation
- Oregon Department of State Lands
- Oregon Economic Development Department
- Oregon Health Division
- Oregon Housing Agency
- Oregon Public Utility Commission
- Oregon State Emergency Management Division
- Oregon State Marine Board
- Oregon State Parks and Recreation Department
- Oregon Water Resources Department

Mission, Goals, and Strategic Plan

Agency 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.

Statewide Planning Goals

Goal 1: Citizen Involvement

Goal 2: Land Use Planning

Goal 3: Agricultural Lands

Goal 4: Forest Lands

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

Goal 6: Air, Water, and Land Resources Quality

Goal 7: Areas Subject to Natural Hazards

Goal 8: Recreational Needs

Goal 9: Economic Development

Goal 10: Housing

Goal 11: Public Facilities and Services

Goal 12: Transportation

Goal 13: Energy Conservation

Goal 14: Urbanization

Goal 15: Willamette River Greenway

Goal 16: Estuarine Resources

Goal 17: Coastal Shorelands

Goal 18: Beaches and Dunes

Goal 19: Ocean Resources

2014-22 DLCD Strategic Plan

The 2014-22 DLCD Strategic Plan is the source for the Long-Term Strategic Goals and the Short-Term Objectives sections which follow.

There are five strategic goals, sixteen objectives and thirty eight strategies identified in the Strategic Plan. The Strategic Plan is a department policy document that also identifies outcomes and work products at the strategy level. The plan incorporates the breadth of the legislatively created 19 Statewide Planning goals, but it does not replace them or have the effect of statute or rule.

The 38 strategies identify discrete projects, looking forward. They do not capture all of the ongoing core work of the department, such as technical assistance to local communities, support for LCDC and advisory committees, review of plan amendments, etc.

Long-term Strategic Goals

Long-term Strategic Goals and Objectives

1. Conserve Oregon's Natural Resources

2. Promote Sustainable Vibrant Communities

3. Engage the public and stakeholders in Oregon's Land Use Planning Program

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

5. Deliver Services that are Efficient, Outcome-based, and Professional

Long-term Strategic Goals and Objectives

1. Conserve Oregon's Natural Resources – Productive 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.

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

Long-term Strategic Goals and Objectives

2. Promote Sustainable, Vibrant Communities.

- Urban and rural communities have complete and efficient comprehensive plans that include a sufficient supply of land, services, and infrastructure to meet a variety of economic opportunities;

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

- Community development activities will be enhanced to support local efforts to revitalize communities, seek public infrastructure solutions and build community participation.

- Urban and rural communities will plan for and develop resilience to natural hazards, including those exacerbated by climate change.

Long-term Strategic Goals and Objectives

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

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

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

Long-term Strategic Goals and Objectives

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

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

Long-term Strategic Goals and Objectives

5. Deliver Services that are Efficient, Outcome-based and Professional

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

- Manage and provide services to local governments that support

Short-term Strategic Goals and Objectives

2015-17 Short-term Objectives and Strategies

1. **Conserve Oregon's Natural Resources – Productive 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.**
   - **Conserve productive farm and forest lands.**
     - 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 strategies.
     - 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. (Links to POP 104 Information Management Modernization Initiative).
     - Analyze the impacts of ancillary and non-farm uses on agricultural uses to inform policy choices. Study design, data collection and analysis should address factors such as cumulative effects and other externalities caused by development of permitted uses.
   - **Protect and conserve coastal and marine resources.**
     - 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. (Links to POP 103 Coastal and Marine Program Restoration).
     - Update Oregon's estuary planning program, including the inventory and classification system for estuaries. (Links to POP 103 Coastal and Marine Program Restoration).

2015-17 Short-term Objectives and Strategies

(Cont.)

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

2015-17 Short-term Objectives and Strategies

2. **Promote Sustainable, Vibrant Communities.**
   - Urban and rural communities have complete and efficient comprehensive plans that include a sufficient supply of land, services, and infrastructure to meet a variety of economic opportunities.
     - 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 farm land, and increase public safety by avoiding areas subject to natural hazards.
     - Work with local and state and 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. (Links to POP 105 Expediting Issuance of UGB Orders).

2015-17 Short-term Objectives and Strategies

- Land use and transportation are linked to provide for the development of well-functioning , well-designed and healthy communities.
  - Complete scenario planning to meet greenhouse gas reduction targets adopted by the commission. Seek funding for metropolitan areas to implement strategies to meet those targets (Links to POP 106 OSTI)
  - 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, both as new policy initiatives and as part of the 2014-15 UGB streamlining project.
  - Incoordination 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.

2015-17 Short-term Objectives and Strategies

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

2015-17 Short-term Objectives and Goals

- Support local planning efforts to develop resilience to natural hazards, including those exacerbated by climate change.
  - Increase technical assistance and seek grant funding for local government resilience planning to address hazards that have not been well address in the past (e.g. landslides). Look beyond hazard mitigation to other elements of resilience (e.g. recovery planning), and address climate change mitigation. (Links to POP 107 Natural Hazards Program).
  - 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 interagency coordination and to facilitate access by the public to state natural hazard staff, technical assistance, data and GIS mapping. (Links to POP 107 Natural Hazards Program).
  - Assume responsibility for regular updates to the Oregon Natural Hazards Mitigation Plan.

2015-17 Short-term Objectives and Strategies

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

- Develop strong, collaborative partnerships with people and communities in all regions of the state through citizen involvement, outreach and collaboration.
  - 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.
  - 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 development of policies and programs.
  - Improve the department's website for clarity, utility and increased public use. (Links to POP 104 Information Management Modernization Initiative).

2015-17 Short-term Objectives Strategies

4. **Provide Timely and Dynamic Leadership to Support Local and Regional Problem Solving**
   - Ensure short-and long-range policy development for the commission and department.
     - 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.
     - 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). (Links to POP 101 Grants to Local Governments and POP 102 Regional Solutions Community Development).
     - Improve distribution and availability of geospatial and scientific data and information to local governments, state agencies and the public, to support land use planning. (Links to POP 104 Information Management Modernization Initiative).
     - Develop new process and resources for keeping local plans up-to- date.
     - Restore grant funding for local governments, to at least historic funding levels. (Links to POP 101 Grants to Local Governments).

2015-17 Short-term Objectives and Strategies

4. **Provide Timely and Dynamic Leadership to Support Local and Regional Problem Solving (Cont.)**

   - Develop and coordinate strategic initiatives with other state agencies, tribal and local governments.
     - Engage state agencies and the Governor's office to implement provisions of the 2010 Climate adaptation 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 process and outcomes of Regional Solutions Teams.

   - Seek solutions that address immediate and long-range challenges, in collaboration with key stakeholders and others.
     - 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 Oregon State University's Institute for Natural Resources.

2015-17 Short-term Objectives and Strategies

4. **Provide Timely and Dynamic Leadership to Support Local and Regional Problem Solving (Cont.)**

   - Manage and improve information services within the department and for use by a wide array of stakeholders.
     - Improve the department's ability to collect, store and analyze geo-spatial and scientific data and information. (Links to POP 104 Information Management Modernization Initiative).
     - Improve the distribution and availability of geospatial and scientific data and information to local governments and the public, emphasizing web-based methods.

2015-17 Short-term Objectives and Strategies

5. Deliver Services that are Efficient, Outcome-based and Professional

- Operate a professional organization that is efficient, operates according to best practices,
  and seeks to continually improve operations;
  - Increase opportunities, awareness and utility of those opportunities for professional staff development and training.
  - Improve institutional memory and efficiency through better succession training.
  - Increase capacity of the department to understand and work effectively with diverse communities.

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

Performance and Outcome Measures

Performance Overview
Take Home Messages

- Outcomes reflect regional solutions with diverse partnerships
- Programs achieve outcomes and objectives that meet statewide planning goals under the direction of the Governor and Legislature
- The core of the mission enhances urban and rural communities, protects the resource base and promotes citizen involvement

Key Results: Oregon Grows More Efficiently than Other Western States

Percentage Change 2000-2010 (>20,000)				
	Oregon	Washington	Idaho	California
Population	16.0%	16.8%	28.8%	10.7%
Land Area	7.1%	9.4%	37.8%	6.2%
Population per Square Mile	8.3%	6.7%	-6.6%	4.7%

2000-2010 Census Data for NW States

Promote Sustainable, Vibrant Communities Example

Oregon's land use program assures that cities provide lands for housing and employment, while avoiding sprawl and lowering the cost of growth.

According to the Brookings Institute:

* the U.S. grew by 17% from 1982 to 1997
* while Oregon grew by 20%

During the same time:

* the amount of urbanized land in the nation increased by 47%
* while in Oregon it expanded by only 3%

The Costs of Growth		
	Low Density 2.1 du/ac*	Moderate Density 5.5 du/ac*
Costs of local roads per du	$7,420	$2,607
Other infrast. costs per du	$10,954	$5,206
Total costs (1999 $)	$18,374	$7,813

*du/ac: dwelling units per acre

Key Results: Oregon Dept. of Forestry, Land Use Change on Non-Federal Lands 1974-2009

- 98% of all non-federal land that was in forest, agricultural and range land uses in Oregon in 1974 remained in these uses in 2014.

- Conversion of private land in forest, agricultural and range uses to more developed uses slowed dramatically after the 1974-1984 period. Nearly all private land designated as non-developable zones in county land use plans has remained in forest, agricultural and range uses in the years following the implementation of these plans in the mid-1980s.

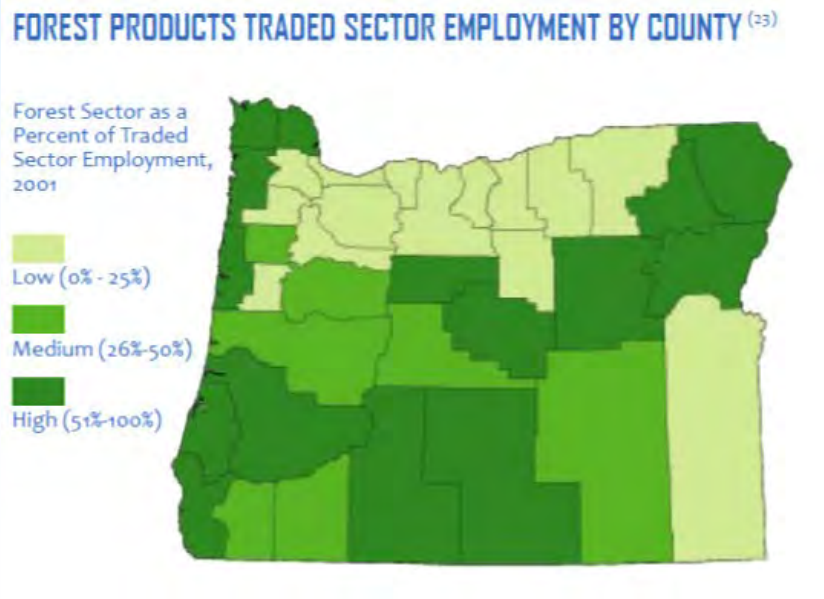
- Conversion of land in resource uses to low-density residential or urban uses has occurred mostly on other private (non-industrial private) land zoned for development in these plans.

Conserve Oregon's Natural Resources Example

Oregon's land use program conserves farm & forest lands for agricultural and forest products industries

Most lands in farm or forest use in 1987 remain in those uses 20 years later

In contrast, recent studies show 30,000 acres of forest lands lost to conversion in Washington every year.* Oregon is still the leading producer of timber in the lower U.S., and jobs in forest products are still the leading "traded sector" industry in much of the state.* (Washington DNR, 2007)



Softwood Lumber Production
The forest industry in Oregon is the largest in the nation, accounting for 18% of total U.S. softwood lumber production.

	2003	2004	2005	2006	2007	2008	2009
OR	6,532	7,156	7,433	7,033	6,176	4,724	3,829
WA	4,898	5,455	5,729	5,130	4,763	3,885	3,241
CA	2,654	2,763	2,674	2,421	2,312	1,931	n/a
ID	1,949	1,964	1,959	2,027	1,780	1,344	1,105

2013-2014 Approved
Key Performance Measures (KPMs)

1. **EMPLOYMENT LAND SUPPLY** – Percent of cities that have an adequate supply of land for industrial and other employment needs to implement their local economic development plan.

2. **HOUSING LAND SUPPLY** – Percent of cities that have an adequate supply of buildable residential land to meet housing needs.

3. **PUBLIC FACILITIES PLANS** – Percent of cities that have updated the local plan to include reasonable cost estimates and funding plans for sewer and water systems.

4 **CERTIFIED INDUSTRIAL SITES** – Number of industrial sites certified as "project-ready" added each fiscal year.

5.**TRANSIT SUPPORTIVE LAND USE** – Percent of urban areas with a population greater than 25,000 that have adopted transit supportive land use regulations.

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

10. **FARM LAND** – Percent of farm land outside urban growth boundaries zoned for exclusive farm use in 1987 that retains that zoning.

11. **FOREST LAND** – Percent of forest land outside urban growth boundaries zoned in 1987 for forest or mixed farm/forest use that remains zoned for those uses.

12. **URBAN GROWTH BOUNDARY EXPANSION** – Percent of land added to urban growth boundaries that is not farm or forest land.

15. **GRANT AWARDS** – Percent of local grants awarded to local governments within two months of receiving an application.

17. **CUSTOMER SERVICE –** Percent of customers rating their satisfaction with the agency's services as good or excellent.

19. BEST PRACTICES – Percent of best practices met by the board (LCDC)**.**

Key Performance Measures Summary from APPR Executive Summary

- Measures related to building vibrant communities and sustainable economic development
  - Land supply (KPM#1,2,4,)
  - Public facilities (KPM#3,5,6)

- Measures related to protecting our farm, forest and natural resource legacy
  - Conservation (KPM# 10,11,12)

- Measures related to helping communities plan for their futures
  - Periodic review and plan amendments (Data collected internally)
  - Customer service (KPM#15,17,19,)

Key Performance Measures

Program: Land Supply

- Three KPMs (1, 2 and 4 address) adequate supply of land for growth
  - Related to land for employment, industrial siting and housing
  - Measures 1 and 2 reflect local plan updates, not state actions

Key Performance Measures

Program: Public Facilities

- The three KPMs (3,5 and 6) address planning for urban public facilities and services
  - Related to sewer and water, transit-supportive land use and transportation funding
  - Measures local actions not state actions
- Met all targets

Key Performance Measures

Program: Protect Our Legacy

- Three KPMs (10, 11 and 12) address conservation of farm and forest resources
  - Met or exceeded 2:3 targets
- Also see department's Farm/Forest Report (Appendix M)

Key Performance Measures

Agency: Customer Service

- Three KPMs addressing the quality of services provided to customers
  - Overall customer service
  - Timely processing of grants
  - LCDC best practices

Key Performance Measures

Agency: Customer Service

- Services
- Technical assistance
- Planning grants
- Data collection & reporting
- Archival library of planning documents
- Training and outreach for local governments
- LCDC regional tours and discussion
- Planners Network meetings
- State agency coordination
- Land use proposal review
- Periodic Review coordination
- Financial reporting and accountability
- Vested rights determinations
- Government to Government relations
- Economic development planning
- Natural resource protection
- Transportation and land use coordination
- Housing needs analyses
- Natural hazards inventories
- Cultural, historic and natural resource inventories
- Citizen involvement
- Recreational needs analysis
- Agricultural protection
- Forest protection
- Strategic planning

Agency: Customer Service

KPM No. 17: Customer Service

- Focuses on the quality, timeliness, accuracy, helpfulness and availability of services, based on a periodic survey.
- 73% of respondents rated satisfaction with “Overall Service” at DLCD as “good” or “excellent”.
- For 2014, the department was rated highest in the “Expertise” category at 85%.

Key Performance Measures

Agency: Customer Service

KPM No. 20: Best Practices

The Land Conservation and Development Commission (LCDC) meets 100% of its Best Practices Criteria through:

- Regular meetings of its LCDC Budget and Management Subcommittee
- Active participation in development of the Strategic Plan and review of the Biennial Report
- Regular meetings with the Director during commission meetings and legislative sessions

Budget: Drivers, Actions, Issues

Consistent With Healthy Environment Policy Vision

Manage Oregon's air, water, land and wildlife resources to support a healthy environment that sustains Oregon communities, Oregon's economy and the places Oregonian's treasure.

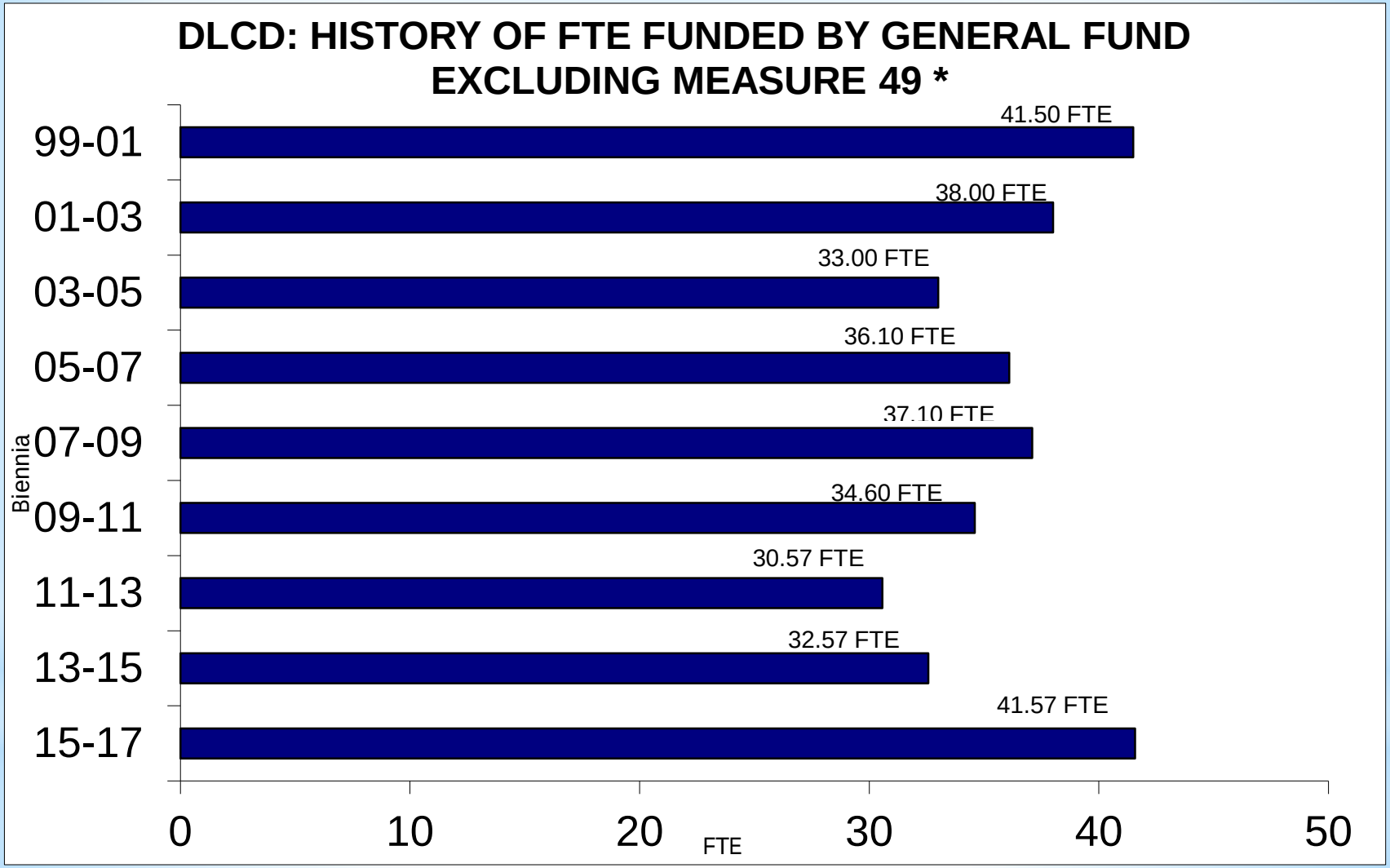
Governor's Budget

	2011-13	2013-15 Legislatively Approved	2015-17 Governor's Budget
General Funds	$10,382,331	$12,667,032	$15,066,943
Other Funds	$874,713	$960,315	$484,999
Federal Funds	$5,617,444	$6,014,070	$6,260,925
All Funds	$16,874,488	$19,641,417	$21,812,867
Positions	57	61	65
FTE	55.13	57.68	62.26

2013-15 Current Service Level

	2011-13	2013-15 Legislatively Approved	2015-17 Modified Current Service Level
General Funds	$10,382,331	$12,667,032	$12,199,581
Other Funds	$874,713	$960,315	$484,999
Federal Funds	$5,617,444	$6,014,070	$6,260,925
All Funds	$16,874,888	$19,641,417	$18,945,505
Positions	57	61	56
FTE	55.13	57.68	54.40

Historic Budget and Program Changes



2015-17 Objectives
What We Will Do With Our Funding

1. Increase community and rural development opportunities through participation in Regional Solution Teams and targeted grant funding.

2. Streamline the Land Use Program: Streamline population forecasting for adoption by local governments. Streamline urban growth boundary management policies.

3. Increase and focus work with communities that want to begin preparing for the effects of climate change. Coordinate hazard mitigation planning.

4. Conserve Farm/Forest lands through state agency coordination, better monitoring and analysis and identification of non-regulatory approaches.

5. Review 8-10 significant UGB and/or Urban Reserve proposals

2015-17 Objectives continued

6. Support local jurisdictions to update local comprehensive plans with technical assistance and grant support.

7. Improve data, scientific information and related services available to local Governments and Stakeholders.

8. Increase and improve education and outreach

Major Budget Issues and Changes in Last 10 Years

- Program doesn't work if communities don't have funds for planning.
  - Diminishing local government resources and grant funding
  - Increasing demand for planning assistance for smaller communities
  - Dependence on General Fund
- Preparing for the effects of climate change and natural hazards planning
- Significant system fixes and changes underway (urban growth management, population forecasting, territorial sea plan)
- Transformation initiative (information management modernization initiative)

Major Budget Issues and Changes in Last 10 Years

- Key statutory duties (UGB and urban reserve review, periodic review) require some staffing changes (UGB review team lead)

- Working with ODOT and Metro to reduce greenhouse gas emissions

Major Budget Issues

General Fund

- Rising personnel costs driven by collective bargaining agreement required to be absorbed by department.

Federal Funds

- Funding sources are dependent on congressional action.
- Rising personnel costs driven by collective bargaining agreement required to be absorbed by department.

Other Funds

- Federal transportation funds, via ODOT
- Rising personnel costs driven by collective bargaining agreement required to be absorbed by department.

Governor's Budget

Program Priorities: Details

- See Appendix C for Program Prioritization Worksheet
- Budget structures are fully integrated – no single core program can be disconnected without broad effect

Agency Reduction Options

See Appendix J: (10%) Reduction Proposals

Criteria for developing reduction proposals:

- **Preserve capacity to complete UGB and urban reserve reviews in a timely fashion**
- **Maintain other statutory responsibilities at minimal levels including:**
  - **Plan amendment review and periodic review**
  - **Financial and technical assistance to local planning**
  - **departments**
- **Maintain critical capacity to resolve *major* land use issues (TPR and employment lands work)**
- **Minimize effects on field staff and capacity to provide direct technical assistance to communities**

What We No Longer Accomplish

1. We will prioritize review of plan amendments, and significantly reduce the number that we review and advise on (we now receive over 750 biennium)

2. We will further slow the pace of periodic review (until grant/staff resources return)

3. We will continue to limit formal enforcement actions to a *very* low level

4. We likely will curtail rulemakings addressing area-specific problems

5. We will have *very* limited resources to help counties and claimants carrying out Measure 49 authorizations

Quarterly Long Term Vacancy Report

- Three vacancies:
- Position 4000212. Office Specialist 2 position has been filled after review of business needs.
- Position 4000108. Procurement position was laid off as a result of HB 5201 (2014) reductions.
- Position 7000008. Information Specialist 4 position recruitment underway.

Governor's Budget

Policy Package 090 : Analyst Adjustments

- **(0.00) FTE – General Funds: $(247,149)**
- **This package reflects an analyst adjustment.**
- **This reduction affects the Planning Program and provides self-financing package to fund a portion of POP 104.**

Governor's Budget

Policy Package 101: Grants to Local Governments

- 0.00 FTE – General Funds: $500,000
- This package restores grant funding reduced by economic conditions over the last ten years.
- Applications for 2013-15 competitive grants exceeded available funds by over $1.3 million.
- Package assists agency in meeting community planning needs.

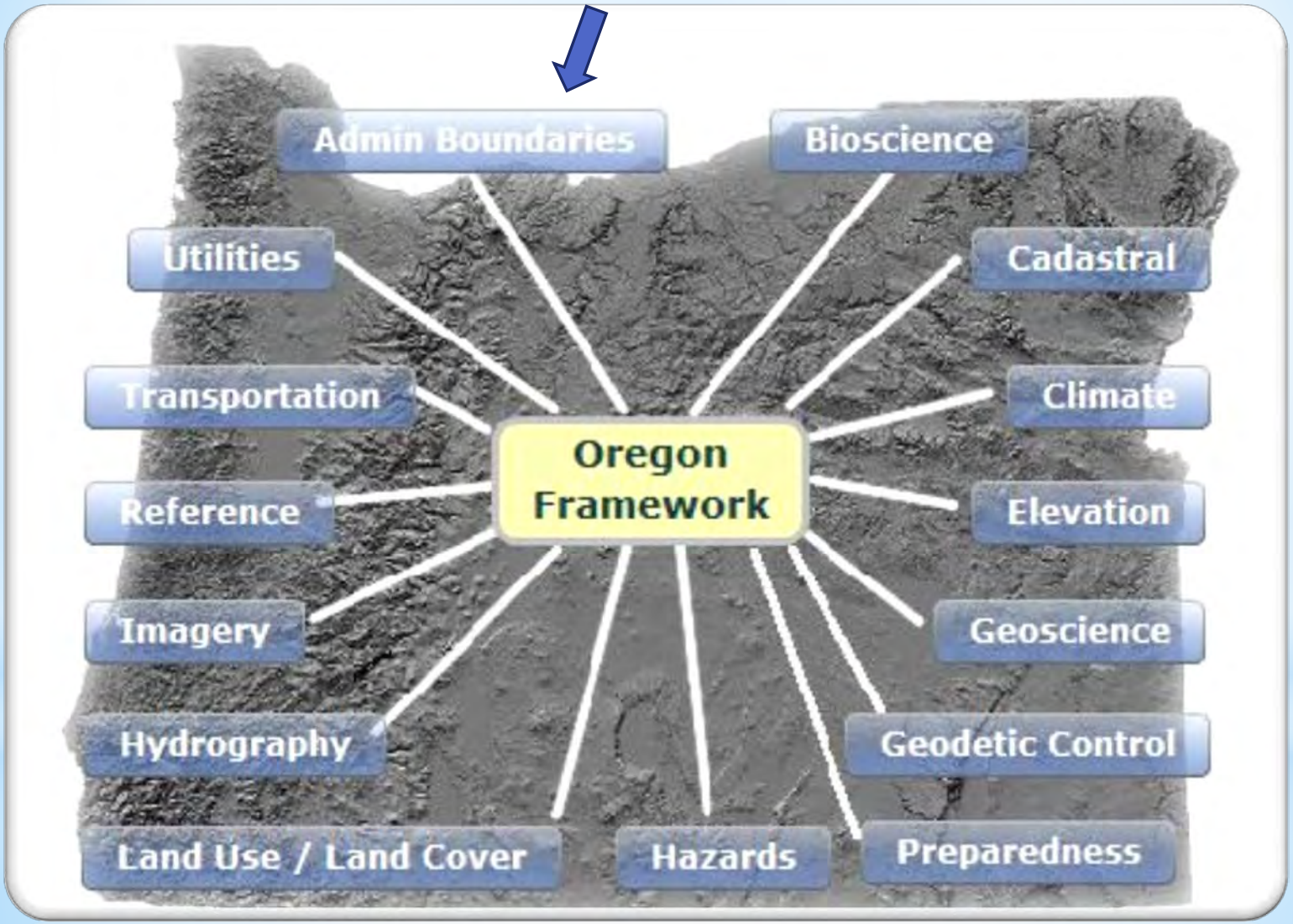
Governor's Budget

Policy Package 104: Information Management Modernization Initiative

1.00 FTE – General Funds: $513,299

- **This package funds the next phase of funding for this five-year phased transformation initiative.**
- **Funds interconnected projects yielding accessible, reliable information resources supporting the department's goal of fostering prosperous, sustainable and desirable places in collaboration with governments, businesses and citizens.**

IMMI – Statewide Framework



Governor's Budget

Policy Package 106: OSTI

1.50 PF FTE – General Funds: $355,770

- **Request addresses a task adopted by the 2009 Legislature for DLCD and LCDC working together with Metro and the cities and counties in the Metro area to continue work on greenhouse gas emissions efforts.**

- **Continues efforts begun under HB 2001 by developing how land use and transportation scenarios will be developed and selected by Metro and other local governments and how the selected scenarios will be implemented.**

Governor's Budget

Policy Package 107: Natural Hazards Program

1.00 PF FTE/0.50 LD FTE – General Funds: $466,442

Request improves natural hazards mitigation planning in Oregon in two ways.

- **Continues and solidifies department role in reducing risks by authorizing permanent position funded by General Funds to update the Oregon Natural Hazard Mitigation Plan required by FEMA.**

- **Development of analytic framework combining best hazards data with data about vulnerability of the population and infrastructure.**

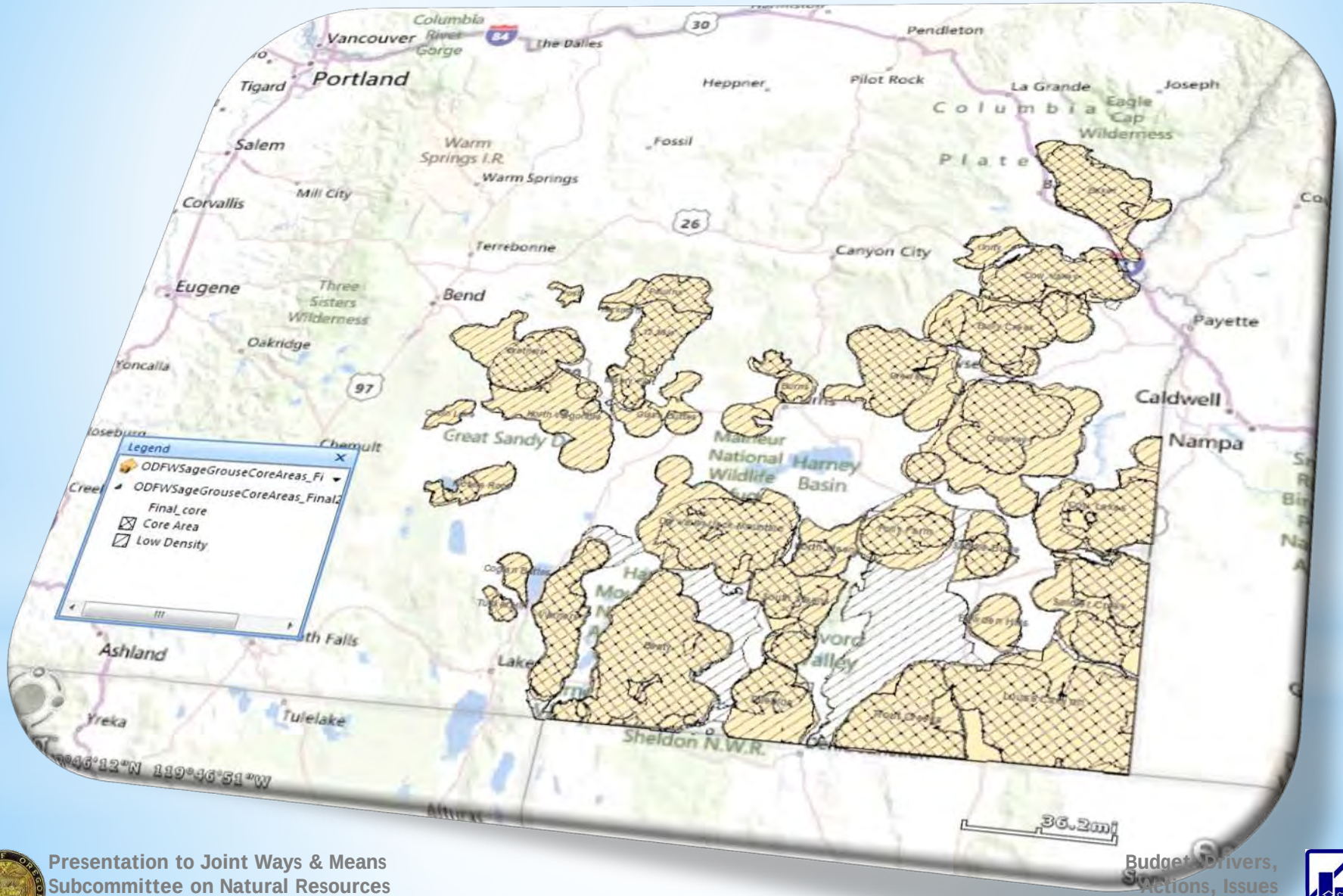
Governor's Budget

Policy Package 108: Sage Grouse Initiative

1.00 PF FTE – General Funds: $438,000

- Provides interagency coordination of implementation of Oregon's Sage Grouse Action Plan
- Co-convenes SageCon Governance and Implementation Teams, along with leads from the U.S. Bureau of Land Management (BLM), the U.S. Fish and Wildlife Service (USFWS) and the Natural Resources Conservation Service (NRCS)
- Coordinates work with county governments on implementation of the Action Plan
- Coordinates with Soil and Water Conservation Districts and landowners on implementation of conservation agreements
- Coordinates with ODFW on implementation of Oregon's Sage Grouse mitigation program
- Reports regularly to the Governor's Natural Resources Policy Advisor

Sage Grouse Areas



Governor's Budget

Policy Package 109: Environmental Solutions

2.00 PF FTE – General Funds: $576,000

- Alignment and Coordination Team Members (2)
- Report to the ACT Coordinator
- Assigned to key project and policy matters, with authority to convene interagency teams and workgroups
- Facilitate consistent and timely results for high priority projects with complex regulatory issues; help problem-solve ways to resolve technical and/or legal issues in order to meet common objectives
- Convene and lead natural resource agency teams to:
  - Align natural resource agency policy development
  - Improve how regulatory decisions are made

Governor's Budget

Policy Package 502: Working Lands and Farms

1.00 LD FTE – General Funds: $275,000

- Provides strategic outreach to forest and farm land owners to educate them about existing tools for keeping farms and forests in a working status (tax-related programs, finance tools, and transfer of development right tools)
- Coordinates with agency's farm and forest specialist
- Coordinates with Oregon Department of Forestry, and Oregon Department of Agriculture on working land retention issues
- Assists in resolving conflicts between land uses that threaten the ability of land owners to keep their lands in working status

Governor's Budget

Legislative Proposals

- HB 2456: Urban Growth Boundary (UGB) Housekeeping
- HB 2457: Urban Growth Boundary (UGB) Straddle Parcels
- HB 2458: Metro Reserves Map Cleanup
  - No fiscal impact to any legislative proposal

Supplemental Questions

1. **HB 4131**:

   DLCD is not affected by HB 4131.

2. **Secretary of State (SOS) audit results:**

   No audits were performed.

3. **Description of management flexibility affecting agency operations**:
   DLCD is instructed to continue its participation in shared services workgroups convened by the Department of Administrative Services to explore how the sharing of administrative functions between agencies has the potential to improve service delivery with existing resources.

4. **Information Technology Projects**:

   DLCD does not have any policy packages with proposed information technology projects.

Supplemental Questions

5. Reclasses in 2013-15:

DLCD is not affected by HB 4131.

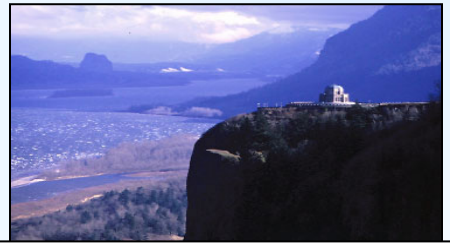
6. New Hires in 2013-15: (Appendix A)

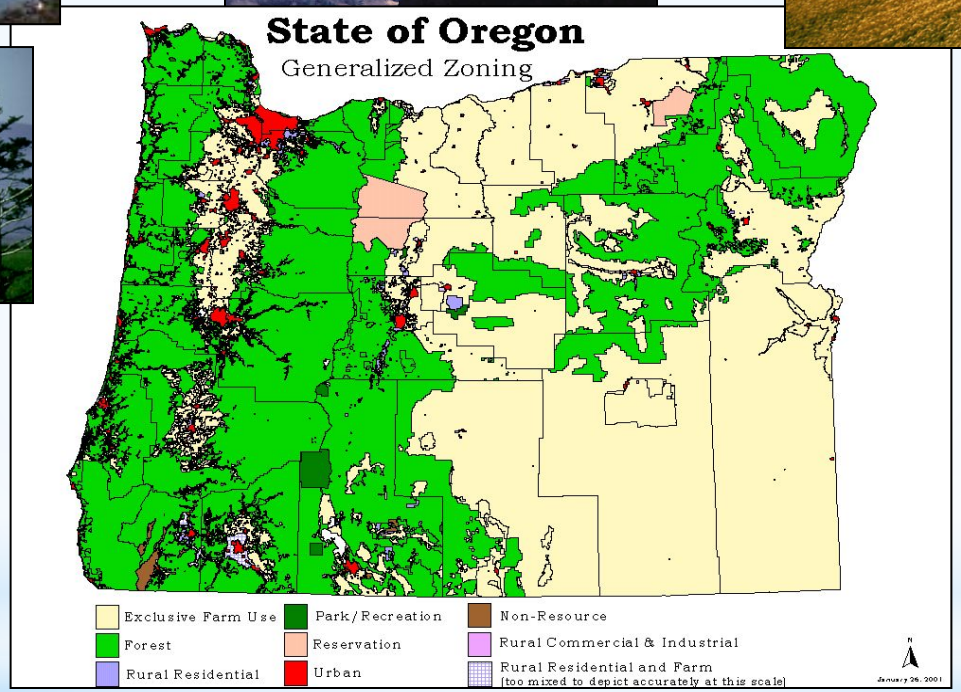
List nine positions hired above salary step 2. Some of these employees have since left the department. Department follows DAS recruitment policies.

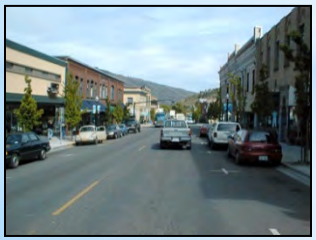
7. Other Funds Ending Balance: (See Appendix B)

No cash balances. Report shows empty limitation.

A Diverse State







Appendices

Mandatory Appendices

A. New Hires

B. Other Fund Balance Report

Additional Information

C. Prioritization List
D. 2014 Annual Performance Progress Report
E. 2014 APPR Management Report
F. Sustainability Report
G. Farm and Forest Report
H. Government to Government Report
I. Prior Budget Notes
J. Proposed 10% Reductions (HB 3182)
K. Local Jurisdiction Grants (General Fund)
L. Coastal Grants (Federal Fund)

Oregon
John A. Kitzhaber, M.D., Governor

Department of Land Conservation and Development
635 Capitol Street NE, Suite 150
Salem, Oregon 97301-2540
Phone: (503) 373-0050
Fax: (503) 378-5518
www.oregon.gov/LCD

February 13, 2015

TO: Ways and Means Subcommittee on Natural Resources

FROM: Jim Rue, Director

RE: New Hires 2013-15

You have requested information pertaining to new hires made during the 2013-15 biennium including the salary step the position was hired at along with justification for any position hired above salary step 2. Information for hires new to the state is provided below. Promotions within the state are not reflected.

Classification	Hire Date	Salary Range	Hiring Step	Justification
Planner 2	2-19-13	27	4	Salary match or minimal increase from candidate's previous position
Planner 2	2-20-13	27	6	Salary match or minimal increase from candidate's previous position
Planner 3	8-5-13	30	5	Salary match or minimal increase from candidate's previous position
Planner 3	8-12-13	30	3	Salary match or minimal increase from candidate's previous position
Planner 3	11-13-13	30	7	Salary match or minimal increase from candidate's previous position
ISS6	2-25-14	29	3	Salary match or minimal increase from candidate's previous position
Planner 3	3-17-14	30	5	Salary match or minimal increase from candidate's previous position
OPA4	9-29-14	32	7	Salary match or minimal increase from candidate's previous position
Planner 3	1-5-15	30	4	Salary match or minimal increase from candidate's previous position

Agency: Department of Land Conservation & Development

Contact Person: Doug Crook, Budget Officer, (503) 373-0050 #243

(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	(j)
					2013-15 Ending Balance		2015-17 Ending Balance		
Other Fund Type	Program Area (SCR)	Treasury Fund #/Name	Category/Description	Constitutional and/or Statutory reference	In LAB	Revised	In CSL	Revised	Comments
Limited	660-001 Planning Program	Other Fund Operations Treasury Fund 0401	Operations	44 CFR Part 200; ORS chapters 195,197,215 Chapter 547, Section 2, Oregon Laws 2013	315,736		289,448		Ending balance is primarily empty limitation for two programs, DLCD/ ODOT Transportation Program, and Soils Program, under Appropriation 81000 This balance provides limitation allowing for carryover of expenditures at end of biennium.
Limited	660-001 Planning Program	Soils Assessment Fund Treasury Fund 1428	Operations	Chapter 44, Section 2, (2010 Oregon Laws Special Session)					Soils Analysis Program limitation provided under Appropriation 81000

Objective: Provide updated Other Funds ending balance information for potential use in the development of the 2015-17 legislatively adopted budget.

Instructions:

Column (a): Select one of the following: Limited, Nonlimited, Capital Improvement, Capital Construction, Debt Service, or Debt Service Nonlimited.

Column (b): Select the appropriate Summary Cross Reference number and name from those included in the 2013-15 Legislatively Approved Budget. If this changed from previous structures, please note the change in Comments (Column (j))

Column (c): Select the appropriate, statutorily established Treasury Fund name and account number where fund balance resides. If the official fund or account name is different than the commonly used reference, please include the working title of the fund or account in Column (j).

Column (d): Select one of the following: Operations, Trust Fund, Grant Fund, Investment Pool, Loan Program, or Other. If "Other", please specify. If "Operations", in Comments (Column (j)), specify the number of months the reserve covers, the methodology used to determine the reserve amount, and the minimum need for cash flow purposes.

Column (e): List the Constitutional, Federal, or Statutory references that establishes or limits the use of the funds.

Columns (f) and (h): Use the appropriate, audited amount from the 2013-15 Legislatively Approved Budget and the 2015-17 Current Service Level as of the Agency Request Budget.

Columns (g) and (i): Provide updated ending balances based on revised expenditure patterns or revenue trends. Do not include adjustments for reduction options that have been submitted unless the options have already been implemented as part of the 2013-15 General Fund approved budget or otherwise incorporated in the 2013-15 LAB. The revised column (i) can be used for the balances included in the Governor's budget if available at the time of submittal. Provide a description of revisions in Comments (Column (j)).

Column (j): **Please note any reasons for significant changes in balances previously reported during the 2013 session.**

Additional Materials: If the revised ending balances (Columns (g) or (i)) reflect a variance greater than 5% or $50,000 from the amounts included in the LAB (Columns (f) or (h)), attach supporting memo or spreadsheet to detail the revised forecast.

PROGRAM PRIORITIZATION FOR 2015-17

Agency Name: DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT

2015-17 Biennium **Agency Number: 66000**

PLANNING PROGRAM AT GOVERNOR'S BUDGET

Program/Division Priorities for 2015-17 Biennium

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
Priority (ranked with highest priority first)		**Agency Initials**	**Program or Activity Initials**	**Program Unit/Activity Description**	**Identify Key Performance Measure(s)**	**Primary Purpose Program-Activity Code**	**GF**	**LF**	**OF**	**NL-OF**	**FF**	**NL-FF**	**TOTAL FUNDS**	**Pos.**	**FTE**	**New or Enhanced Program (Y/N)**	**Included as Reduction Option (Y/N)**	**Legal Req. Code (C, D, FM, FO, S)**	**Legal Citation**	**Explain What is Mandatory (for C, FM, and FO Only)**	**Comments on Proposed Changes to CSL included in Agency Request**
Agcy	**Prgm/ Div**																				
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													$ -								
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							10,672,466	-	484,999	-	6,260,925	-	$ 17,418,390	56	54.40						

7. Primary Purpose Program/Activity Exists

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

19. Legal Requirement Code

C Constitutional
D Debt Service
FM Federal - Mandatory
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Within each Program/Division area, prioritize each Budget Program Unit (Activities) by detail budget level in ORBITS

Document criteria used to prioritize activities:

The department cannot truly remove one piece of its detail cross reference structure without impacting the rest of the agency mission and vision. The department's budget structure is interconnected. However, in order to meet the requirements of this project, the department has established the following criteria in prioritizing its detail cross references in the planning budget unit. They are:

•Activities providing direct service to the core program.
•Coastal Zone Management Program is a federally mandated program.
•Transportation and Growth Management (TGM) and Federal Emergency Management Agency (FEMA) programs are federally mandated and provide support for regional representatives in the field.
•Coastal grant funds in the Ocean and Coastal Services Division support economic development and other land use planning activities of local communities.

PROGRAM PRIORITIZATION FOR 2015-17

Agency Name: DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT

2015-17 Biennium **Agency Number: 66000**

GRANTS PROGRAM AT GOVERNOR'S BUDGET

Program/Division Priorities for 2015-17 Biennium

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							1,527,115	-	-	-	-	-	$ 1,527,115	0	0.00						

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PROGRAM PRIORITIZATION FOR 2015-17

Agency Name: DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT

2015-17 Biennium **Agency Number: 66000**

DEPARTMENT-WIDE PROGRAM AT GOVERNOR'S BUDGET

Program/Division Priorities for 2013-15 Biennium

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The department cannot truly remove one piece of its detail cross reference structure without impacting the rest of the agency mission and vision. The department's budget structure is interconnected. However, in order to meet the requirements of this project, the department has established the following criteria in prioritizing its detail cross references in the planning budget unit. They are:

•Activities providing direct service to the core program.
•Coastal Zone Management Program is a federally mandated program.
•Transportation and Growth Management (TGM) and Federal Emergency Management Agency (FEMA) programs are federally mandated and provide support for regional representatives in the field.
•Coastal grant funds in the Ocean and Coastal Services Division support economic development and other land use planning activities of local communities.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT

Annual Performance Progress Report (APPR) for Fiscal Year (2013-2014)

Original Submission Date: November 5, 2014

Finalize Date: December 29, 2014

2013-2014 KPM #	2013-2014 Approved Key Performance Measures (KPMs)
1	EMPLOYMENT LAND SUPPLY – Percent of cities that have an adequate supply of land for industrial and other employment needs to implement their local economic development plan.
2	HOUSING LAND SUPPLY – Percent of cities that have an adequate supply of buildable residential land to meet housing needs.
3	PUBLIC FACILITIES PLANS – Percent of cities that have updated the local plan to include reasonable cost estimates and funding plans for sewer and water systems.
4	CERTIFIED INDUSTRIAL SITES – Number of industrial sites certified as “project-ready” added each fiscal year.
5	TRANSIT SUPPORTIVE LAND USE – Percent of urban areas with a population greater than 25,000 that have adopted transit supportive land use regulations.
6	TRANSPORTATION FACILITIES – Percent of urban areas that have updated the local plan to include reasonable cost estimates and funding plans for transportation facilities.
10	FARM LAND – Percent of farm land outside urban growth boundaries zoned for exclusive farm use in 1987 that retains that zoning.
11	FOREST LAND – Percent of forest land outside urban growth boundaries zoned in 1987 for forest or mixed farm/forest use that remains zoned for those uses.
12	URBAN GROWTH BOUNDARY EXPANSION – Percent of land added to urban growth boundaries that is not farm or forest land.
15	GRANT AWARDS – Percent of local grants awarded to local governments within two months after receiving application.
17	CUSTOMER SERVICE: Percent of customers rating their satisfaction with the agency’s customer service as “good” or “excellent”: overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information.
19	BEST PRACTICES – Percent of total best practices met by the Board.

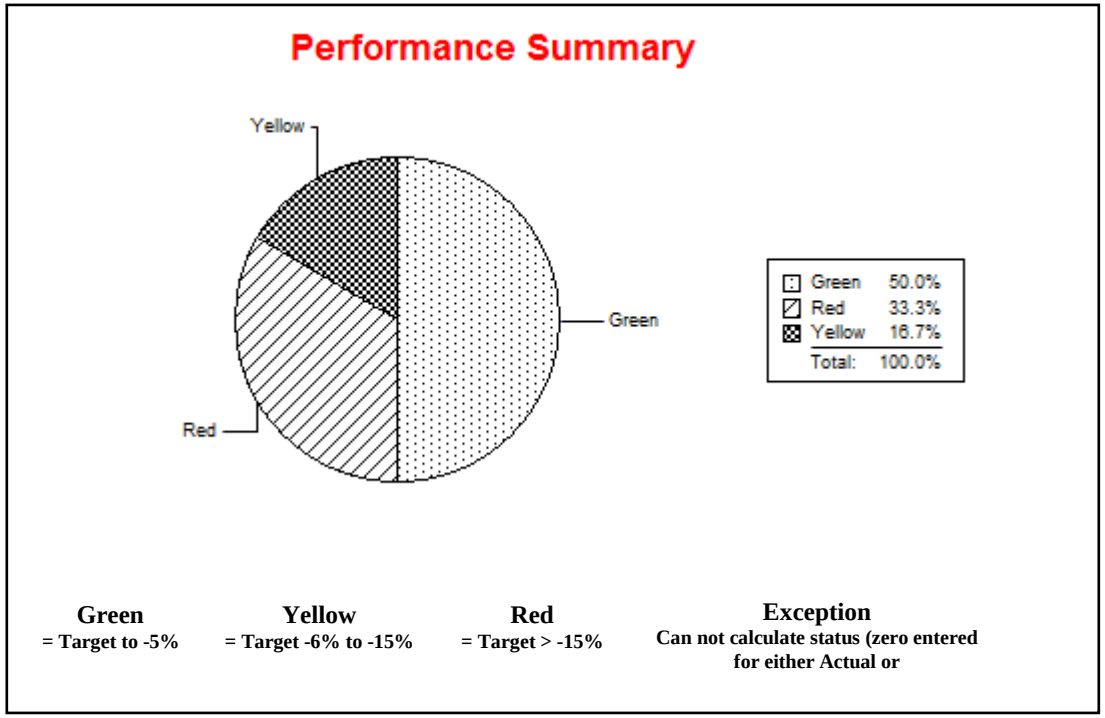
New Delete	Proposed Key Performance Measures (KPM's) for Biennium 2015-2017
	Title: **Rationale:** The department is not recommending deletion of any performance measures for 2015-17.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	I. EXECUTIVE SUMMARY

Agency Mission:

As stewards of Oregon's visionary land use planning program, we foster sustainable and vibrant communities and protect our natural resources legacy in a dynamic partnership with citizens and communities. We help communities and citizens plan for, protect and improve the built and natural systems that provide a high quality of life.

Contact: Teddy Leland	**Contact Phone:** 503-934-0016
Alternate:	**Alternate Phone:**



1. SCOPE OF REPORT

This is the final report of the Department of Land Conservation and Development's (DLCD) progress on performance measures for 2013-2014. Data for the majority, but not all, of the Key Performance Measures are based on the 2013-2014 fiscal year.

Agency Programs/Services Addressed By Key Performance Measures.

The department helps communities around the state plan for their future to assure a high quality of life. Department programs are: Planning Services Division, Ocean and Coastal Services Division, Community Services Division, Transportation and Growth Management Program, Administrative Services Division and policy development in the Director's Office. Department services are: technical assistance and grants assistance to local governments; regulatory review of plan amendments; urban growth boundary decisions and periodic reviews; outreach, education and public information; policy planning; hazards planning and agency collaboration. Together, programs and services address multiple goals and objectives. One way to link programs and services with key performance measures is through the framework of the department's five strategic goals:

1. Conserve Oregon's Natural Resources – Productive 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.

- Conserve productive farm and forest lands;
- Protect and conserve coastal and marine resources;
- Protect and conserve wildlife habitat, wetlands and riparian areas for their ecosystem values. Protect scenic, historic, cultural, and recreational values on rural lands.
- KPMs #10, 11, and 12

2. Promote Sustainable, Vibrant Communities.

- Urban and rural communities have complete and efficient comprehensive plans that include a sufficient supply of land, services, and infrastructure to meet a variety of economic opportunities;
- Land use and transportation are linked to provide for the development of well-functioning , well-designed and healthy communities;
- Community development activities will be enhanced to support local efforts to revitalize communities, seek public infrastructure solutions and build community participation.
- Urban and rural communities will plan for and develop resilience to natural hazards, including those exacerbated by climate change.
- KPMs #1, 2, 3, 4, 5, and 6

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

- Develop strong, collaborative partnerships with citizens and communities in all regions of the state through citizen involvement, outreach and collaboration;
- Improve communication and education with citizens and stakeholders in all regions of the state.
- All KPMs.

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

- Ensure short-and long-range policy development for the commission and department;
- Improve capacity of local governments to carry out their land use responsibilities;

- Develop and coordinate strategic initiatives with other state agencies, tribal and local governments.
- Seek solutions that address immediate and long-range challenges, in collaboration with key stakeholders and others.
- Manage and improve information services within the department and for use by a wide array of stakeholders.
- KPM #19

5. Deliver Services that are Efficient, Outcome-based and Professional
   - Operate a professional organization that is efficient, operates according to best practices, and seeks to continually improve operations;
   - Manage and provide services to local governments that support department and local objectives.
   - KPMs #15 and 17

1. Agency Programs/Services, If Any, Not Addressed by Key Performance Measures

Modernize Information Technology (IT) and Delivery: The department continues to implement its Information Management Modernization Initiative (IMMI) in order to enhance and modernize information technology databases and delivery of information to its customers. In 2012 the department embarked on the Information Management Modernization Initiative (IMMI). This five-year plan will provide a quantum leap in the department's ability to gather, analyze, and disseminate information for a variety of customers and audiences. One objective is to gain a higher level of accuracy by having local jurisdictions able to enter certain data directly from their locations, rather than send us their information on paper, which we then enter into data bases. This initiative directly affects several key performance measures that measure outcomes at the city and county level. This change in operation has begun with identified, but limited, resources and will depend on future budget decisions for its success.

No DAS Key Performance Measure applies to the department’s information technology services. However, the department has made strides toward developing internal key performance measures that track the lifecycle replacement program and other administrative actions. Continued investment by the legislature in the information technology capacity of the department will improve the department's ability to meet key performance measure targets and assist local jurisdictions in implementing the statewide land use planning program.

2. THE OREGON CONTEXT

The department works closely with local governments to carry out Oregon's statewide land use planning program. The department plays a key role in assisting local governments, citizens and the business community with development of land use decisions that encourage: job growth; affordable housing; efficient urban development linked to transportation systems; conservation of commercial agricultural and forest lands; and protection of natural resources. In Oregon, state and local governments share responsibility for achieving these outcomes. DLCD's strategic planning goals are indirectly linked to the following Oregon benchmarks: OBM 4: Job Growth, OBM 70: Commuting, OBM 72: Road Condition, OBM 74: Affordable Housing, OBM 77: Wetlands Preservation, OBM 80: Agricultural Lands, OBM 81: Forest Land, and OBM 87: Native Fish and Wildlife. Under Oregon's land use planning program, the state sets broad goals and requirements for land use planning, and cities and counties (278) adopt comprehensive land use plans that are based on these statewide goals and

requirements. The 19 Statewide Planning Goals are not the same as the state's benchmarks, but are strongly linked in many respects. Oregon's land use planning program is one of many programs that contribute to the state benchmarks. Other important programs not associated with the department, but that influence progress toward the benchmarks, include government and private investment programs, tax structures, and a variety of state and federal regulations. For example, progress in preserving the agricultural economy in Oregon is influenced by: a supportive property tax system; investments made by the federal and state governments; and investments by certain industries that use those crops.

3. PERFORMANCE SUMMARY

This performance report provides data for fiscal year 2013-2014. In general, DLCD's performance measures indicate mixed outcomes for the program. 8 of the twelve effectively meet or exceed the goal. In the four instances where this is not the case: (1) KPM #1 Employment Land Supply; (2) KPM #2 Residential Land Supply; (3)KPM #3 Public Facilities Plans; and (4) KPM #12 Urban Growth Boundary Expansion, the contexts for performance are widely divergent, and each needs to be considered according to its own factors. A common theme underlying these results is the continued lack of resources at the city and county level, including diminishing planning grants from the department to help local communities amend their plans in a timely manner.

The department's management team regularly considers methods to increase the effectiveness of performance measures as a package, and improvements that could be made to individual measures.

4. CHALLENGES

Oregon's statewide land use planning program continues to face challenges. As mentioned previously, a key ongoing challenge is the reduced financial capacity of most local governments to maintain up-to-date and high-quality land use plans. These plans prepare cities and counties for the future, and identify the infrastructure necessary for land development and other land use decisions. The department also has insufficient capacity to:

(1) Fulfill all its mandated programs;

(2) Provide adequate land use planning help to local governments through technical assistance and grants, and

(3) To track and measure the progress of all its programs.

Oregon statutes regarding periodic review and update of local comprehensive plans require the department to focus resources largely on certain land use planning efforts in cities with a population of 10,000 or more. While there is a benefit to focusing limited state resources on certain priorities, the lack of funding combined with mandatory requirements to maintain and update local plans is likely to lead to long-term problems for smaller jurisdictions. Without adequate capacity (including grant resources) to assist local government planning, the plans of smaller cities and counties will likely grow more and more out-of-date, and will be less and less likely to meet local needs and state planning requirements. This, in turn, will affect the agency's performance with respect to the measures and targets discussed in this report.

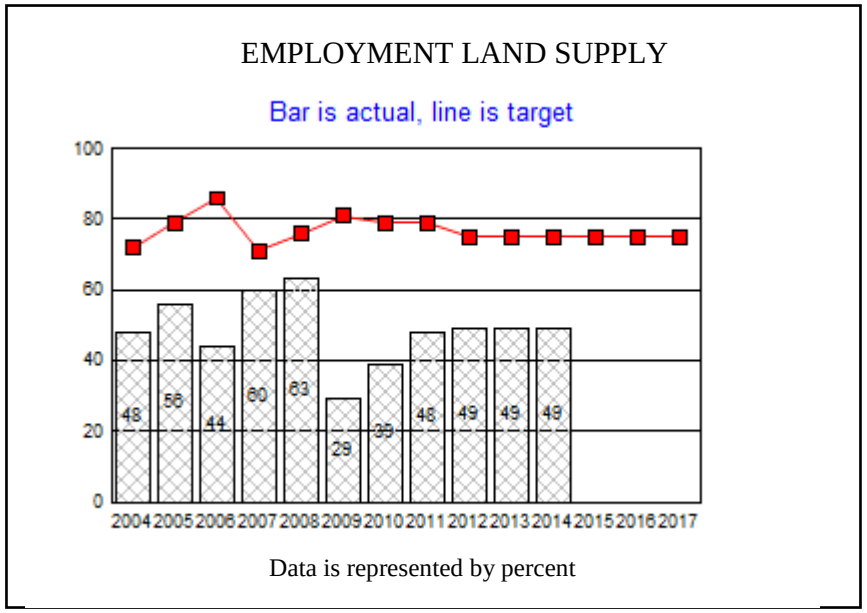
In 2010, the department realigned its key performance measures with an update of the agency's goals and objectives. During 2013-2014, the department reviewed and updated its mission and strategic plan. The department clearly desires to better articulate the desired outcomes of the planning program through more direct measures, such as vehicle miles traveled, urban growth boundary efficiency and costs and the results of local programs to protect natural resources. The Governor's 10-Year Healthy Environment Policy Vision may prove to be a path to creating better outcome data, both within the department and across other state natural resource agencies.

5. RESOURCES AND EFFICIENCY

The department's 2013-15 Legislatively Adopted Budget for its three fund types is $19.6 million. Performance Measure #19 reflects results of department efforts toward better efficiency.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

KPM #1	EMPLOYMENT LAND SUPPLY – Percent of cities that have an adequate supply of land for industrial and other employment needs to implement their local economic development plan.	2002
Goal	Promote sustainable, vibrant communities.	
Oregon Context	OBM 4: Job Growth	
Data Source	DLCD tracking of periodic review approval orders and post-acknowledgment plan amendments.	
Owner	Community Services Division, Rob Hallyburton, 503-934-0018.	



1. OUR STRATEGY

This measure tracks the percentage of cities with a population over 2,500 that have completed an update to their land use plans in order to provide a 20 year supply of land for employment related uses. This measure was adopted when all cities over 2,500 populations were required to periodically review and update

their plans. In 2007, the legislature removed this requirement for cities with a population of less than10,000. Planning and zoning a sufficient amount of land, based on up to date economic opportunities analyses helps ensure enough land is available for development to new employment uses in a community. The department provides technical and financial assistance to local governments for evaluations of the supply of industrial and other employment lands.

2. ABOUT THE TARGETS

The higher the percentage reported under this measure, the better the performance. This measure tracks the number of cities with a population greater than 2,500 that evaluated and updated their employment land supply during the last ten years. There could be other cities with an adequate employment land supply that haven't recently updated their plans, but this number cannot be extracted from known data sources. Under the statewide land use planning program, cities are expected to provide an adequate supply of suitable sites for employment purposes. The target is based on the number of cities with a population over 2,500 (104 cities as of 2009) because, when the target was set, cities under that size were not required to periodically update their plans. Now, generally, only cities with a population over 10,000 have that requirement, so many smaller cities have not updated their plans as expected. The performance considering only cities over 10,000 population is considered in the following section.

3. HOW WE ARE DOING

The target of 75% has not been met for this reporting period. The results have remained the same since the 2012 reporting period at 49%. There are continued difficulties in funding the needed updates at the state and local level. This has frustrated progress on this measure. Performance for cities over 10,000 population was also calculated because these are the jurisdictions required to update plans under periodic review statutes. These cities contain 58 percent of the state’s population and a majority of the jobs. When considering just these larger cities, 63% of the jurisdictions have shown an adequate supply of employment land. This still fails to meet the target, but suggests that the outlook may be better than the all-city data suggests when considering that most employment locates in these larger jurisdictions.

4. HOW WE COMPARE

There is no equivalent public or private industry standard to evaluate the sufficiency of employment lands within urban growth boundaries.

5. FACTORS AFFECTING RESULTS

Legislation in 2007 eliminated the requirement for cities with a population less than 10,000 outside Metropolitan Planning Organization boundaries to periodically review and update the comprehensive plan. The planning grant programs were reduced during the second half of the biennium, due to state budget constraints. The results also reflect the drop in local government revenue and resources available to evaluate and adjust local land supplies.

6. WHAT NEEDS TO BE DONE

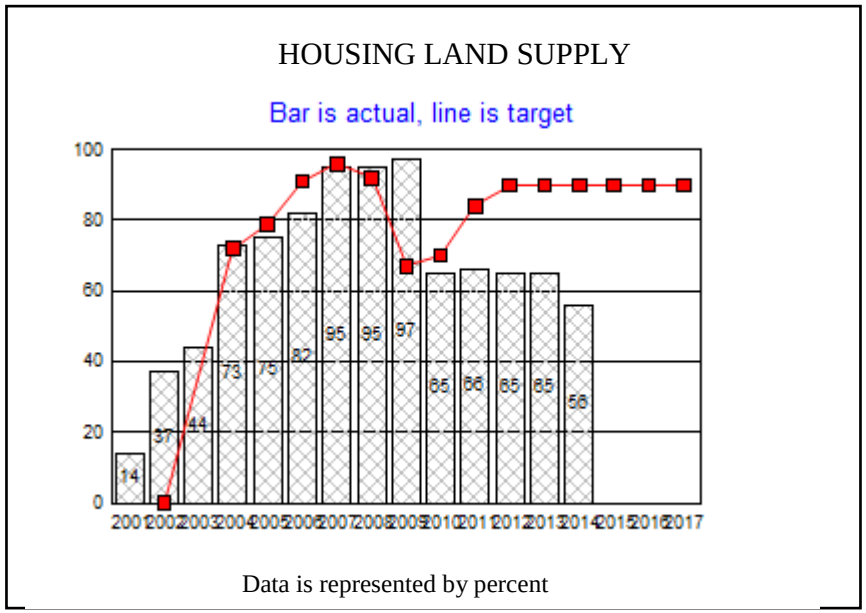
For the 184 cities no longer subject to periodic review, the department needs better methods to track local efforts to provide an adequate supply of employment lands. Also, adequate funding of the department's technical assistance and grant programs will be necessary for the department to achieve the targets. Most important, the department needs clear guidance from the legislature regarding its role in economic development, which is currently considered as subordinate to other interests if it exists at all.

7. ABOUT THE DATA

The reporting cycle is Oregon's fiscal year. Progress under this measure is counted if, during the past 10 years, a city completes, and the department approves, a periodic review task that evaluates the adequacy of its industrial and other employment lands and adds such lands to its UGB, if needed. Progress is also counted if, during the past ten years, a city amends its comprehensive plan to provide a 20-year supply of employment land in accordance with Statewide Planning Goal 9.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

KPM #2	HOUSING LAND SUPPLY – Percent of cities that have an adequate supply of buildable residential land to meet housing needs.	2002
Goal	Promote sustainable, vibrant communities.	
Oregon Context	OBM 74: Affordable housing	
Data Source	DLCD tracking of periodic review approval orders.	
Owner	Community Services Division, Rob Hallyburton, 503-934-0018.	



1. OUR STRATEGY

This measure tracks the percentage of cities with a population over 2,500 that have completed a major update of their local land use plans, in order to provide

a 20-year supply of buildable residential land within the city's urban growth boundary (UGB). This measure was adopted when all cities with a population over 2,500 were required to periodically review and update their plans. In 2007 the legislature removed this requirement for cities with a population of less than 10,000. Planning and zoning a sufficient amount of land, based on an up-to-date housing needs analysis, helps assure that enough land is available for construction of new housing at various price ranges and rent levels in these communities. An increasing percentage of lower- and middle- income households pay more for housing costs than is considered reasonable. This emphasizes the importance of the department's work with state agencies and local governments to assure an adequate supply of residential land in UGBs. Residential land supply is one factor that directly affects a city’s ability to provide for affordable housing needs. The department provides technical and financial assistance to local governments for evaluation of the supply of residential lands.

2. ABOUT THE TARGETS

The higher the percentage reported under this measure, the better the performance. The targets include estimates of the number of cities that will update their plans each year outside of periodic review, the number of cities that will enter periodic review with a relevant work task, and the years required for cities in periodic review to complete the relevant work tasks. The target is based on the number of cities with a population over 2,500 because, when the target was set, cities under that size were not required to periodically update their comprehensive plans. Now, generally only cities over 10,000 population have that requirement, so many smaller cities have not updated their plans as expected. The targets generally assume that local plans are valid for ten years. Cities within the Portland Metropolitan Service District boundaries are exceptions to this framework. State statute requires Metro to review and update the residential land supply within its UGB every five years. All Metro jurisdictions are assumed to provide an adequate supply of buildable residential land, based upon the capacity analysis adopted by Metro in 2011. The performance considering only cities over 10,000 population is considered in the following section.

3. HOW WE ARE DOING

The target has not been met for this reporting period. The result of 56% is 34 percentage points below the target of 90%. This is due, in large measure, to the lack of planning resources required for cities to perform the necessary tasks related to buildable land supply. In addition, cities may be discouraged from making efforts to determine buildable land supply and make needed changes to urban growth boundaries due to the cost and litigiousness some cities around the state have faced since 2000 when making such efforts. This key performance measure has been in effect since 2002. However the latter problem may be alleviated by the 2016 implementation of legislation to provide a streamlined, simpler, more litigation-free method of expanding urban growth boundaries to provide an adequate supply of land for residential development. Performance for cities over 10,000 population was also calculated because these are the jurisdictions required to update plans under periodic review statutes. These cities contain 58 percent of the state’s population. When considering just these larger cities, 83% of the jurisdictions have shown an adequate supply of residential land. This still fails to meet the target, but suggests that the outlook may be better than the all-city data suggests when considering that most employment locates in these larger jurisdictions.

4. HOW WE COMPARE

The department's performance measure of residential land supply is more long-term than most relevant private industry standards. Most land supply measurements concern the two-to-five year or near-term supply, while DLCD measures the 20-year long-term supply. Either due to this difference, or due to other differences, public and private studies have tended to reach varying conclusions on the effects of the residential land supply within a UGB on housing costs and affordability.

5. FACTORS AFFECTING RESULTS

Factors supporting a positive outcome include: 1) A city is in periodic review (required for cities with populations over 10,000), and its periodic review work program includes a task to complete or update a residential land needs analysis, and/or a UGB evaluation; 2) state grant funds are available for local buildable land inventories, residential land needs analyses, and UGB evaluations, either during periodic review or otherwise; 3) A city in periodic review is on schedule to complete its work program; 4) a city updates its buildable land inventory and residential land needs analysis at least every 10 years; and 5) department staff resources are available to provide local governments with technical assistance. Barriers to a positive outcome include: 1) The department has little influence over whether cities that are not subject to periodic review (i.e., generally those with populations less than 10,000) undertake the planning necessary to provide an adequate supply of residential land; 2) Historically, state grant funds have not covered all qualified and needed land supply planning projects, and the department's ability to provide financial assistance to cities decreases each biennium; and 3) Cities may have hesitated to conduct buildable lands inventories, residential land needs analyses, and UGB evaluations due to the cost, time delays, and litigiousness that have surrounded such efforts during the past decade in cities such as McMinnville, Woodburn, and Newberg.

6. WHAT NEEDS TO BE DONE

The department needs to continue tracking this measure using the current data source and methodology. In order to encourage more local governments to update their land supply, the department will also need additional funds for grants to local governments that would support residential buildable land inventories, land need analyses, and urban growth boundary land supply evaluations. The Land Conservation and Development Commission must adopt rules to implement a simpler process for amending urban growth boundaries before January 1, 2016.

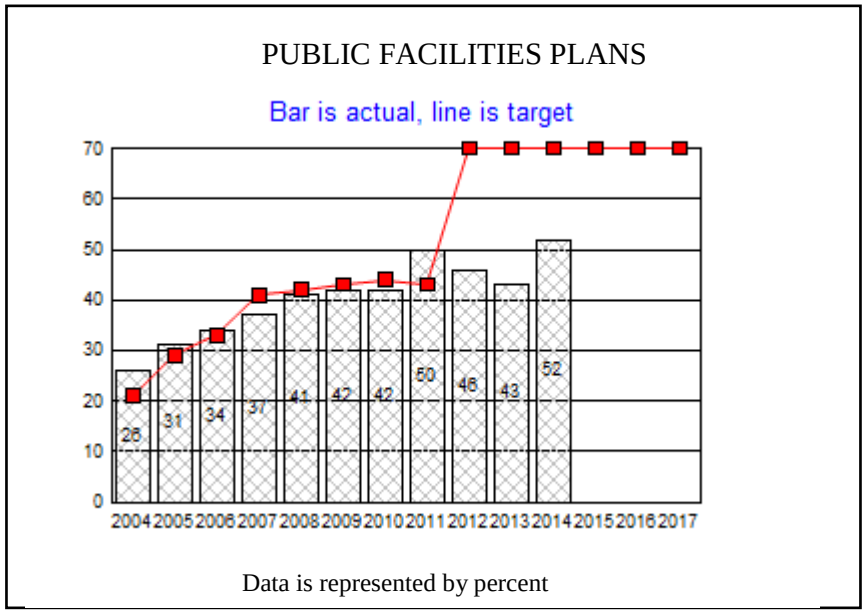
7. ABOUT THE DATA

The reporting cycle is Oregon's fiscal year. The data have two sources: periodic review work program products, and post-acknowledgment plan amendments for cities with populations over 2,500. For periodic reviews, the department counts approved city findings of adequacy of residential land, approved residential land needs tasks approved work program completions, and approved urban growth boundary (UGB) evaluation or amendment tasks. Post-acknowledgment amendments need not be acknowledged to be counted as qualifying for KPM#2; the city need only provide a written adopted notice to

the department. Strengths of the data: includes the larger urban areas in Oregon, where most of the state's population resides. Weaknesses of the data: 1)With the present database, which was designed for a different purpose, it is difficult to extract the specific data needed for this KPM. Searches are overbroad, and the reporter must review a large amount of data to cull out small percentage of relevant data. 2) The data omits the 139 incorporated cities in Oregon with populations less than 2,500, a number of which are within the orbit of the larger metropolitan areas.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

KPM #3	PUBLIC FACILITIES PLANS – Percent of cities that have updated the local plan to include reasonable cost estimates and funding plans for sewer and water systems.	2002
Goal	Promote sustainable, vibrant communities.	
Oregon Context	OBM: 4 Job Growth and OBM 74: Affordable Housing	
Data Source	DLCD tracking of periodic review approval orders.	
Owner	Community Services Division, Rob Hallyburton, 503-934-0018.	



1. OUR STRATEGY

Planning for the timely provision of public facilities is a prerequisite for urban development, affordable housing, and market-ready industrial sites. This

measure tracks the percentage of cities with a population over 2,500 that have completed an update of their local plans for water and sewer system facilities needed to serve future land development within the urban growth boundary (UGB), including cost estimates and funding plans.

2. ABOUT THE TARGETS

The higher the percentage reported under this measure, the better the performance. The targets include estimates of the number of cities that will update their plans each year outside of periodic review, either through the post-acknowledgment plan amendment process or as supporting documents to their comprehensive plans, which are not submitted as post-acknowledgment plan amendments, and the years in which cities in periodic review will complete the relevant work tasks. The targets assume that local plans are good for 10 years. A legislative moratorium on periodic review began July 1, 2003 and ended June 30, 2007. Completions of periodic review work tasks started after July 1, 2007 are included in the yearly targets since that time. The performance considering only cities over 10,000 population is considered in the following section.

3. HOW WE ARE DOING

Performance was 18 percentage points below the fiscal year 2013-2014 target. The target is 70% of all jurisdictions, while performance increased from 43% to 52% of all jurisdictions. Performance for cities over 10,000 population was also calculated because these are the jurisdictions required to update plans under periodic review statutes. These cities contain 58 percent of the state’s population and most of the jobs. When considering just these larger cities, 70% of the jurisdictions have updated public facilities plans. This meets the target.

4. HOW WE COMPARE

The department is not aware of other public or private industry standards that evaluate progress toward updating comprehensive plans for urban sewer, water, and storm water facilities.

5. FACTORS AFFECTING RESULTS

Factors leading to a positive outcome include:

1) A city is in periodic review (required for cities with populations over 10,000), and its periodic review work program includes a task to do or update a public facilities plan;

2) State grant funds are available for public facilities plans, either during periodic review or otherwise;

3) A city in periodic review is on schedule to complete its work program;

4) A city updates its public facilities plan or a portion of that plan dealing with sewer, water, or storm drainage at least every 10 years; and

5) Department staff resources are available to provide local governments with technical assistance in preparing public facilities plans.

Barriers to a positive outcome include:

1) The department has little influence over whether cities that are not subject to periodic review (i.e., with populations less than 10,000) undertake the preparation or updating of public facilities plans;

2) Historically, state grant funds have not covered all qualified and needed local projects, and the department's ability to provide financial assistance to cities does not increase or actually decreases each biennium; and3) Some cities receive utility services from special districts or regional service providers, and thus have less incentive to complete public facilities plans for the area within the city boundaries.

6. WHAT NEEDS TO BE DONE

The department needs to pursue additional funds for department grants to local governments to prepare or update public facilities plans.

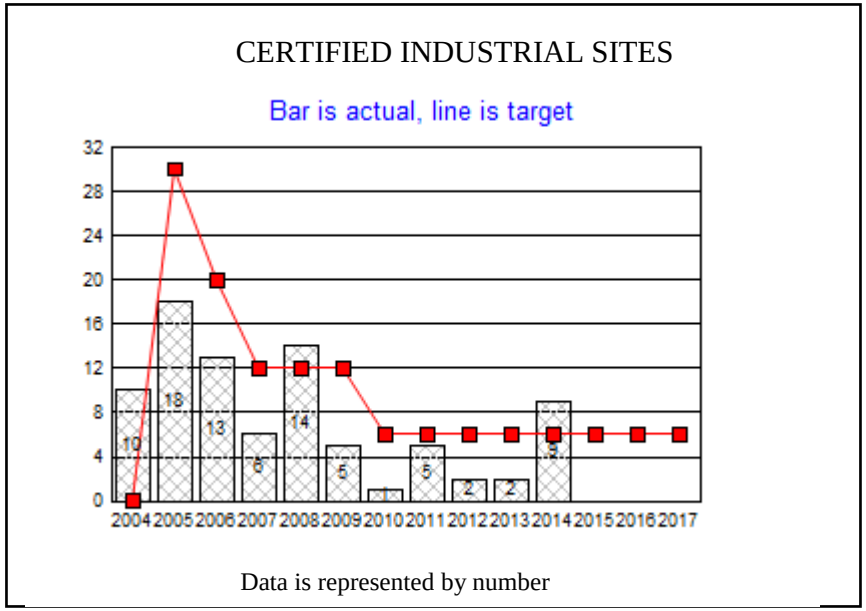
7. ABOUT THE DATA

The reporting cycle is Oregon's fiscal year. The data have three sources: periodic review work programs, post-acknowledgment plan amendments, and review of city websites and survey of city staff for cities with populations over 2,500. For periodic reviews, the department counts approved public facility plan tasks. For post-acknowledgment plan amendments, the department counts notices received for adopted public facilities plans. For public facility plans, or sewer, water, or stormwater plans adopted as supporting documents and not submitted as post-acknowledgment plan amendments, the department reviewed city websites and contacted city staff for information regarding such documents. Cities are counted as having met this performance measure if they complete a water, sewer, or storm drainage master plan within the previous 10-year period. Strengths of the data: It includes the larger urban areas in Oregon where most of the state's population resides. Weaknesses of the data: 1) With the present database, which was designed for a different purpose, it is difficult to

extract the specific data needed for a KPM. Searches are overbroad, and the reporter then must review a large amount of data to cull out a small percentage of relevant data. 2) The data omit 139 incorporated cities in Oregon with populations less than 2,500, a number of which are within the orbit of larger metropolitan areas and are experiencing growth. 3) Public facility plans that are not submitted through a post acknowledgment plan amendment must be identified by a more time-consuming process of contacting individual cities and reviewing city websites.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

KPM #4	CERTIFIED INDUSTRIAL SITES – Number of industrial sites certified as "project-ready" added each fiscal year.	2003
Goal	Promote sustainable, vibrant communities.	
Oregon Context	OBM: 4 Job Growth	
Data Source	Department records.	
Owner	Community Services Division, Rob Hallyburton, 503-934-0018.	



1. OUR STRATEGY

Site certification is attractive to companies that are looking to develop quickly on sites with minimal, or at least well documented, barriers to development.

Site certification helps inform participants about the rigorous demands of land entitlement and development and serves as a planning tool, helping communities better understand the quantity and the quality of their current stock of industrial/employment land.

Industrial site development in the state of Oregon is largely predicated on the state of the global economy and real estate trends. Therefore, owner interest in the site certification has varied over the years; varying from three to nine new applications for certification per year. Since the inception of this program, over 180 sites have started the certification process (80 of which were certified). Many of the sites not certified require additional time and money to meet minimum qualification standards for the certification program. Most of the sites in Oregon that were easier to certify have already been certified and many sites were sold. Sites remaining in the process of certification require more staff time, community support, and additional funds for remediation or engineering reports.

2. ABOUT THE TARGETS

Industrial site development in the state of Oregon is largely predicated on the state of the global economy and real estate trends. Therefore, owner interest in the site certification has varied over the years; varying from three to nine new applications for certification per year. Since the inception of this program over 180 sites have started the certification process (80 of which were certified). Many of the sites not certified require additional time and money to meet minimum qualification standards for the certification program. Most of the sites in Oregon that were easier to certify have already been certified and many sites were sold. Sites remaining in the process of certification require more staff time, community support, and additional funds for remediation or engineering reports.

3. HOW WE ARE DOING

Key results include: 1) Nine certifications and four in the process, up from seven for the previous year; 2) 20 “decision-ready” (not certified, but nearing shovel-ready) sites approved and over 30 more in process; 3) 13 re-certifications completed and over 50 in process; 4) Regional Solutions Centers have agreed to adopt regional industrial lands strategies to help guide priority sites for certification; 5) All certification binders are now on OregonProspector.com, Oregon's on-line site selection tool; 6) All certifications and points of contact are now in CRM database to track development outcomes and all certifications have been digitized and are readily accessible in cloud-based library; 7) New industrial site certification will require decision-ready designation first (new intake form is now on-line); 8) A Request for Proposal (RFP) for expanded third-party verification tool, new industry profiles and program modernization is underway; 9) Pool of third party verifiers has increased and ensures timely delivery of customer service.

4. HOW WE COMPARE

The Oregon Industrial Site Certification program is one of more than twenty programs nationwide that have some level of state involvement. Program requirements and state involvement vary widely by state. Many of these state programs were sponsored by electric utilities and focused on niche categories (i.e. megasites). Oregon has the highest certification standards in the country, giving the program a greater amount of credibility in comparison to others. Industry standards for developable industrial land are very high, with many companies demanding "shovel-ready" sites where they can break ground within 90 days or less. In Oregon, sites are certified as "project-ready," meaning they can be developed within 180 days of lease or purchase.

5. FACTORS AFFECTING RESULTS

The current sites in the certification process are more constrained by physical, transportation, land use and market factors making them more difficult to meet certification requirements. There are limited options for funding and financing public infrastructure improvements. This remains a challenge for many of these sites and has delayed certification.

6. WHAT NEEDS TO BE DONE

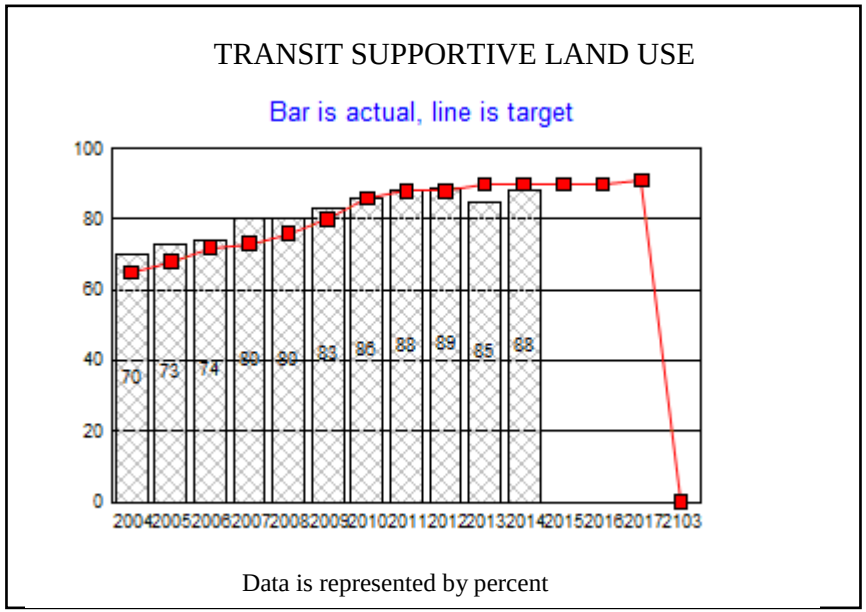
DLCD will continue to work with OBDD to streamline and improve certification without compromising the integrity of the process, and issued new guidelines relating to certification. As part of ongoing program maintenance, a significant update of the certification program is anticipated by December 31, 2016. Some objectives of this process include streamlining forms and application protocols, expanding third-party verification tools, revising application criteria to better meet industrial market demands, enhancing program maintenance systems to ensure that sites get increased visibility after certification for at least two year, and ensuring the Regional Solutions Teams are providing priority sites and addressing individual site needs on a regional basis.

7. ABOUT THE DATA

The performance results represent sites certified within the fiscal year and since the program’s inception. The date of certification corresponds to the date on the certification letter under the director's signature. For certification, each site needs to document that it is ready for development within 180 days of lease or purchase. Business Oregon maintains notebooks in digital form for all the documentation and also works toward periodic recertification of the sites. This documentation and the sites are reviewed by an independent consultant who recommends certification. Decision-ready sites are worked on with regional partners to identify and prepare sites for the certification process.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

KPM #5	TRANSIT SUPPORTIVE LAND USE – Percent of urban areas with a population greater than 25,000 that have adopted transit supportive land use regulations.	2002
Goal	Promote sustainable, vibrant communities.	
Oregon Context	OBM 4: Job Growth and OBM 70: Commuting	
Data Source	Periodic review work task orders and post acknowledgment plan amendments.	
Owner	Planning Services Division, Matt Crall, 503-934-0046.	



LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

1. OUR STRATEGY

This performance measure demonstrates whether local communities have adopted land development regulations that assure land use and public transit systems are integrated and mutually supportive. Transit-supportive land use regulations are necessary to allow development at densities adequate to support transit service and to ensure that pedestrian and transit facilities are provided as part of new developments. The combination of adequate intensity of uses along a transit line with safe and convenient access for pedestrians is important to enable transit systems to operate efficiently.

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

2. ABOUT THE TARGETS

The targets were established based on the rate that local government comprehensive plans and transportation system plans have been adopted by local government and acknowledged by DLCD. The accomplishment of higher percentages is desirable.

3. HOW WE ARE DOING

The targets have been achieved during the last several years because local governments have adopted transit-supportive land development regulations. Beginning this year, the targets will become increasingly difficult to meet as there are fewer jurisdictions remaining where improvements are needed. As the compliance rate approaches 100%, the remaining cities often provide the most difficult challenge. The department has been focusing effort on the remaining jurisdictions, especially in areas designated for a Metropolitan Planning Organization (MPO).

4. HOW WE COMPARE

There are no directly comparable public or private industry standards for this measure.

5. FACTORS AFFECTING RESULTS

Factors that have improved results in recent years include increased concerns about greenhouse gas emissions and increased concern about “peak oil” that could lead to higher fuel prices. Factors that continue to make progress difficult include the complexity and controversy often associated with planning for transit supportive land uses, limited public understanding and support for transit and related development regulations, and concern from some local elected officials that transit supportive regulations may be inconsistent with real estate market trends.

6. WHAT NEEDS TO BE DONE

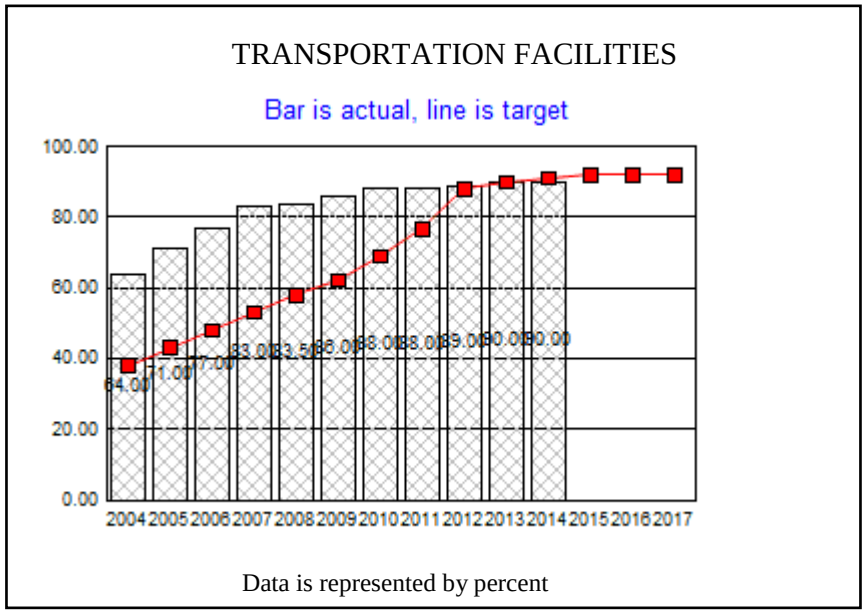
The department, including the joint ODOT-DLCD TGM and Oregon Sustainable Transportation Initiative (OSTI) Programs, will continue providing technical assistance and grants to assist local governments. As the compliance rate approaches 100%, the remaining cities often provide the most difficult challenge. The department will continue to focus effort on these remaining jurisdictions, especially cities that have made only partial progress to date. The TGM program will provide general planning grants and targeted technical assistance for code updates.

7. ABOUT THE DATA

Data are reported as of June 30, 2014. Data are based on the numbers of Transportation System Plans and implementing ordinances that have been adopted by cities and counties and acknowledged by DLCD (through periodic review or the plan amendment process).

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

KPM #6	TRANSPORTATION FACILITIES – Percent of urban areas that have updated the local plan to include reasonable cost estimates and funding plans for transportation facilities.	2002
Goal	Promote sustainable, vibrant communities.	
Oregon Context	OBM 4: Job Growth and OBM 72: Road Condition	
Data Source	Periodic review approval orders.	
Owner	Planning Services Division, Matt Crall, 503-934-0046.	



LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

1. OUR STRATEGY

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

2. ABOUT THE TARGETS

The targets were established based upon the rate that comprehensive plans and transportation system plans have been adopted and acknowledged. A higher number is desirable indicating that more cities have met the requirement.

3. HOW WE ARE DOING

Actual performance missed the target by 1%. Progress continues as local governments adopt TSPs, but not as fast as anticipated in the targets. The general trend shows a slowing of the rate of adoption since 2007. This slowing in local TSP adoption occurred because there are fewer cities that have not already completed their TSP. Most cities tracked by this measure have completed their TSP, and TSP updates will be more common in the future.

4. HOW WE COMPARE

There are no directly comparable public or private industry standards.

5. FACTORS AFFECTING RESULTS

The slower rate of completion since 2007 is to be expected since there are fewer cities that have not already adopted their TSP. Factors affecting the results include the complexity associated with planning for transportation systems and supportive land uses, the availability of grants and technical assistance funds

to help local governments prepare TSPs, and the difficulty encountered in preparing reliable projections on the availability of federal, state, and local transportation funding.

6. WHAT NEEDS TO BE DONE

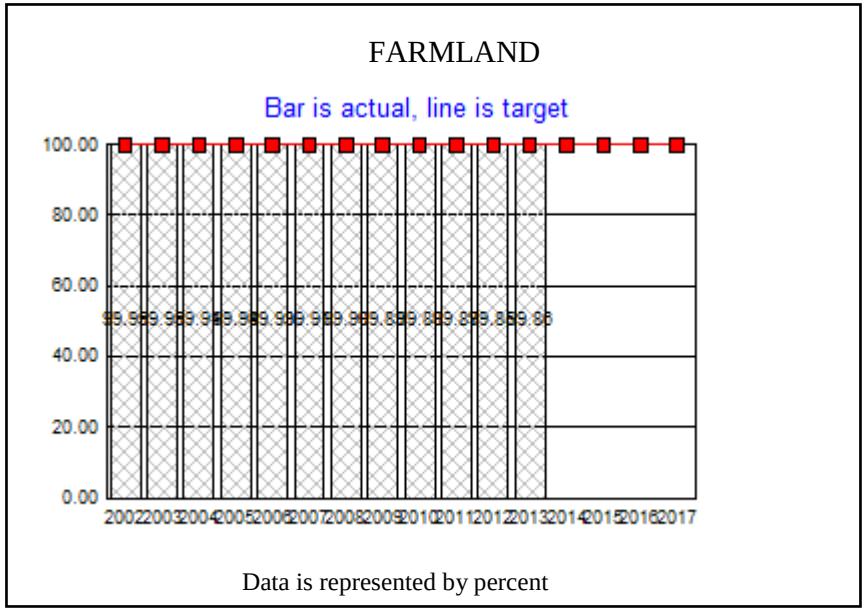
Periodic review, plan amendment review, TGM grants, and technical assistance grants are the major activities that support this measure. Cities with a population under 10,000 are no longer required to undergo periodic review. For these cities, more emphasis needs to be placed on grant programs, especially the TGM program. The department will also work to increase the awareness of the projected shortfall in available federal, state, and local transportation funds to construct the planned transportation facilities and services identified in TSPs.

7. ABOUT THE DATA

Data are reported as of June 30, 2014 and are based on analysis of periodic review, and plan amendments outside periodic review. In some cases a city may have adopted a TSP without notifying the department, or the adoption may not have been coded properly, so it is possible that additional cities have met the requirement to prepare a TSP.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

KPM #10	FARM LAND – Percent of farm land outside urban growth boundaries zoned for exclusive farm use in 1987 that retains that	2002
Goal	Conserve Oregon's Natural Resources.	
Oregon Context	OBM 4: Job Growth, OBM 81: Agricultural Lands	
Data Source	DLCDs rural lands GIS database, plan amendment, and farm/forest databases.	
Owner	Community Services Division, Rob Hallyburton, 503-934-0018.	



1. OUR STRATEGY

One of the goals of Oregon's planning program (Statewide Planning Goal 3) is to conserve agricultural land for farm uses, consistent with legislative policies in ORS 215.243 and 215.700. The Department of Land Conservation and Development seeks to achieve this goal through acknowledgment of local

comprehensive land use plans and exclusive farm use zoning. This Key Performance Measure tracks the percentage of agricultural land outside UGBs that remains zoned exclusive farm use (EFU) over time, as compared to the acres zoned EFU in 1987. The less farmland rezoned for rural or urban development relative to the total amount zoned EFU in 1987, the greater the indication that local plans and ordinances are working to protect farmland for agriculture.

2. ABOUT THE TARGETS

The targets acknowledge that while the land use program is intended to protect agricultural land from conversion to other uses, there nevertheless will be a small amount of land rezoned for urban and rural development as cities grow, and where rural exceptions or non-resource land designations can be justified. This factor is built into the target, which provides for a small amount of yearly rezoning of agricultural land.

3. HOW WE ARE DOING

The results for calendar year 2013 show that the state's land use planning program continues to work well to maintain agricultural lands for farm use. In 2013, 2,255 acres of EFU land were rezoned: 380 acres for rural development, 559 acres for urban uses, 43 acres for forest use and 1,273 acres for mixed farm-forest use. In 2013, 288 acres were rezoned from forest to EFU, 208 acres of which was to marginal lands. From a base of 16.1 million acres of EFU-zoned land in 1987, a total of 25,489 net acres have been rezoned to other urban and rural uses in the 26-year period through 2013. This means that 99.86% of land zoned EFU in 1987 was still zoned EFU in 2013, thus not meeting the 2013 target.

4. HOW WE COMPARE

To our knowledge, there are no public or private standards for farmland zoning to compare with Oregon's land use program. However, there is indirect evidence of the effectiveness of Oregon's extensive EFU zoning. The most recent U.S. Census of Agriculture figures show that Oregon is holding onto its large and mid-sized farms at a significantly higher rate than the rest of the nation. Between 1978 and 2007, the rate of loss of large (500+ acre) farms in Oregon was less than one-third that of the rate for the nation as a whole, while the rate of loss of mid-sized farms (50 – 499 acres) was one-fourteenth the national rate of loss.

5. FACTORS AFFECTING RESULTS

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

6. WHAT NEEDS TO BE DONE

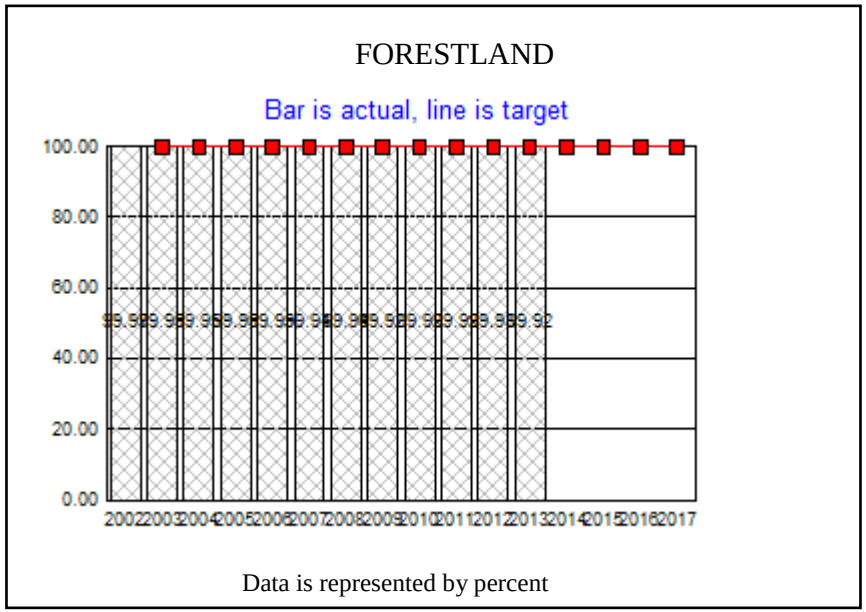
Continue current efforts toward meeting the target, and consider adding a new measure to gauge actual land conversion so as to permit a more detailed evaluation of Goal 3 farmland protections and Measure 49 impacts.

7. ABOUT THE DATA

The data come from information submitted by local governments to the department for each calendar year, as required by ORS 197.065 and 197.610. Local governments have the opportunity to review and respond to draft compiled data in the annual Farm and Forest Report before it is finalized.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

KPM #11	FOREST LAND – Percent of forest land outside urban growth boundaries zoned in 1987 for forest or mixed farm/forest use that remains zoned for those uses.	2002
Goal	Conserve Oregon's Natural Resources.	
Oregon Context	OBM 4: Job Growth, OBM 81: Forest Land	
Data Source	DLCDs rural lands GIS database and plan amendment database.	
Owner	Community Services Division, Rob Hallyburton, 503-934-0018.	



LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

1. OUR STRATEGY

This Key Performance Measure tracks the percent of forest land that remains zoned for forest or mixed farm-forest use over time, as compared to the acreage zoned for forest or mixed farm-forest uses in 1987. The less forest land rezoned for urban and rural development relative to the amount zoned forest or mixed farm-forest in 1987, the greater the indication that local plans and ordinances are working to protect forest land for commercial and other forest uses.

2. ABOUT THE TARGETS

The targets acknowledge that while the land use program is intended to protect forest land from conversion to other uses, there nevertheless will be a small amount of land rezoned for urban and rural development as cities grow and where rural exceptions or non-resource land designations can be justified. These factors are built into the target, which provides for a small amount of yearly rezoning of forest and mixed farm-forest land. The 2013 target is that 99.93% of the 1987 base of forest and mixed farm-forest zoning of 11,766,543 acres be maintained.

3. HOW WE ARE DOING

The results for calendar year 2013 show that the state's land use program continues to work well to maintain forest lands for commercial forest and other forest uses. In 2013, 435 acres of forest or mixed farm-forest lands were rezoned: 288 acres to EFU and 147 acres to rural development, most of which was to mineral and aggregate overlays. From a 1987 base of nearly 11.8 million acres of forest and mixed farm-forest zoned land, a net total of 9,251 acres have been rezoned from forest and mixed farm-forest to other rural and urban uses in the 26-year period through 2013. This means that 99.92% of land zoned forest in 1987 was still zoned forest or mixed farm-forest in 2013, thus not quite meeting the 2013 target.

4. HOW WE COMPARE

To our knowledge, there are no public or private standards for forest land zoning to compare with Oregon’s land use program.

5. FACTORS AFFECTING RESULTS

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

forest use compared to the very large base of current forest and mixed farm-forest zoning is so small as to not register on the Forest Land KPM graph. This measure offers only a partial assessment of the type or level of development and land division activity that may occur on lands zoned out of forest and mixed farm-forest zones, including that projected to occur through Measure 49 claims. It does not measure land use conversion based on permitted development and land divisions that take place within forest and mixed farm-forest zones. Estimates are that several times as much acreage is converted within forest and mixed farm-forest zones as is rezoned out of these zones each year.

6. WHAT NEEDS TO BE DONE

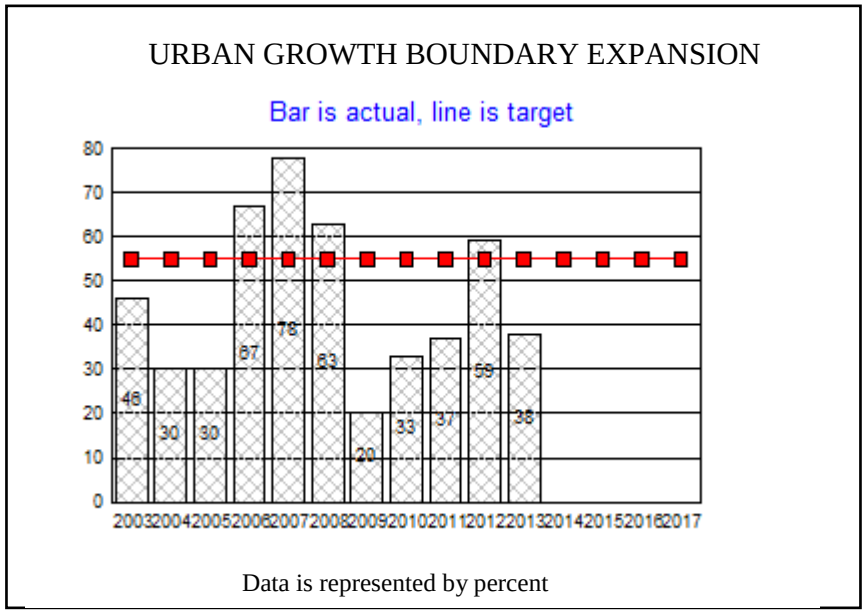
Continue current efforts toward meeting this target, but add a new measure to guage actual land conversion so as to permit a more detailed evaluation of Goal 4 forest land protections and Measure 49 impacts. Also consider changing the target formula to use a more recent or broader range of years.

7. ABOUT THE DATA

The data come from information submitted by local governments to the department for each calendar year as required by ORS 197.065 and 197.610. Local governments have the opportunity to review and respond to draft compiled data in the biennial Farm and Forest Report before it is finalized.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

KPM #12	URBAN GROWTH BOUNDARY EXPANSION – Percent of land added to urban growth boundaries that is not farm or forest land.	2002
Goal	Conserve Oregon's Natural Resources.	
Oregon Context	OBM 81: Agricultural Lands, OBM 82: Forest Land	
Data Source	Plan amendment and periodic review database.	
Owner	Community Services Division, Rob Hallyburton, 503-934-0018.	



LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

1. OUR STRATEGY

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

2. ABOUT THE TARGETS

The target for this Key Performance Measure was set based on historic trends and the state's goal to limit the amount of land that is zoned for EFU or forest use added annually to UGBs and rezoned for development. While the department cannot directly control the amount or types of land added to UGBs, a desirable target is that a minimum of 55 percent of the lands added to UGBs each year be land currently zoned for non-resource uses rather than for farm or forest use.

3. HOW WE ARE DOING

In calendar year 2013, 894 acres were added to UGBs statewide. Of this, 559 (62%) were previously zoned EFU, 289 acres (32%) were zoned industrial and 46 acres (5%) were zoned for rural uses. Therefore, the target was not met.

4. HOW WE COMPARE

To our knowledge, there are no public or private standards for UGB expansions to compare with Oregon's land use program.

5. FACTORS AFFECTING RESULTS

The total number of amendments and acreage added to UGBs is highly variable from year to year. Many UGB amendments occur in areas surrounded by farm or forest-zoned lands. In some areas, non-resource zoned lands are unavailable, so cities have no choice but to include farm or forest land as the urban area expands. Local governments select the type of land added to UGBs through plan amendments approved by the city and county. LCDC has some authority to disallow UGB amendments that do not follow statutory priorities regarding farm and forest land, but this ability will not improve performance where local governments have no other options for urban expansion.

6. WHAT NEEDS TO BE DONE

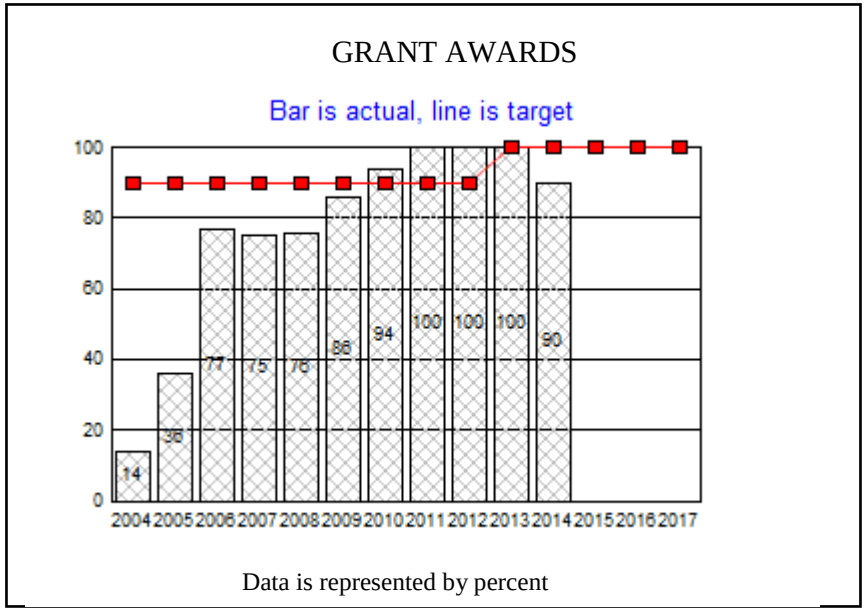
The department needs to continue current efforts, but reevaluate or refine the target based on the relative availability of non-resource zoned lands available for inclusion in UGBs. Continue to encourage cities to consider all surrounding rural residential land for UGB expansion, even where difficulties exist.

7. ABOUT THE DATA

The data come from information submitted by local governments to the department for each calendar year as required by ORS 197.065 and 197.610. Local governments have the opportunity to review and respond to draft compiled data in the biennial Farm and Forest Reports before they are finalized.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

KPM #15	GRANT AWARDS – Percent of local grants awarded to local governments within two months after receiving application.	2003
Goal	Deliver Services that are Efficient, Outcome-based, and Professional.	
Oregon Context	DLCD Mission	
Data Source	Department records.	
Owner	Rob Hallyburton, 503-934-0018	



LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

1. OUR STRATEGY

In order to provide local governments with the maximum time to utilize planning grant resources within the biennium, DLCD minimizes application and processing time.

2. ABOUT THE TARGETS

The 100 percent target was established as an ambitious but attainable objective. For the department to achieve this target, close coordination with local governments and occasionally with state and federal agencies must occur.

3. HOW WE ARE DOING

The department did not meet its target in this reporting period.

4. HOW WE COMPARE

There is no public or private industry standard to compare with the departments measure.

5. FACTORS AFFECTING RESULTS

The grant program operates on a biennial basis, and most of the activity is during the first year of the biennium. The department employed an application deadline this biennium, which allowed for quick comparison of proposals and fast turn-around times with award recommendations.

6. WHAT NEEDS TO BE DONE

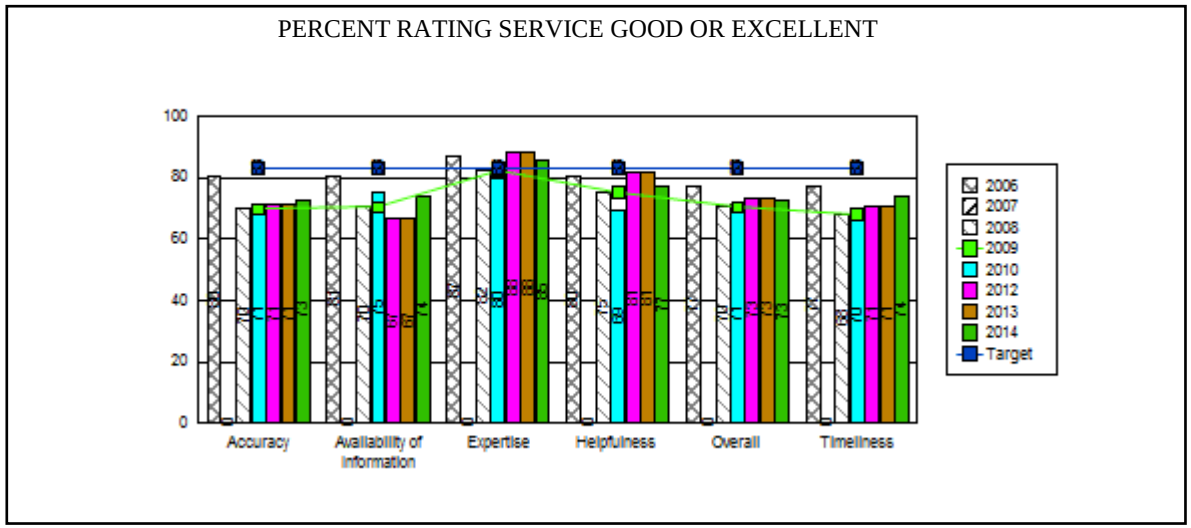
The department must continue to refine internal processes for grant evaluation. Additional resources must be deployed during application review in order to provide an appropriate workload for reviewers, enabling them to complete the task in a timely manner.

7. ABOUT THE DATA

The data reflect grant approvals by DLCD during the fiscal year July 1, 2013 through June 30, 2014, including General Fund grants, commonly referred to as Technical Assistance, Periodic Review, and Gorge grants. These competitive application grants are awarded on a biennial basis. The department maintains a database of all applications and awards.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

KPM #17	CUSTOMER SERVICE: Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information.	2006
Goal	Deliver Services that are Efficient, Outcome-based, and Professional.	
Oregon Context	DLCD Mission	
Data Source	Department survey results.	
Owner	Administrative Services Division, Teddy Leland, 503-934-0016.	



1. OUR STRATEGY

The 2005 Legislature approved Statewide Customer Service Performance Measures and required all state agencies to survey and report on customer satisfaction. The survey is conducted biennially. The department conducted its fifth survey in 2014. Previous surveys were conducted by the Oregon Progress Board in 2006 and 2008.

2. ABOUT THE TARGETS

This KPM is a legislatively required key performance measure for the department. Target setting has been based on estimates of anticipated growth in customer service satisfaction. 2014 targets were established using 2008 data as a baseline, with built-in increases for modest but achievable targets. This KPM contains six service aspects: overall, accuracy, availability of information, knowledge and expertise, helpfulness, and timeliness. The 2014 legislatively approved target for each category is 83%.

3. HOW WE ARE DOING

The department conducted its biennial survey in 2014. The next survey will occur in 2016.

2014 is the third department biennial survey conducted online, rather than by telephone. All but one category (helpfulness) maintained or increased in performance. The mean rate for helpfulness decreased slightly by 0.05%. Satisfaction with overall service at DLCD, the broadest measure of service, stayed the same at 73% for the combined good or excellent score. Timeliness of service provided by the department climbed 3% and accuracy increased by 2%. Helpfulness decreased by 4%. Knowledge and expertise also decreased by almost 3%. Availability of information experienced the most significant increase at almost 7% as compared to 2012. While no service aspect result met the goal of 83%, to see increases in a period of declining resource capacity, particularly at the local level, provides some encouragement. The department is continuing its efforts to improve its communications with local jurisdictions by notifying jurisdictions of department actions in a timely manner and providing training for local jurisdictions. For instance, the department's Information Management Modernization Initiative has created capacity for the department to receive plan amendment information digitally from local planning departments. The department continues to engage planners in training and educational opportunities across the state, when possible. An open-ended question at the end of the survey allowed for additional feedback. This feedback was grouped into categories for tallying purposes. The category of "general positive comments" contained the largest number of responses at 48%, with "other", as an identifiable category, receiving the next most comments with 11%.

4. HOW WE COMPARE

Comparisons are not available at this point.

5. FACTORS AFFECTING RESULTS

This was the third biennial survey that the department conducted online. The response rate was quite low but had increased from the first census survey of 2012, with 104 responses from a total of 656 individuals sent survey questions. The response rate drove up the margin of error for the survey somewhat, and so one should be cautious in drawing conclusions from the data. Reduced staffing levels, grant resources and budget constraints generally, have stressed local and state capacity to perform the tasks necessary to fulfill the requirements of the land use program. While it is difficult to know how this plays out in a customer satisfaction survey, it is not difficult to imagine how service aspects such as timeliness and availability of information could be impacted with dwindling resources and staffing.

6. WHAT NEEDS TO BE DONE

All DLCD employees are responsible for customer service in one way or another. In response to the 2014 data, the department will continue working to improve communications with local jurisdictions. For example, the helpfulness and knowledge and expertise categories performed least well in the survey, and follow up will help identify ways to improve results. The department also continues its work on internal communication by: bringing in expert speakers to all-staff meetings; providing division updates in the Director's Report to the Land Conservation and Development Commission; developing better orientation for commissioners; encouraging communications training for employees through all-staff training opportunities; and continued implementation of the transformative Information Management Modernization Initiative (IMMI). The Citizen Involvement Advisory Committee continues regularly reports its findings and recommendations to the Land Conservation and Development Commission (LCDC). The Local Officials Advisory Committee also meets with the LCDC. The department also anticipates making a coordinated management response to the data from this survey.

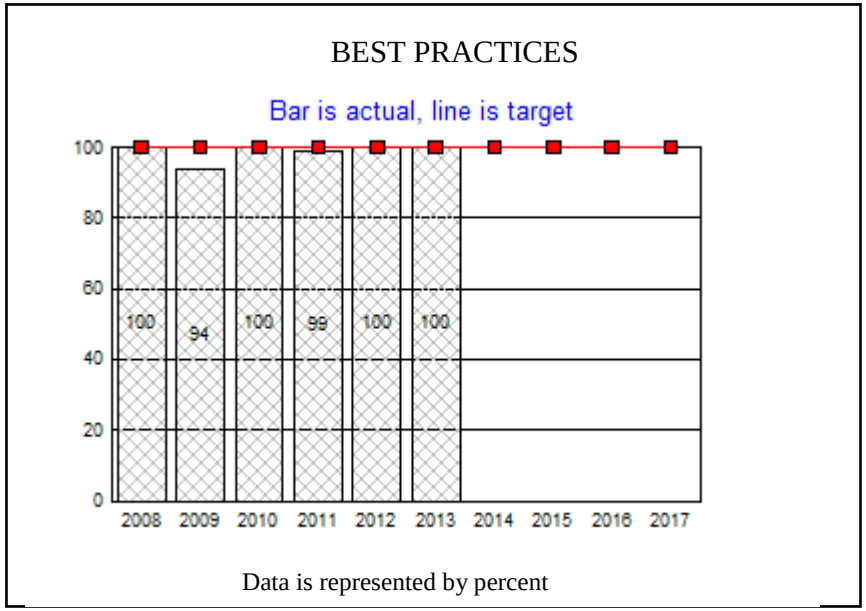
7. ABOUT THE DATA

The Department of Land Conservation and Development (DLCD) conducted an online survey in 2014, using Survey Monkey as the tool for distributing and gathering information. The department maintained anonymity of survey respondent information. The online survey tools contain a report generation capacity in an aggregate manner, but individual responses were not available. Reliability of information is maintained through the survey methodology.

The next survey will be reported in the 2016 Annual Performance Progress Report.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

KPM #19	BEST PRACTICES – Percent of total best practices met by the Board.	2007
Goal	Provide Timely and Dynamic Leadership to Support Local and Regional Problem Solving.	
Oregon Context	DLCD Mission	
Data Source	Department and Land Conservation and Development Commission records.	
Owner	Administrative Services Division, Teddy Leland, 503-934-0016.	



LAND CONSERVATION and DEVELOPMENT DEPARTMENT	II. KEY MEASURE ANALYSIS

1. OUR STRATEGY

The 2007 Legislature approved a Statewide Best Practices Measure and required certain boards and commissions to report on their ability to meet established criteria. Implementation of this performance measure for affected boards and commissions includes an annual commission self-assessment of the state best practices criteria. To meet this requirement, the Land Conservation and Development Commission (LCDC) defined how it will meet the established criteria. Each member of LCDC rates the commission against 15 best practices criteria established by the Department of Administrative Services and the Legislative Fiscal Office.

2. ABOUT THE TARGETS

Targets have been established based on LCDC's estimated ability to meet the best practices criteria established by the legislature. This is the seventh application of this process since 2008.

3. HOW WE ARE DOING

For this reporting period, the commission is 100% in compliance. 15 items were voted on by 7 commissioners for a total of 105 votes. Out of 105 total votes, there were 105 "yes" votes and zero "no" votes. The general trend for this measure reflects significant compliance in best practices by LCDC.

4. HOW WE COMPARE

Statewide comparisons can be found by review of each affected board and commission annual performance progress reports (APPR), and budget reports. It appears there are 45 boards and commissions that are required to report on this best practices measure during FY 2014. Of that total, 47% met 100% of target in 2010. Information for succeeding years has not yet been posted and is not available for review.

5. FACTORS AFFECTING RESULTS

The commission has proven it operates effectively. The success of this KPM is largely due to the commission itself, although staff resources and support also plays a role.

6. WHAT NEEDS TO BE DONE

Continued governance training opportunities need to be provided to commission members.

7. ABOUT THE DATA

The data reported are a cumulative total of commission member's responses to a survey about its ability to meet the statewide best practice criteria.

LAND CONSERVATION and DEVELOPMENT DEPARTMENT	III. USING PERFORMANCE DATA

Agency Mission:

As stewards of Oregon's visionary land use planning program, we foster sustainable and vibrant communities and protect our natural resources legacy in a dynamic partnership with citizens and communities. We help communities and citizens plan for, protect and improve the built and natural systems that provide a high quality of life.

Contact: Teddy Leland	**Contact Phone:** 503-934-0016
Alternate:	**Alternate Phone:**

The following questions indicate how performance measures and data are used for management and accountability purposes.

1. INCLUSIVITY	*** Staff :** In 2009, and again in 2010, department management engaged in a department-wide staff effort resulting in a revised strategic plan. This effort included review of our performance measure package in light of the revised strategic plan and in terms of how to improve the performance measure package itself. At the recommendation of the department, the Land Conservation and Development Commission (LCDC) reviewed and accepted the strategic plan, and provided input on the performance measures. The department anticipates additional engagement of staff once the state has completed its statewide review of the performance measurement processes and reporting methodologies. *** Elected Officials:** The Joint Committee on Ways and Means provides input during budget hearings and work sessions. *** Stakeholders:** In addition to recommendations by the Oregon Task Force on Land Use Planning, which received extensive input from citizens, local officials and stakeholders, the department actively solicited stakeholder input regarding land use objectives and outcomes in 2010 and 2011. The Land Conservation and Development Commission and the department amended its 2013-15 policy agenda and work plan in 2013, after several public hearings, and invited input from many organizations and individuals. *** Citizens:** The department's review of the strategic plan and key performance measures included consideration of the Oregon Task Force on Land Use Planning final report. As a result, the new mission and goal statement now includes the four principles recommended by the Task Force, and includes clearer references to regional strengths and equity considerations in application of the land use program. Both the strategic plan and the key performance measures were available for public comment at several 2013 LCDC meetings.
2 MANAGING FOR RESULTS	Improving the department's Key Performance Measure package was been the subject of significant staff and

	management discussion during 2010 and 2012. The department worked with the 2013 Legislature to delete several key performance measures. The measures included: KPM #8: Coastal Development Zoning; KPM #9: Natural Resources Inventories; KPM# 13: Periodic Review Remands; KPM #14: Timely Comments; KPM#16: Land Use Appeals; KPM #18: Task Review; and KPM #19: Measure 49. These measures are tracked internally. The ability of the department to meet its performance measure targets and other objectives depends on the skill and capacities of internal staff, and availability of IT resources. It is also subject to the capacity of the local jurisdictions to timely perform their plan amendment and periodic review tasks. Our desire to improve performance measurement has resulted in the department's search of outside resources to beef up our IT capacity. Performance measure data influences the department when considering the need for program or policy changes, as well as decisions regarding agency priorities and budget. The department intends the Information Management Modernization Initiative to greatly improve its ability to capture and analyze reliable data, from both internal and external sources. As the department continues this five year endeavor, it will have more confidence in the implementation of stronger performance management and results for results for the land use planning program.
3 STAFF TRAINING	The department's key performance measure coordinator prepares staff throughout the department annually in gathering and analyzing data necessary for the APPR.
4 COMMUNICATING RESULTS	*** Staff :** DLCD submits its annual report to DAS upon review by the LCDC. LCDC also receives the report for the purpose of informing the budget development process. The department Director reviews the performance data and makes recommendations for changes. The department continues using this report to identify recommended changes in process or other actions. *** Elected Officials:** The agency provides the annual report to the Department of Administrative Services Chief Financial Office for general reporting purposes, and to the Joint Committee on Ways and Means during the budget hearing process. *** Stakeholders:** The annual report is also available to the public on DLCD's website at http://www.oregon.gov/LCD/docs/publications/. *** Citizens:** The annual report is also available to the public on DLCD's website at http://www.oregon.gov/LCD/docs/publications/.

Agency Management Report

KPMs For Reporting Year 2014

Finalize Date: December 29, 2014

Agency: LAND CONSERVATION and DEVELOPMENT DEPARTMENT

	Green = Target to -5%	Yellow = Target -6% to -15%	Red = Target > -15%	Pending	Exception Can not calculate status (zero entered for either Actual or Target)
Summary Stats:	50.00%	16.67%	33.33%	0.00%	0.00%

Detailed Report:

KPMs	Actual	Target	Status	Most Recent Year	Management Comments
1 - EMPLOYMENT LAND SUPPLY – Percent of cities that have an adequate supply of land for industrial and other employment needs to implement their local economic development plan.	49	75	Red	2014	The reporting cycle is Oregon's fiscal year. The progress under this measure is counted if, during the past 10 years, a city completes, and the department approves, a periodic review task to evaluate the adequacy of its industrial and other employment lands and add such lands to its UGB, if needed. The department considers progress has occurred, if during the past ten years, a city amends its comprehensive plan to provide a 20-year supply of employment land in accordance with Statewide Planning Goal 9.

Agency Management Report

KPMs For Reporting Year 2014

Finalize Date:

KPMs	Actual	Target	Status	Most Recent Year	Management Comments
2 - HOUSING LAND SUPPLY – Percent of cities that have an adequate supply of buildable residential land to meet housing needs.	56	90	Red	2014	The target for this measure was not met for the fifth year. Performance has remained consistent for the most recent five years, suggesting common factors that may include a lagging economy and insufficient funds available for cities to update their comprehensive plans. In addition to these factors, the target was increased significantly for 2011 and 2012. This increase contributes to the gap between target and results. The targets for 2011 and 2012 were increased based on an estimate, in 2008, of the number of periodic review work tasks that cities were expected to begin. Since that time, fewer cities have started periodic review due to budget considerations. Cities continue to raise concerns with their fiscal capacity to provide infrastructure to support the required housing.
3 - PUBLIC FACILITIES PLANS – Percent of cities that have updated the local plan to include reasonable cost estimates and funding plans for sewer and water systems.	52	70	Red	2014	Results for this KPM have been consistently decreasing for the past three years. In 2014, the performance increased but it is still below target. The department recommended increasing the target for 2012 somewhat dramatically, due to changes in methodology. The methodology now allows for a positive outcome when city plan updates for sewer, water or stormwater take place in a single year, rather than requiring that all three take place simultaneously. As with several other KPM's that measure the progress of cities in updating their comprehensive plans, this measure's results are likely due to an uncertain economy and insufficient funds for cities to adequately plan for their future.

Agency Management Report

KPMs For Reporting Year 2014

Finalize Date:

KPMs	Actual	Target	Status	Most Recent Year	Management Comments
4 - CERTIFIED INDUSTRIAL SITES – Number of industrial sites certified as “project-ready” added each fiscal year.	9	6	Green	2014	The industrial site certification program is administered by the Oregon Business Development Department (OBDD). The performance measure is shared with OBDD. DLCD's role is to offer technical assistance to local governments and OBDD. OBDD, DLCD and Oregon Department of Transportation (ODOT) have enhanced their efforts with regard to this program. Fiscal year 2014 had 9 sites certified. Oregon's high standards for site certification give the state credibility relative to similar programs in other states.
5 - TRANSIT SUPPORTIVE LAND USE – Percent of urban areas with a population greater than 25,000 that have adopted transit supportive land use regulations.	88	90	Green	2014	This performance measure continues to reflect a positive outcome. Because of the method of data collection, as with some other performance measures, the degree of success may be slightly under reported.
6 - TRANSPORTATION FACILITIES – Percent of urban areas that have updated the local plan to include reasonable cost estimates and funding plans for transportation facilities.	90.00	91.00	Green	2014	In 2014, it missed its target by 1%. The decrease reflects a general trend in the slowing of the rate of adoption. This slowing is because there are fewer cities that have not adopted their transportation system plans.
10 - FARM LAND – Percent of farm land outside urban growth boundaries zoned for exclusive farm use in 1987 that retains that zoning.	99.86	99.88	Green	2013	This measure produced positive results. The department continues to consider ways to capture more detailed data that could make this KPM more valuable. Department examples of these ways include: tracking whether agricultural land rezoned was high-value, and tracking the type and level of development allowed when agricultural land is rezoned.

Agency Management Report

KPMs For Reporting Year 2014

Finalize Date:

KPMs	Actual	Target	Status	Most Recent Year	Management Comments
11 - FOREST LAND – Percent of forest land outside urban growth boundaries zoned in 1987 for forest or mixed farm/forest use that remains zoned for those uses.	99.92	99.95	Green	2013	This performance measure continues a stable and positive trend. It has added value to the department because there is an emerging concern about the conversion of commercial forest lands to other uses, especially outside of the Willamette Valley. The department is exploring ways to refine data relative to this measure.
12 - URBAN GROWTH BOUNDARY EXPANSION – Percent of land added to urban growth boundaries that is not farm or forest land.	38	55	Red	2013	The outcomes for this performance measure can be highly variable depending on the location of the urban growth boundary under consideration for expansion. This year's results are based on 894 acres of UGB expansion. These figures may not reflect results over a longer period of time involving smaller acreages.
15 - GRANT AWARDS – Percent of local grants awarded to local governments within two months after receiving application.	90	100	Yellow	2014	The ability of the department to award grants in a timely manner continues to receive heightened staff attention during this biennium. This effort has resulted in a positive trend for this KPM. The results for 2014 were quite positive, although concerns remain that local planning departments have suffered significant staff depletion, making timely application for grants a difficult proposition for many jurisdictions.
17 - CUSTOMER SERVICE: Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information.	72.63	83.00	Yellow	2014	The results for this measure reflect a biennial customer service survey performed in 2014. The 2014 survey results reflect a modest improvement overall for the six items measured. Satisfaction with overall quality of service at the department remained the same for both 2012 and 2014 at 73%.

Agency Management Report

KPMs For Reporting Year 2014

Finalize Date:

KPMs	Actual	Target	Status	Most Recent Year	Management Comments
19 - BEST PRACTICES – Percent of total best practices met by the Board.	100	100	Green	2013	The commission continues to operate as a working board, with a heavy load of work tasks identified for the rest of the biennium.

This report provides high-level performance information which may not be sufficient to fully explain the complexities associated with some of the reported measurement results. Please reference the agency's most recent Annual Performance Progress Report to better understand a measure's intent, performance history, factors impacting performance and data gather and calculation methodology.

Print Date: 11/5/2014

2013-2015 Sustainability Plan

Oregon Department of Land Conservation and Development

May, 2014

Introduction

The Oregon Legislature defines 'sustainability' as: "…using, developing and protecting resources in a manner that enables people to meet current needs and provides that future generations can also meet future needs, from the joint perspective of environmental, economic and community objectives." (ORS 184.421)

The Oregon Sustainability Board (OSB) approved DLCD's original Sustainability plan in April, 2004. The plan described actions the department would take to comply with the Governor's Executive Order on Sustainability. Specifically, the plan identified on-going department activities to support the State's sustainability program.

Sustainability Plan Components

I. What Sustainability means to DLCD and how it fits with the department's mission.

The Oregon Legislature intended Oregon's land use planning program "…to assure the highest possible level of livability in Oregon…" The statewide planning program is one of Oregon's signature commitments to livability and sustainability. As a framework for land use planning it has the potential to be a national model, one which sustains Oregon's economy, environment, and communities by conserving Oregon's natural resources for future generations, while enabling communities to develop to meet the needs of a growing population.

The department's **mission** in implementing the statewide land use program is in many ways sustainability applied at a landscape level. The mission of the department is:

> "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."

The legislatively adopted **overarching principles** for the statewide land use program speak directly to the requirements of the Sustainability Plan:

- Provide a healthy environment
- Sustain a prosperous economy
- Ensure a desirable quality of life
- Equitably allocate the benefits and burdens of land use planning.

Current department **sustainability goals** are:

- Promote sustainable vibrant communities
- Conserve Oregon's Environment
- Employ sustainable practices in daily operations

II. Describe Future Goals

a) Describe short-term sustainability goals for next 1-3 years that can be achieved with in current budget and staffing. For each goal give a brief description of strategies to meet that goal.

The short-term strategies identified below reflect ongoing department work that is identified in the department's 2013-15 budget, and in the department's strategic plan.

Goal	Strategy
Conserve Oregon's Environment	Administer the existing farm and forest program for commercial farm/forest outcomes, and for natural resource (habitat, air and water quality) outcomes.
	Obtain sustainable use and development of coastal resources through compliance with the federal requirements of the Oregon Coastal Management Program.
	Prevent rural residential sprawl and its adverse impacts on UGB planning, on resource, habitat and aquatic lands, and on wildfire prevention.

Promote Sustainable, Vibrant Communities	Continue to provide technical assistance to local governments to help develop economic opportunities and strategies
	Review and provide technical assistance relative to post-acknowledgement plan amendments (PAPAs)
	Administer Transportation Growth Management (TGM) program to expand active transportation choices and assist communities with transportation planning
	Continue to assist coastal communities to address coastal flooding erosion and storm damage

Employ Sustainable Practices in Daily Operations	Meet DAS guidelines for building management and procurement practices
	Participate in Sustainability Coordinators meetings
	Ensure that diversity and equity objectives as per personnel policies are being met

b) Describe long-term goals for the next 3+ years that may require changes to plans, procedures or structure.

Long term goals are not different than short term goals. As identified in the department's strategic plan however, strategies to implement the first two goals do change.

Goal	Strategy
Conserve Oregon's Environment	Develop non-resource lands policy that is integrated with resource land protection strategies.
	Improve the department's ability, with cooperation of ODA and DOF to evaluate and communicate the scale and location of farm and forest land conversion throughout the state.
	Update Oregon's estuary planning program relative to inventories, trend assessments and programmatic changes.

Promote Sustainable, Vibrant Communities	Complete scenario planning to meet greenhouse gas reduction targets adopted by DLCD.
	Implement a RiskMap program to integrate resilience planning throughout the statewide land use planning program, based on a 2010 2015 plan.
	Explore new opportunities to apply elements of the Governor's 10-year Jobs and Innovation Plan, especially as they apply to rural communities.

Employ Sustainable Practices in Daily Operations	Meet DAS guidelines for building management and procurement practices
	Participate in Sustainability Coordinators meetings.
	Ensure that diversity and equity objectives as per personnel policies are being met.

c) Describe how goals and strategies relate to Governors priorities and 10-year plans for Energy, Health Care, Jobs and Innovation, and Healthy Environment.

<u>Connections to Governor's Priorities:</u>

- Jobs and Innovation

The department's policies and practices strengthen Oregon's natural resource employment base related to commercial agricultural, forest, and to some degree fishing industries. The policies are contained in statute, and also in the statewide planning goals related to protection of resource lands: Goal 3, Agricultural Lands; Goal 4, Forest Lands; and Goals 16-19, Coastal goals.

The department also enhances urban employment by ensuring availability of employment lands, the linkage of urban development and transportation and the

efficient use of lands for infrastructure, livability, and residential and employment uses.

- Ten-Year Budget and Healthy Environment

The department operations and budget are oriented to the Governor's Healthy Environment Outcome and 10-year Vision Statement. These policy directives overlap and are integral with the Ten-Budget. Addressing those documents in the Program Funding Team Process, the department stated:

> In response to legislative direction…, and guided by the nineteen statewide planning goals and commission policy direction, the department provides technical assistance for, and reviews the continuous updating of, city and county comprehensive plans. Those plans advance the core functions of the Planning Program: conservation of rural resource lands and management of urban growth and development of sustainable communities. In carrying out these objectives, DLCD's Planning Program aligns directly with the Healthy Environment Outcome, and its Policy Vision, and Strategies, (particularly Strategies 2-watersheds, fish and wildlife, forests and rangeland, 4-build great communities for a growing population, and 5-new non-regulatory methods to protect environments.

- Oregon Vision and Governor's Livability Awards

Established by Governor in 1995, the livability awards recognize exemplary development projects that promote healthy, livable communities throughout Oregon. The program recognizes projects that define quality development by recognizing projects that define quality development and support its transportation and land use goals.

Objectives that must be met by award nominees overlap significantly with DLCD goals and sustainability principles:

- Efficient Use of Land
- A Mix of Uses
- Transportation Options
- Sustainability
- Balanced Community Values
- Quality Design

III. Describe Current Internal Practices and Policies:

(i.e. Operations—shutting off lights, etc.; employee equity, diversity and affirmative action; procurement practices that support minorities & women businesses and

sustainable goods and services; land and building management; follow DAS sustainability directives.)

a. Operational Practices: The department implements DAS directives to identify and implement sustainable operational practices. The department integrates best practices with regard to recycling of paper and other office materials, upgrading of electronic equipment and end-of-life disposal, promoting car-pooling and bicycling, encouraging employees to use public transit for commuting, supporting employee telecommuting and teleconferencing, and reducing operational energy demands by acquiring energy efficient equipment. DAS directives also require equipment shutoff during evening and week-ends. DLCD meets the objectives outlined in State Fire Marshal Guidelines P-13, OAR 107-011-010 (resource conservation), and OAR 330-130-0010 (energy efficiency by the year 2015 from the 2000 baseline). DLCD also has increased its teleconferencing capacity and uses this capacity to reduce travel costs for field and other staff.

   Building is managed jointly with the Department of Agriculture. These agencies work together to maintain sustainable building practices and share responsibility in the building's ability to be certified by Marion County's Earthwise Program.

b. Procurement Practices: The department meets state procurement laws relating to notification and reporting requirements of the Office of Minority, Women, and Emerging Small Business (OMWESB) as described under ORS 200.035 and DAS Policy 107-009-030. We are not required to report aspirational targets under Executive Order 08-16.

c. Equity: The department's Human Resource Office completes its Affirmation Action Plan each year and submits it biennially with its budget document. The most recent Affirmation Action Plan (2013-15) notes that it has achieved its goals for "officials/administrator" and continues to maintain goals in the people of color and people with disabilities category. DLCD is making progress in the "Professionals" category regarding women. We are currently at parity in this category. In the "Administrative" category, the department meets its goals. The department has reduced its size 35% over the last three years. This reduction has decreased the number of women in the department but the department still remains close to goals. DLCD has made progress in recognizing diversity goes beyond gender, racial, or ethnic differences. Diversity is allowing for different viewpoints, perceptions, ways of thinking and processing information, methods of interaction, and approaching problem-solving. DLCD also promotes sustainable initiatives relating to teleworking in allowing employees flexibility based on business need in this arena.

IV. Describe Current External Practices and Goals:

(practices that reach beyond our agency's internal practices to help create a more Sustainable Oregon; affirmative action, diversity, community engagement; goals and programs that address ecological, economic and social goals.)

Land use program implemented at local level—Oregon's land use program is designed to serve all citizens of the state. It does this by creating a framework that cities (242) and counties (36) use to create comprehensive land use plans. Nineteen statewide planning goals, accompanied by statutory and rule requirements are the basis for the framework.

Citizen involvement critical to land use program success—Citizen participation is a hallmark of Oregon's statewide planning program. Each city and county comprehensive plan describes how the public can participate in each phase of the planning process. Local governments must periodically evaluate their efforts to involve citizens, and if necessary, update their programs. These requirements are established in Statewide Planning Goal 1: Citizen Involvement.

In addition, Oregon Revised Statute Chapter 197 established a Citizen Involvement Advisory Committee (CIAC) to advise LCDC and local governments on matters pertaining to citizen involvement in land use planning.

Conclusion:

The 2013-15 Sustainability Plan of the department continues to translate the basic mission of the statewide planning program created by the 1973 Legislature into the context of the Governor's Executive Orders on Sustainability (2003, 2006). And, with a new focus on issues of climate change, the plan more fully addresses the priorities of the Oregon Sustainability Board.

The plan focuses on external program functions that can create conditions for sustainable development and resource protection throughout Oregon. In addition, the department previously adopted internal policies consistent with the Sustainability Act and Governor's Executive Order and will continue to work with the DAS to enhance internal practices.

2012-13 OREGON FARM & FOREST REPORT

January 1, 2012 through December 31, 2013

Department of Land Conservation and Development

February 3, 2015

2012-13 OREGON FARM & FOREST REPORT

January 1, 2012 through December 31, 2013

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OREGON 2012-13 FARM & FOREST REPORT

January 1, 2012 through December 31, 2013

Introduction

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

County Reporting of Land Use Decisions

The Department of Land Conservation and Development (DLCD) receives a description of each land use decision in EFU, forest and mixed farm-forest zones with supporting information as part of a submittal of decisions made for the reporting period from each county in Oregon. This report summarizes the information provided by the counties for the two-year period from January 1, 2012 through December 31, 2013. For each of the two years, tables and graphs include information on dwelling and land division approvals as well as other approved uses on farm and forest land. In addition, the report provides information on the acreage rezoned out of farm and forest zones to urban and rural zones in this time period. Additional graphs and tables provide historic data on development trends and land conversion, by county, of farm and forest land to other uses. This report for the first time provides maps of land use decisions to provide the reader with context for these decisions. Finally, this report also includes data on county land use decisions that are based on waivers to state and local land use regulations under Ballot Measure 37, as subsequently modified by Ballot Measure 49. Most of these decisions were in farm and forest zones.

Use of this Report

The department uses the collected information to evaluate the type, extent and location of development, parcelization, rezoning and land conversion occurring on farm and forest land statewide and in individual counties. This information is used to continually assess the effectiveness of farm and forest zones to implement Statewide Planning Goals 3 and 4 and to focus staff resources to assist counties and the public where needed. The data may also be used by LCDC and the Legislature to shape statutory and rule changes to enhance or clarify protections for farm and forest lands.

Oregon's Agricultural Land Protection Program

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

Oregon Agriculture

Roughly 26 percent of Oregon's land base – 16.3 million acres – is in non-federal farm use, according to the 2012 USDA Census of Agriculture. This includes all places from which $1,000 or more is earned annually from the sale of agricultural products. In 2012 Oregon agricultural sector produced a farm gate value of $5.4 billion, equal to roughly 15 percent of the state's economy. Agriculture is a key traded sector in Oregon, ranking third in the value of exported products and contributing to the state's balance of trade.

Over 98 percent of Oregon's farm sales are generated by "commercial" farms – those farms generating more than $10,000 in annual gross sales. These farms comprise more than two-thirds of all Oregon farms and make up 89 percent of the state's agricultural land base.

Oregon is one of the most agriculturally diverse states in the nation, boasting the production of more than 220 different types of crops and livestock, and leading in the production of 13 crops. More than 90 percent of the state's farms are owned by a family or an individual.

Agricultural Land Use Policy

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

Three policy statements set forth Oregon's "Agricultural Land Use Policy." The first was established by the legislature in 1973 and is codified at ORS 215.243. There are four basic elements to this policy:

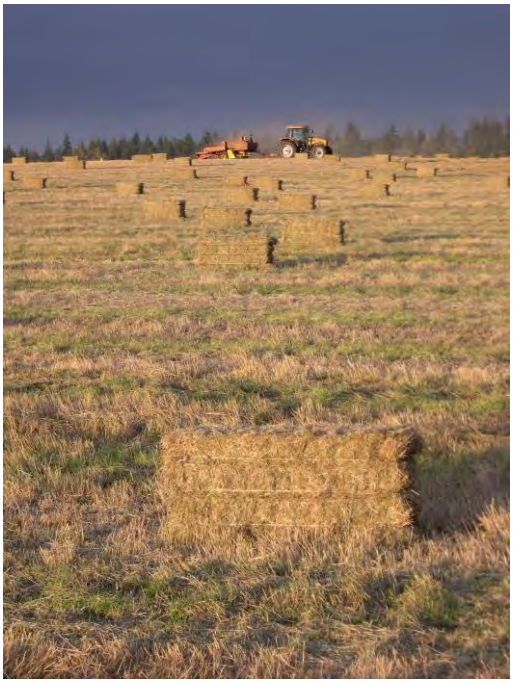
1. Agricultural land is a vital, natural and economic asset for all the people of this state;
2. Preservation of a maximum amount of agricultural land in large blocks, is necessary to maintain the agricultural economy of the state;
3. Expansion of urban development in rural areas is a public concern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

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

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

Goal 3 reinforces these policies as follows:

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



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

Exclusive Farm Use Zones

In Oregon, agricultural lands are protected from conversion to rural or urban uses and other conflicting non-farm uses through the application of EFU zones. At present, about 15.5 million acres (56 percent) of private land in Oregon are included in EFU zones. The EFU zone was developed by the Oregon legislature in 1961 along with the farm tax assessment program. Farm use is encouraged and protected within the zone while also allowing a variety of farm and non-farm related uses that have increased in type and number over the years. Large minimum lot standards and rigorous dwelling approval standards limit the conversion of farmland to other uses.

EFU zoning has been instrumental in maintaining working farm landscapes in Oregon. The effectiveness of Oregon's farm and forest protections can be demonstrated by comparing conversion data for Oregon with that for Washington. Both states have similar amounts of private land and similar development pressures. After the enactment of the two state land use planning programs were implemented, the conversion of land in farm and forest zones in Oregon slowed dramatically in Oregon, but only a little in Washington. This is solid evidence of the success of EFU zoning in protecting the agricultural land base in Oregon.

Trends in Oregon Agriculture

The protection of Oregon's working farm landscape through EFU zoning over the last 35 years has created expected and unanticipated benefits for landowners, rural communities, and the state, while some challenges remain. In addition to protecting the farmland base against conversion pressures experienced by other states, EFU zoning has facilitated the rise of the viticulture and winery industries, agri-tourism opportunities, local food systems and renewable energy production.

Viticulture

Oregon has experiences substantial growth in its wine grape industry over the last 50 years. Vineyards now number 870, while there are 453 wineries in the state. A significant number of vineyards have been sited on capability class III-VI soils, ratings that are particularly

conducive to growing grapes. Some of this land was claimed to be non-farm land in the past. Had the Goal 3 definition of agricultural land adopted in 1975 not included "other lands suitable for" agricultural use, much of class IV-VI land would likely have been developed for other uses.

At the same time, the success of Oregon vineyards and wineries has led to a proliferation of activities, events, and food service at growing numbers of these facilities located in EFU zones that raise questions about their appropriateness, scale, and impact on nearby farm operations. Farmers want to have assurance that these uses will not create unreasonable conflicts for their operations.

Agri-Tourism

There has also been a growing trend and interest in recent years in a wide variety of types of agri-tourism as well as non-farm related events and activities on farmland. Agri-tourism activities can provide an important supplementary stream of income that helps to keep farmers on the land and people connected to their food sources.

However, there are questions about the degree to which such activities should be in conjunction with or subordinate to farm use, or both. A wide variety of activities with no connection to agriculture are currently occurring on a regular basis in EFU zones, including weddings, festivals, and ATV racing events, among others. Approvals of outdoor mass gatherings are not land use decisions, so counties have no regulatory control over them. These activities and

gatherings can create conflicts for neighbors and farm operations. In addition, businesses in cities and UGBs argue that some of these uses divert existing business from urban areas and into farm areas. These issues may require legislation or rulemaking to resolve.

Local Food Systems

There is growing interest nationwide in the development of local and regional food systems that help ensure the public's access to healthy, local, sustainable food sources. Oregon's urban growth boundaries facilitate ready access to u-picks, community supported

agriculture, and farm stands close to cities, while EFU zoning has kept the price of farmland more affordable for new farmers than it otherwise would be. Farmers markets and community gardens are more popular than ever, while communities are taking steps to facilitate the use of unused public spaces, school grounds and sidewalk strips for edible landscapes. All these efforts help connect people to their food sources, whether inside or outside urban growth boundaries.

Some local food system proponents favor small farms, and for this reason support the creation of smaller farm minimum lot sizes than exist now. However, smaller minimum lot sizes are more likely to result in rural residential properties or hobby farms than they are in small working farms. There are already numerous small farms in Oregon, according to the U.S. Census of Agriculture; 21,782 or 61 percent of Oregon's existing 35,439 farms are between one and 49 acres. In addition, there are many thousands of acres of small parcels in rural residential zones that could be made available for small farm use, without the need to further divide land in EFU zones.

Renewable Energy

Oregon has more than 3,000 megawatts of wind energy generation capacity in EFU zones, now ranking fifth in the nation in installed wind energy capability. Wind projects produce annual lease payments for landowners of more than $9 million dollars and increase the tax base of communities. Part of the attraction of wind energy to the state are the large open farm landscapes free from conflicting uses that are made possible by EFU zoning. Now that Oregon is beginning to attract large commercial solar arrays, the open farm landscapes will provide similarly suitable opportunities for this renewable energy source.

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

Reported County Data on Farmland

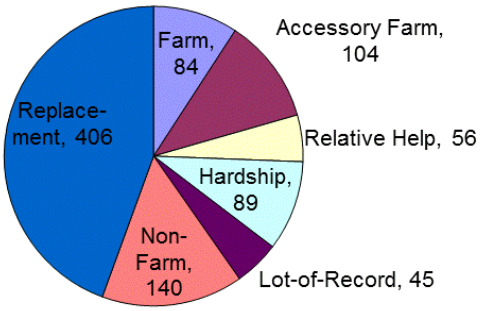
The data in this report are for all local land use decisions on farmland, whether in EFU or mixed farm-forest zones.

Dwellings

In EFU zones and agricultural portions of mixed farm-forest zones, dwellings are allowed in seven different circumstances: primary farm dwellings, accessory farm dwellings, relative farm help dwellings, non-farm dwellings, lot-of-record dwellings, replacement dwellings, and temporary hardship dwellings. Counties approved 457 dwellings on farmland in 2012 and 437 dwellings in 2013, numbers that are similar to those for the last reporting cycle.

As shown in Figure 1 and Table 1, almost one-half of the dwelling approvals in the planning period were for replacement dwellings, 16 percent were for non-farm dwellings, 12 percent were for accessory farm units, 10 percent were for temporary hardship dwellings, nine percent were for farm dwellings and five percent each were for relative farm help dwellings and lot-of-record dwellings.

Figure 1. Dwelling Types on Farmland, 2012-2013



Primary Farm Dwellings. There are four ways in which primary farm dwellings may be approved. On high-value farmland, an $80,000 income standard must be met (that is, the farm operator must have earned $80,000 in gross sales in the two or three of the last

Table 1. Dwelling Approvals on Farmland by Type and County, 2012-2013

	Primary Farm		Accessory Farm		Relative Farm		Non-Farm		Lot-of-Record		Replacement		Temporary Hardship		Total	
	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013
Baker		2	1		1		4		4	2	7		1		**17**	**4**
Benton		2		1		1		1	1		3			1	**4**	**6**
Clackamas	2		1	1			1						6	1	**10**	**2**
Clatsop					2						2	1			**4**	**1**
Columbia		1							1		1	1			**2**	**2**
Coos					1								4		**5**	**0**
Crook	3	1	1		1		7	6	1	1	2	7		2	**15**	**17**
Curry							1								**1**	**0**
Deschutes	2	2	1	1	1	1	17	14			13	14	1	2	**35**	**34**
Douglas	3	4		1	2	7	2	2			20	32	3	2	**30**	**48**
Gilliam				3								1			**0**	**4**
Grant		2	6		3	1		1	3	3	6	5			**18**	**12**
Harney	4	2	1	1		1	4	2			4	2			**13**	**8**
Hood River	1		2	16				2	1	1	8	10			**12**	**29**
Jackson	1	1	2		1	3	6	3		1			6	2	**16**	**10**
Jefferson		1	2	1	1	1	1	1	1	3	1	3	1	1	**7**	**11**
Josephine		1					3	2					1	2	**4**	**5**
Klamath	1	1	1	1		1	3	1	1	3	9	7	1	1	**16**	**15**
Lake		4		3	1	1	5	8			4	6			**10**	**22**
Lane	1	1						1			2	4	2	1	**5**	**7**
Lincoln								1							**0**	**1**
Linn		2		1	1	2	2	1		3	5	21	8	9	**16**	**39**
Malheur	4	2	1				5	8			9	10	2		**21**	**20**
Marion	2	5		2			1				7	12	6	2	**16**	**21**
Morrow	1			2			2	1			1	3			**4**	**6**
Multnomah				1							1	1			**1**	**2**
Polk	1	2							1		11	6	5	3	**18**	**11**
Sherman					1		2	1				1			**3**	**2**
Tillamook			1		2						3	2			**6**	**2**
Umatilla			2		2		1	2	1	1	18	15	2	2	**25**	**20**
Union	1	3		1				5	1		8	9			**10**	**18**
Wallowa	2					1			4	2	2	3			**8**	**6**
Wasco	3	2	36	9		2	1	4			5	2	1		**0**	**19**
Washington		2			1		1	1			19	18	1		**22**	**21**
Wheeler	3	1				1	2	1			2				**7**	**3**
Yamhill	3	2	1		1	1			1	4	15	22	7		**28**	**29**
Total	**38**	**46**	**59**	**45**	**22**	**24**	**71**	**69**	**21**	**24**	**188**	**218**	**58**	**31**	**455**	**457**

five years). Farm dwellings on non-high-value farmland must either meet a $40,000 income standard, be located on a parcel of 160 acres, or meet a potential gross farm sales (capability) test. This latter test involves prior approval of the department director. The total number of primary farm dwelling approvals statewide was 38 in 2012 and 46 in 2013, numbers that are similar to past years. A little more than one-third of these approvals were based on the parcel size test, one-third were based on the non-high-value income test, one-quarter were based on the high-value income test, and six percent were based on the capability test. Primary farm dwelling approvals were distributed evenly across the state. (*See* Table 2.)

In 2012 and 2013, three-quarters of all farm dwelling approvals for which parcel size information was provided were on parcels of 80 or more acres (*see* Table 3). If tract size were considered, this percentage would be higher as in some cases farm dwellings are approved on smaller parcels that are part of larger tracts.

Accessory farm dwellings. Accessory farm dwellings must be sited on a farm operation that earns the same gross income required for a primary farm dwelling ($80,000 or $40,000). These approvals occasionally involve more than one dwelling unit. In 2012, counties approved 59 accessory farm dwelling units, while in 2013 the figure was 45, numbers that are double that for recent years. One-half of the approvals for the two years were on parcels of 80 acres or more.

Relative farm help dwellings. The number of dwellings approved for relatives whose assistance is needed on the farm was 22 in 2012 and 24 in 2013, numbers that are consistent with those for recent years. A concern with this dwelling type is that, once built, there is no guarantee that it will continue to be occupied by a relative or even that it will continue to be used in conjunction with farm use.

Non-farm dwellings. Non-farm dwellings may be approved on parcels or portions of parcels that are unsuitable for farm use. There were 71 non-farm dwelling approvals in 2012 and 69 in 2013, numbers that are down from previous years. Almost one-quarter of all approvals in both years took place in Deschutes County, with Crook, Lake and Malheur counties also showing relatively high numbers of approvals. This distribution continues the trend begun in 1993 by HB 3661 that shifted the number of non-farm dwelling approvals away from the Willamette Valley to eastern and southern Oregon.

Over three-quarters of all non-farm dwelling approvals occurred on parcels of 20 acres or less in both years. Large parcel (over 40 acres) approvals of non-farm dwellings nearly always take place in eastern or southern Oregon counties. Just under one-third of all non-farm dwellings approved in the reporting period were on newly created parcels.

Lot-of-record dwellings. Lot-of-record dwellings may be approved on parcels that have been in the same ownership since 1985 and, with some exceptions, are not on high-value farmland. In 2012, 21 such dwellings were approved, and in 2013, 24 were approved. Over three-quarters of the parcels for which information was provided were on non-high-value farmland. These numbers are consistent with figures for recent years, though lower than for previous years, as might be expected as existing lots-of-record are slowly built out. Lot-of-record approvals are concentrated in eastern Oregon in this planning period and are on parcels of all sizes that reflect existing lot configurations.

Temporary hardship dwellings. A temporary hardship dwelling is usually a manufactured home placed on a parcel temporarily for reasons of a medical hardship and must be removed at the end of the hardship. A temporary hardship dwelling must be sited in conjunction with an existing dwelling. The number of approved temporary hardship dwellings was 58 for 2012 and 31 for 2013, numbers that are similar to recent years. The department does not track the removal of these dwellings when they are no longer needed.

Replacement dwellings. A replacement dwelling is a new home that replaces an older dwelling on a parcel. There were 188 approvals in 2012 and 218 in 2013. These numbers are consistent with numbers in previous years. Established dwellings that are replaced must be removed, demolished or converted to another allowed use within one year of completion of the replacement dwelling. About one-half of dwellings approved for replacement in 2012-2013 were removed, while almost half were demolished and the remainder were converted to non-residential use. About one-half of dwellings approved for replacement in 2012 and 2013 were removed while almost half were demolished and nine percent were converted. New provisions that were added to statute in 2013 expand the allowance for replacement dwellings in EFU zones.

Issue: ***Housing stock in farm zones.*** At what point is there enough housing stock in farm zones? When is the saturation point reached when the cumulative impacts from thousands of individual dwelling approvals becomes unacceptably high?

Cumulative Dwelling Approvals. Between 1986 and 2013, approximately 21,783 dwellings of all types were approved on farmland across the state. Figures 2 and 3 below illustrate the number of dwelling unit approvals for each year since 1994 for the different dwelling types. Approvals for most types of dwellings have decreased over the years, especially after 2008.

Table 2. Primary Farm Dwelling Approvals by Option and County, 2012-2013

	HV Income		Non-HV Income		Non-HV Size		Non-HV Capability		Total	
	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013
Baker						2			**0**	**2**
Benton		1				1			**0**	**2**
Clackamas	2								**2**	**0**
Clatsop									**0**	**0**
Columbia				1					**0**	**1**
Coos									**0**	**0**
Crook	1		1	1			1		**3**	**1**
Curry									**0**	**0**
Deschutes	1	1	1	1					**2**	**2**
Douglas			1		2			4	**3**	**4**
Gilliam									**0**	**0**
Grant						2			**0**	**2**
Harney			4			2			**4**	**2**
Hood River	1								**1**	**0**
Jackson			1			1			**1**	**1**
Jefferson						1			**0**	**1**
Josephine		1							**0**	**1**
Klamath			1	1					**1**	**1**
Lake						4			**0**	**4**
Lane			1	1					**1**	**1**
Lincoln									**0**	**0**
Linn		1				1			**0**	**2**
Malheur					4	2			**4**	**2**
Marion	2	3		1		1			**2**	**5**
Morrow			1						**1**	**0**
Multnomah									**0**	**0**
Polk	1			2					**1**	**2**
Sherman									**0**	**0**
Tillamook									**0**	**0**
Umatilla									**0**	**0**
Union			1	1		2			**1**	**3**
Wallowa			2						**2**	**0**
Wasco					3	2			**3**	**2**
Washington				2					**0**	**2**
Wheeler			3			1			**3**	**1**
Yamhill	3	2							**3**	**2**
Total	**11**	**9**	**17**	**11**	**9**	**22**	**1**	**4**	**38**	**46**

Table 3. Dwelling Approvals on Farmland by Parcel Size and County, 2012-2013

County	Not Reported		0 to 5 acres		6 to 10 acres		acres		21 to 40 acres		41 to 79 acres		80 to 159 ac.		160 to 319 ac.		320+ Acres		Total	
	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	**2012**	**2013**
Baker			3				3		5		2	2	1	1	1	2	3		**18**	**5**
Benton			1			2	2				1			1		2		1	**4**	**6**
Clackamas			2		1		4			1	3	1							**10**	**2**
Clatsop			1				1		1	1			1						**4**	**1**
Columbia												1	2			1			**2**	**2**
Coos			3				1				1								**5**	**0**
Crook			2	5	1	1	3	3	2	2	2	3	1		2	1	2	2	**15**	**17**
Curry			1																**1**	**0**
Deschutes			14	6	3	9	8	4	7	7		2	2	3		2	1	1	**35**	**34**
Douglas			3	13	2	4	2	7	5	6	7	6	5	10	6	1		1	**30**	**48**
Gilliam												2						2	**0**	**4**
Grant			1			1	1	2				3		2	1	1	10	3	**13**	**12**
Harney			1				2			2			1	2	4		5	4	**13**	**8**
Hood River			3	6	3	6	1	6	3	3	2								**12**	**21**
Jackson			4		2	2	5	3	2	1	1	2		1	2	2			**16**	**11**
Jefferson				1				1		3	1	1	3	1	3	2		2	**7**	**11**
Josephine			1	1	1		1	2	1	1				1					**4**	**5**
Klamath			3	2	3			3	3	2	2	2	2	4		1	3	1	**16**	**15**
Lake			3	3	1	2	2	3	1	3			1	5	2	3		3	**10**	**22**
Lane				2	1			2	3	1						2	1		**5**	**7**
Lincoln				1															**0**	**1**
Linn	1		3	8	1		4	4	1	9	5	4	1	8		6			**16**	**39**
Malheur			6	7	1	1		1	1	4	3	3	6	1	2	2	2	1	**21**	**20**
Marion			7	8		1	1	1	1	6	3	4	4	2	1	1			**17**	**23**
Morrow						2	2			2				1	2			1	**4**	**6**
Multnomah			1	1														1	**1**	**2**
Polk			3	1	1	1	2		2	3	6	2	1	2	2		1	2	**18**	**11**
Sherman			1		1	1											1	1	**3**	**2**
Tillamook			1				1		2	1	2	1							**6**	**2**
Umatilla			7	8	3	2	2	4	5	4	2	1	2		3	1	2		**26**	**20**
Union			1	4	1	1	3	2		1	1	2	2	2	1	1	1	5	**10**	**18**
Wallowa							1	1	2	1	2		1	1	1	1	1	2	**8**	**6**
Wasco			1		2		1	6	1	1	1	1	2	2	2		2	2	**12**	**12**
Washington			6	3	1	4	6	2	5	6		5	3	1	1				**22**	**21**
Wheeler				1	1		2							1	2		2	1	**7**	**3**
Yamhill			1	5	4	1	4	5	6	6	2	5	9	6	2	1			**28**	**29**
Total	**1**	**0**	**84**	**86**	**34**	**41**	**65**	**62**	**59**	**77**	**49**	**53**	**50**	**58**	**40**	**33**	**37**	**36**	**419**	**446**

Figure 2. New Dwelling Approvals on Farmland by Year: All Counties, 1994-2013

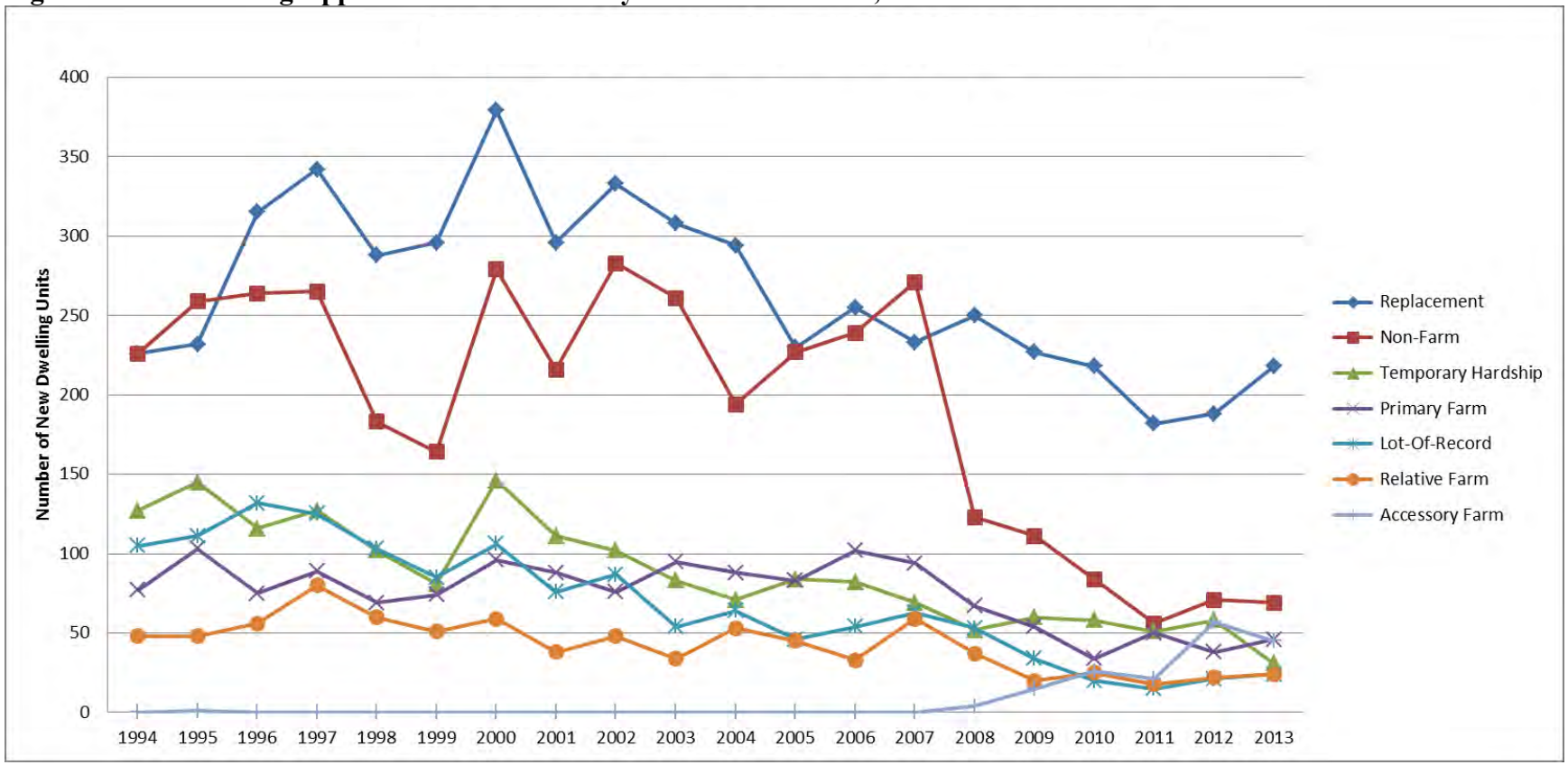
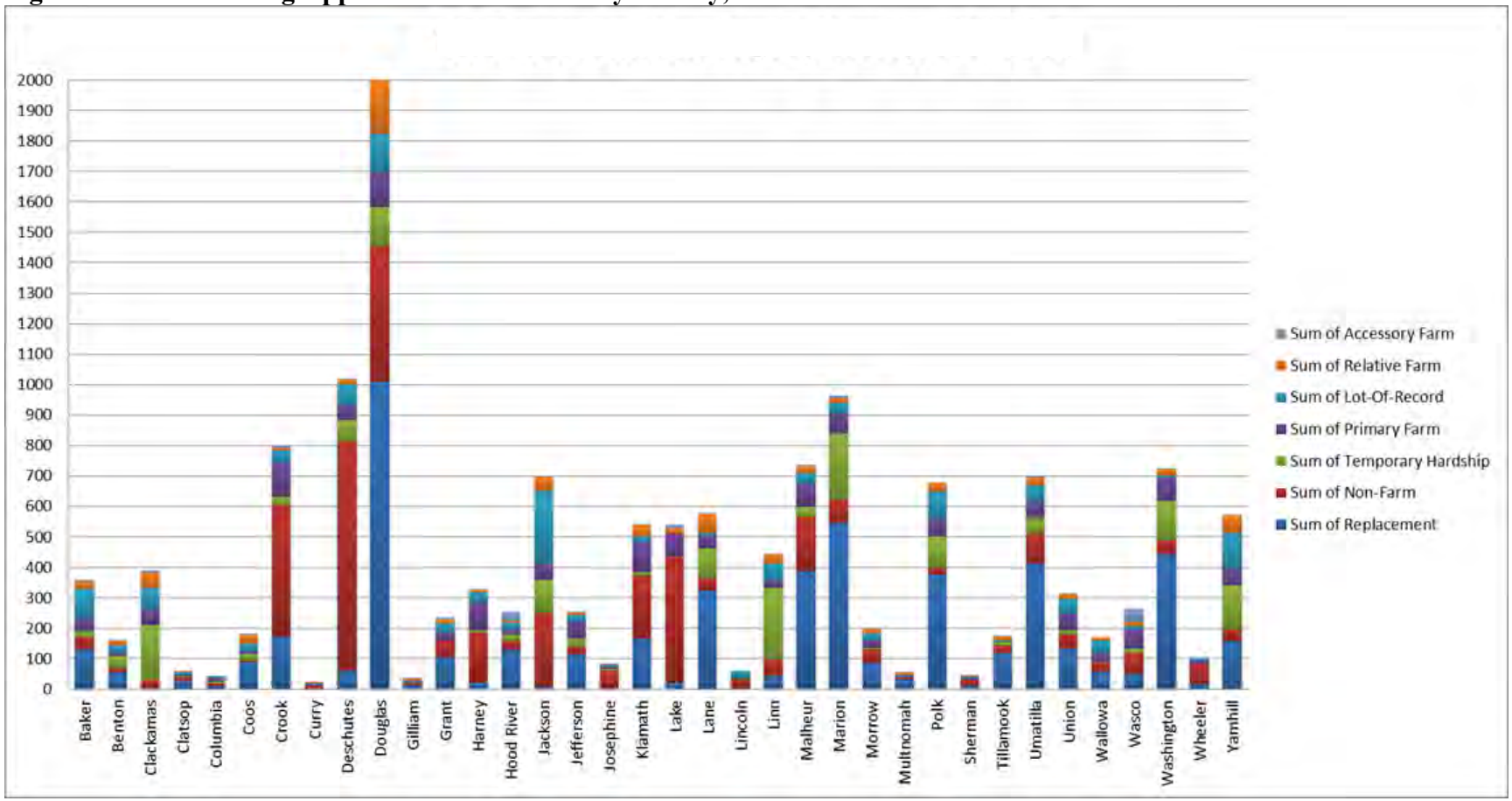


Figure 3. Total Dwelling Approvals on Farmland by County, 1994 to 2013



Other Uses

The Legislature has recognized that some farm-related as well as non-farm uses are appropriate in farming areas, such as farm-related commercial activities, utilities necessary for public service and home occupations. In 1963, the first statutory EFU zone included just six non-farm uses; today over 50 uses are allowed in an EFU zone.

In this biennial report, all types of use approvals are reported for the first time (*see* Table 4). In 2012-13, the most commonly approved uses other than dwellings were agricultural buildings, accessory uses, home occupations, and commercial activities in conjunction with farm use. Total numbers of approved other uses were 428 in 2012 and 413 in 2013, numbers that are consistent with those for recent years.

Approved uses that are rising in number include various types of agri-tourism that are approved as wineries, farm stands, commercial activities in conjunction with farm use or agri-tourism.

Issue: Events on farmland. The state is experiencing an increase in the number and approval paths for various types of events on farmland, only some of which are agri-tourism events, including through "commercial activities in conjunction with farm use," "home occupations," "farm stands," and "private parks." There is the potential for cumulative adverse impacts from such uses on nearby agricultural operations.

Non-farm uses are subject to local land use approval and must demonstrate that they will not force a significant change in or significantly increase the cost of accepted farm or forest practices on surrounding lands devoted to farm or forest uses (ORS 215.296). Allowing some non-farm uses and dwellings is a safety valve that recognizes that within farm zones there are small areas that can accommodate a rural use or dwelling without affecting an area's overall agricultural utility. Small lots with such non-farm uses and dwellings do not qualify for farm use tax assessment.

Table 4. Other Use Approvals on Farmland, 2012-2013

Use	2012	2013	Total
Accessory use	124	84	**208**
Agricultural building	166	214	**380**
Agri-tourism	5	10	**15**
Church	1		**1**
Commercial activities with farm use	20	16	**36**
Commercial dog boarding kennel		3	**3**
Commercial power generating facility	8	6	**14**
Community center	2	1	**3**
Farm processing facility	5		**5**
Farm stand	7	7	**14**
Fire service facility		1	**1**
Golf course		1	**1**
Guest ranch	1		**1**
Home occupation	23	18	**41**
Living history museum		1	**1**
Mineral Aggregate	8	7	**15**
Other	17	12	**29**
Personal-use airport	1	4	**5**
Private park/campground	9	2	**11**
Public park	4	4	**8**
Roads and Improvements	2	4	**6**
School	1		**1**
Solid waste disposal site		1	**1**
Transmission tower over 200 feet	1	1	**2**
Utility facility	17	11	**28**
Winery	6	6	**12**
Total	428	414	**842**

Land Divisions

As is true for dwellings, the number of land divisions and new parcels on farmland, both farm and non-farm, is down for the two-year reporting period, most likely due to the current economy.

Farm Divisions. Land divisions on farmland must meet the statutory minimum lot size of 80 acres (160 acres for rangeland) or be in counties that have approved "go-below" parcel minimums below these sizes. A "go-below" is a parcel size below 80 or 160 acres that has been approved by the commission as being adequate to protect existing commercial agriculture in an area. In 2012-13, there were 76 land divisions of 80 acres or more on farmland, nearly half of all land divisions on farmland. A large majority of new farm parcels of 80

acres or more occurred in eastern Oregon.

Non-Farm Divisions. Up to two new non-farm parcels may be divided from a tract that was in existence on July 1, 2001, for a dwelling if the new parcels are predominantly comprised of non-agricultural soils. In addition, non-farm land divisions are allowed for conditional uses that are approved on farmland. In 2012, 40 new parcels were created below the 80-acre minimum lot size requirement, while in 2013, 51 new such parcels were created, not counting the remainders from the parent tracts. These numbers are down significantly from past years. Some of these parcels were created for farm use in counties with "go-below" parcel size minimums. The counties with the highest numbers of new parcels below 80 acres were Deschutes and Umatilla. Two-thirds of all new parcels below 80 acres were five acres or smaller. (*See* Table 5.)

Issue: Rangeland divisions. The continuing break-up of large ranch properties into 160-acre parcels can make it increasingly difficult to generate reasonable economic returns from agriculture on these properties. While non-farm divisions from a parent parcel are limited to two, there is no limit on the number of farm divisions from a parent parcel over time.

Property Line Adjustments

For the first time, this report provides information on property line adjustments on farmland. Such adjustments are commonly employed for a variety of reasons. However, they may not be used to allow the approval of dwellings that would not otherwise be allowed, or to increase the size of new parcels created through Measure 49 to be larger than two or five acres. Property line adjustments, which appear to be increasing in number and are sometimes used in serial fashion on a single tract to effectively move an existing parcel to another location. Many of the reported property line adjustments involve multiple tax lots. In 2012, 251 property line adjustments were approved, while in 2013 the number was 264.

Table 5. New Parcel Approvals on Farmland by Size and County, 2012-2013

County	0 to 5 acres		6 to 10 acres		11 to 20 acres		21 to 40 acres		41 to 79 acres		80 to 159 ac.		160 to 319 ac.		320+ acres		Total	
	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013
Baker		1					2				1						**3**	**1**
Benton																	**0**	**0**
Clackamas										1							**0**	**1**
Clatsop																	**0**	**0**
Columbia																	**0**	**0**
Coos																	**0**	**0**
Crook	2	1		1	1	1			1	1		1	1	1	1		**6**	**6**
Curry																	**0**	**0**
Deschutes	7			2	1												**8**	**2**
Douglas		2	1	4							3	2	1				**5**	**8**
Gilliam																	**0**	**0**
Grant									1			1	3	1	3		**7**	**2**
Harney													2	4	1		**3**	**4**
Hood River	1																**1**	**0**
Jackson	2		2										2				**6**	**0**
Jefferson	2								1				2		2		**7**	**0**
Josephine																	**0**	**0**
Klamath	2	2		2		1				1		2		2	2	4	**4**	**14**
Lake								1						3		1	**0**	**5**
Lane								1									**0**	**1**
Lincoln																	**0**	**0**
Linn	1	1									8	1		1			**9**	**3**
Malheur	1	2	1	1		1		1									**2**	**5**
Marion												1					**0**	**1**
Morrow				2				1		1						2	**0**	**6**
Multnomah																	**0**	**0**
Polk																	**0**	**0**
Sherman	2		1	1													**3**	**1**
Tillamook																	**0**	**0**
Umatilla	2	2	1	2					3		3		1	2			**10**	**6**
Union		5			1										1		**2**	**5**
Wallowa													1		1	4	**2**	**4**
Wasco						2											**0**	**2**
Washington										1							**0**	**1**
Wheeler		2	1									2	1				**2**	**4**
Yamhill				1		1		2			1						**1**	**4**
Total	**22**	**18**	**7**	**16**	**3**	**6**	**2**	**6**	**6**	**5**	**16**	**10**	**14**	**14**	**11**	**11**	**81**	**86**

Oregon's Forest Land Protection Program

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

Approximately 20 percent of Oregon's land use base – 12.2 million acres – is in non-federal forest use, according to the Oregon Forest Resources Institute. Oregon is the nation's number 1 producer of softwood lumber and the forest products sector is Oregon's third largest industry. Forestry services and wood products manufacturing together generate almost $13 billion annually in sales. Forestry products and services employ over 85,000 people directly in Oregon and are critical to Oregon's rural communities. Annual wage income adds up to $3.5 billion.

Forest Land Use Policy

Oregon's forest lands protection program is based on several elements composed of statutory and administrative rule provisions and the forest lands goal, as interpreted by LUBA and the courts. These elements are held together in a program by Statewide Planning Goal 4, "Forest Lands." This goal requires the identification and zoning of forest lands and requires counties to review forest and non-forest uses according to statutory (ORS 215.700 to 215.755) and administrative rule (OAR chapter 660, division 6) provisions. The goal and administrative rule also incorporate statutory minimum lot sizes and standards for all land divisions (ORS 215.780).

Forest and Mixed Farm/Forest Zones

In Oregon, forest lands are protected from conversion to rural or urban uses by the use of forest and mixed farm/forest zoning. At present, about 8.2 million acres (30%) of non-federal land in Oregon are included in forest zones under Statewide Planning Goal 4. An additional 2.2 million acres (7.9%) of non-federal land is included in mixed farm/forest zones under OAR 660-006-0050.

Forest uses are encouraged and protected within forest and mixed farm-forest zones, while these zones also allow a variety of non-forest related uses. Large minimum lot standards and rigorous dwelling approval standards are intended to limit the conversion of forest land to non-forest uses.

Forest zoning has been instrumental in maintaining working forests in Oregon. The Oregon Department of Forestry reports that western Washington's annual loss of wildland forest between 1994 and 2005 was 10 times that of Oregon.

Trends in Forest Use

The protection of Oregon's working forest landscape through forest zoning over the last 35 years has had expected as well as unanticipated benefits for landowners, rural communities and the state, while some challenges remain. In addition to protecting the forest land base against conversion pressures, forest zoning has provided new recreation and tourism opportunities, yielded significant carbon sequestration and facilitated opportunities in harnessing energy from woody biomass.

Forest Land Conversion

Global competition, environmental controls and rising forest management costs over the past three decades are creating serious challenges to the continued economic viability of Oregon's working forests. Large areas of industrial forest land have changed hands in recent years and there is growing pressure to divide and convert forest land to other, developed land uses, as forest landowners seek current as well as long-term returns. Many mills across

the state have closed. As less federal and industrial forest land is available to harvest, more privately owned woodlots are being harvested.

In 2010 the Board of Forestry adopted a "no net loss" policy regarding non-federal wildland forest (forest land with fewer than five structures per square mile). While Oregon's large minimum lot sizes for forest land divisions and dwellings have significantly reduced the potential fragmentation and conversion of the forest land base, there is an ongoing market for 160-acre parcels for dwellings by buyers who do not wish to manage the land as a working forest. The department's transfer of development rights pilot program (HB 2228 in 2009 and HB 2132 in 2011) provides an incentive for forest landowners to transfer the right to develop forest land to other, more appropriate locations.

Growing numbers of dwellings in forested areas have increased conflicts for forest management and have increased fire hazard as well as the cost of fighting fires. Data from the Oregon Department of Forestry indicates that the cost of protecting a single dwelling in a forest zone in a remote area can cost $30,000 or more, in contrast to about $300 to protect a dwelling in a rural community.

Recreation and Tourism

Both public and private forest lands have long provided a variety of recreational opportunities for the public, and interest in outdoor activities continues to grow across the state. Recreation and tourism in and around forest areas provides personal and societal benefits as well as generates significant economic activity. A 2009 study for Travel Oregon and the Department of Fish and Wildlife found that in 2008, fishing, hunting, wildlife viewing, and shellfish harvesting participation and related expenditures generated $2.5 billion for Oregon's regions and counties. Many locations within Oregon, including those near forests, serve as appealing day and overnight destinations for both Oregon residents and out-of-state visitors who participate in outdoor activities. Forest zones allow a variety of recreation and tourism pursuits appropriate to a forest environment. Recreation and tourism opportunities in and near forest areas can be expected to continue to grow in the future.

Carbon Sequestration and Ecosystem Markets

Oregon's forests make an enormous contribution to carbon sequestration that will likely be increasingly tapped for ecosystem crediting purposes, providing a small stream of revenue for forest landowners. In 2009, the Pacific Northwest Research Station reported that, without Oregon's farm and forest land protection program, an estimated 1.2 million acres of forest and agricultural land in western Oregon would have been converted to more developed uses and that by maintaining these lands, the gains in carbon storage are equivalent to avoiding 1.7 million tons of carbon dioxide emissions annually.

> Without Oregon's statewide planning program, 1.2 million acres of farm and forest land in western Oregon would have been converted and 1.7 million tons of carbon storage lost.

As ecosystem markets develop for other environmental benefits, such as restoration or enhancement of riparian, in-stream or other habitats, wetlands, and so on, landowners should be able to realize small streams of income for these benefits.

Renewable Energy

Currently, much of the slash remaining from forest harvests is burned at the site and any potential energy lost. There is growing interest in capturing energy from forest biomass both through on-site pyrolysis and from the development of biofuel processing facilities. In addition, according to the Oregon Forest Resources Institute, about 15 percent of Oregon's forest land has the potential to provide useful woody biomass through thinning. All of these sources of renewable energy represent potential opportunities for forest landowners to realize a supplemental stream of income while harnessing a new renewable energy source.

Reported County Data on Forest Land

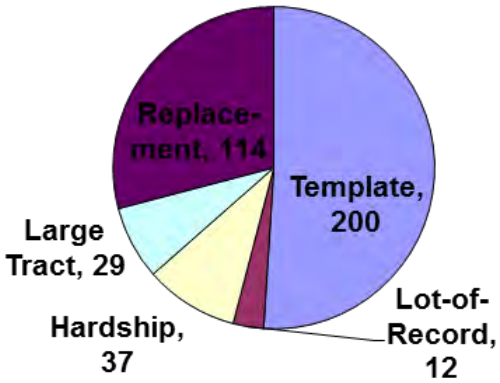
The data in this report are for all local land use decisions on forest land in forest or mixed farm-forest zones.

Dwellings

In forest zones and forested portions of mixed farm-forest zones, dwellings are allowed in five different circumstances and include large tract forest dwellings, lot-of record dwellings, template dwellings, replacement dwellings and temporary hardship dwellings. The total number of dwellings approved in 2012 was 189 and in 2013 it was 203, numbers that are lower than for previous years. It is likely that the low numbers reflect the fact that qualifying parcels are being gradually built out.

As shown in Figure 4, one-half of the 2012-13 dwelling approvals were for template dwellings, while more than one-quarter were for replacement dwellings, seven percent were for large tract forest dwellings and nine percent were for temporary hardship dwellings and three percent were for lot-of-record dwellings. (*See* Table 6 for data on all dwelling approvals.)

Figure 4. Dwelling Types on Forest Land, 2012-2013



Large Tract Dwellings. In western Oregon, large-tract dwellings must be on ownerships of at least 160 contiguous or 200 non-contiguous acres. In eastern Oregon, they must be on ownerships of 240 or more contiguous or 320 or more non-contiguous acres. In 2012 and 2013, 18 and 11 large-tract forest dwellings were approved, respectively. One-half of the approvals were in Jackson County. Table 7 size of the parcel for all dwelling approvals, by county, in 2012 and 2013.

Lot-of-record Dwellings. "Lot-of-record" dwellings may be approved on parcels that have been in the same ownership since 1985 and have a low capability for growing merchantable tree species. In 2012 and 2013, 6 such dwellings were approved in each year. These numbers are significantly lower than for previous years, as might be expected as existing lots-of-record are slowly built out. Lot-of-record approvals are spread fairly evenly across the state and are for parcels of all sizes that reflect existing lot configurations.

Template Dwellings. "Template" dwellings may be approved where there is a certain amount of existing development and parcelization within a 160-acre "template" centered on the parcel. In 2012, 95 template dwellings were approved, while in 2013 the number of approvals was 105. About 88 percent of the dwellings that were approved for both years were on the most productive forest soils. Almost two-thirds of the template dwelling approvals were for parcels smaller than 21 acres. The highest number of approvals for both years (as well as for the last two reporting periods) was Lane County, with 39 template approvals.

Temporary Hardship Dwellings. A temporary hardship dwelling is usually a manufactured home placed on a parcel temporarily for reasons of a specific hardship (usually medical) and must be removed at the end of the hardship. A temporary hardship dwelling may be sited in conjunction with any existing dwelling. In 2012, 22 temporary hardship dwellings were approved on forest land, while in 2013 the number was 15, numbers that are similar to previous years. These approvals are occurring evenly across the state. The department does not track the removal of hardship dwellings when they are no longer needed.

Template Dwelling Issues

Adjacent Land Ownership. The department has reviewed template and lot-of-record dwelling approvals to learn whether they are adjacent to public or private industrial timber ownerships, where they could conflict with adjacent forest operations. About 28 percent of template and lot-of-record dwellings approved in both years were adjacent to U.S. Forest Service, BLM, State of Oregon, or private industrial forest land. One-half of these approvals were for template dwellings adjacent to private industrial forest land, in many cases on parcels in the same private industrial forest land ownership.

Multiple template dwellings per tract. Statutory language permits one template dwelling per qualifying "tract." Because a "tract" is not tied to a specific date of creation, multiple parcels that comprise single tracts are being sold or otherwise conveyed to others and approved for template dwellings. This issue could be resolved by tying "tract" to a specific date of creation.

Rezonings for template dwellings. It can be easier to gain template dwelling approval than non-farm dwelling approval in the Willamette Valley, leading to the rezoning of land from farm zones to forest zones with sometimes inadequate justification. This effectively permits the expansion of the original footprint of land areas that potentially qualify for template dwellings. These expanded footprints expose growing areas of designated wildland forest to unanticipated template dwelling development. For this reason, department staff has recommended that designated Rural Reserves not be permitted to be subject to zone change while in reserve status. Department staff is also reviewing proposed rezonings in the Willamette Valley from farm to forest for adequate justification.

Replacement Dwellings. A replacement dwelling is a new home that replaces an older dwelling on a parcel. In 2012, 48 replacement dwellings were approved, while in 2013 the number was 66, figures that are lower than for previous years. Established dwellings that are being replaced must be removed, demolished or converted to another allowed use within three months of completion of the replacement dwelling. One-half of the dwellings approved for replacement in 2012 and 2013 were removed, while more than one-third were demolished and 10 percent were converted to non-residential use.

Cumulative Dwelling Approvals. Between 1986 and 2013, approximately 11,834 dwellings of all types were approved on forest land across the state. The graph in Figure 5 illustrates the number of dwelling unit approvals for each year since 1994 for the different dwelling types. Approvals for most types of dwellings have decreased over the years, especially after 2008.

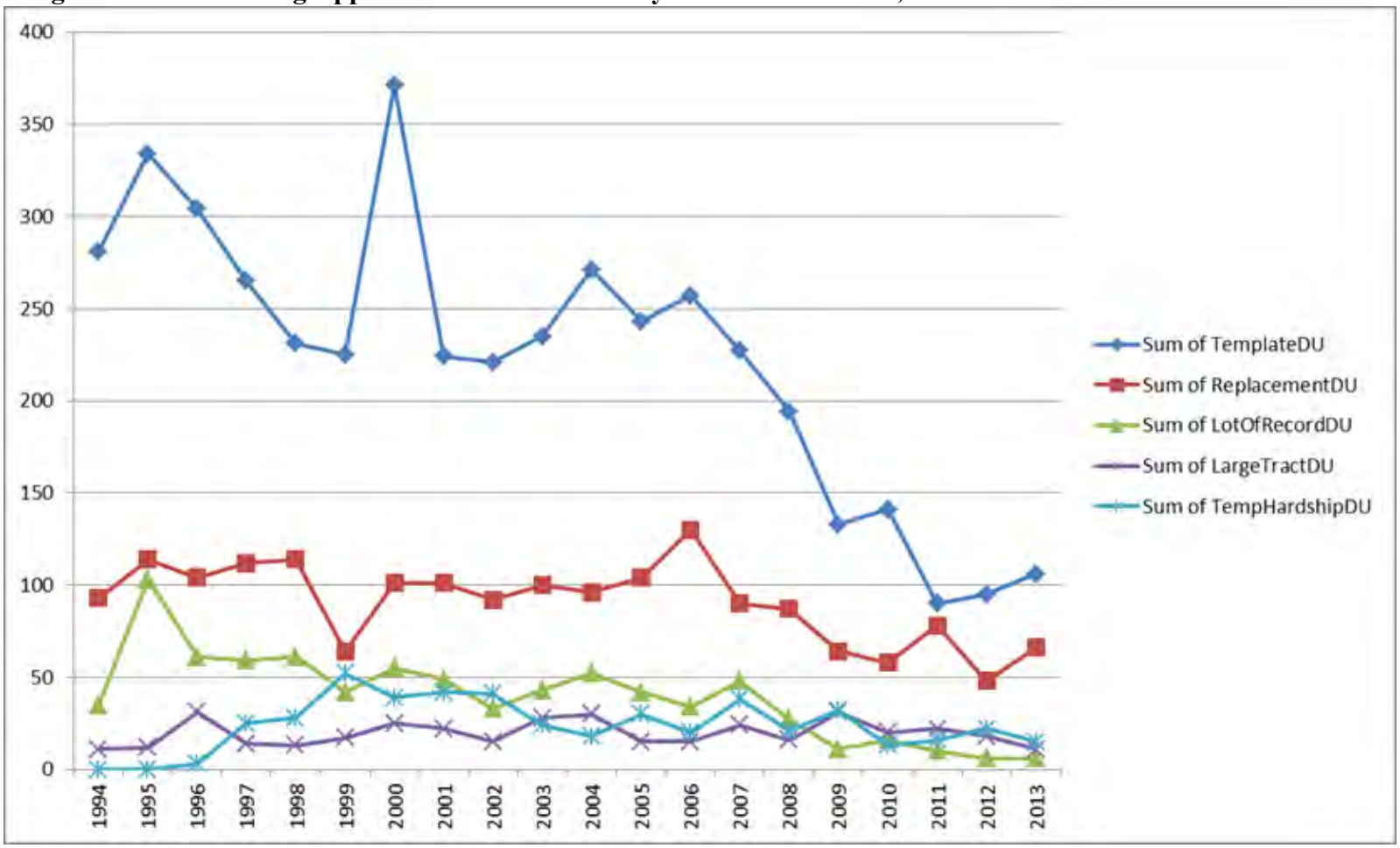
Table 6. Dwelling Approvals on Forest Land by Type and County, 2012-2013

	Large Tract		Template		Lot-of-Record		Temporary Hardship		Replacement		Total	
County	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	**2012**	**2013**
Baker										1	**0**	**1**
Benton						1	1				**1**	**1**
Clackamas	2	1	11	8	1	2	2	1			**16**	**12**
Clatsop			3						1		**4**	**0**
Columbia			10	8				2	1		**11**	**10**
Coos			14	2			2				**16**	**2**
Crook	1									1	**1**	**1**
Curry		1	2	3							**2**	**4**
Deschutes			1	2						1	**1**	**3**
Douglas			5	9	2		3		20	16	**30**	**25**
Gilliam											**0**	**0**
Grant	1		2							1	**3**	**1**
Harney					1					1	**1**	**1**
Hood River			1	2					1		**2**	**2**
Jackson	11	3	10	10		1	2	2			**23**	**16**
Jefferson											**0**	**0**
Josephine		1	1	5			2				**3**	**6**
Klamath			1	2					3	2	**4**	**4**
Lake											**0**	**0**
Lane	2	1	15	24			2	3	1	4	**20**	**32**
Lincoln			2	3							**2**	**3**
Linn			2	6			2		2	8	**6**	**14**
Malheur											**0**	**0**
Marion			4				1		1		**6**	**0**
Morrow		1	2	1							**2**	**2**
Multnomah										5	**0**	**5**
Polk			3	4			3	2	6	8	**12**	**14**
Sherman											**0**	**0**
Tillamook			2					1		1	**2**	**2**
Umatilla		1										**1**
Union					1	1		1	1	2	**2**	**4**
Wallowa		1		2	1	1	1	1			**2**	**5**
Wasco		1									**0**	**1**
Washington				5					6	9	**6**	**14**
Wheeler											**0**	**0**
Yamhill	1		4	9			1	2	5	6	**11**	**17**
Total	**18**	**11**	**95**	**105**	**6**	**6**	**22**	**15**	**48**	**66**	**189**	**203**

Table 7. Dwelling Approvals on Forest Land by Parcel Size and County, 2012-2013

County	0 to 5 acres		6 to 10 acres		11 to 20 acres		21 to 40 acres		41 to 79 ac.		80 to 159 ac.		160 to 319 ac.		320+ acres		Total	
	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013
Baker		1																1
Benton							1	1									1	1
Clackamas	4	2	3	2	1	2	6	4	1			1	1	1			16	12
Clatsop	2				1		1										4	
Columbia		2	3	3	3	4	5			1							11	10
Coos	3	2	3		4		2		3		1						16	2
Crook										1					1		1	1
Curry			1	1	1	1		1						1			2	4
Deschutes		2	1					1									1	3
Douglas	4	2	2	2	2	7	6	3	6	6	8	5	1		1		30	25
Gilliam																		
Grant											2		1	1			3	1
Harney		1									1						1	1
Hood River	2	1				1											2	2
Jackson	2	1	1	3	2	1	2	3	2	4	10	3	3	1	1		23	16
Jefferson																		
Josephine	1	1			1	1	1	1				2		1			3	6
Klamath	1	2			1	2					1		1				4	4
Lake																		
Lane	3	3	2	8	5	8	5	8	4	4	1	1					20	32
Lincoln				1	1	1		1	1								2	3
Linn	2	4		2	2	3	1		1	1		4					6	14
Malheur																		
Marion			2		1		1				1				1		6	
Morrow	2	1														1	2	2
Multnomah		1		2		2												5
Polk	2	2	1	3	3	5	2	3	4	1							12	14
Sherman																		
Tillamook							2			1				1			2	2
Umatilla																1		1
Union				2	1	2							1				2	4
Wallowa		1			1						1	1		3			2	5
Wasco														1				1
Washington	1	2	2	1		3	1	4		3	2					1	6	14
Wheeler																		
Yamhill	2		2	3	1	4	3	1	2	1		7	1	1			11	17
Total	**31**	**31**	**23**	**33**	**31**	**47**	**39**	**31**	**24**	**23**	**28**	**24**	**9**	**11**	**4**	**3**	**189**	**203**

Figure 5. New Dwelling Approvals on Forest Land by Year: All Counties, 1994-2013



Other Uses

In addition to a range of traditional forest-related uses, the commission has recognized that some non-forest uses are acceptable in forest areas. These uses are set forth in OAR 660-006-0025. In this biennial report, all types of use approvals are reported for the first time. The most commonly approved uses in 2012 and 2013, other than dwellings, were accessory uses, agricultural buildings, communication facilities (*see* Table 8). Total numbers of uses other than dwellings approved in 2012 were 72, while 76 such uses were approved in 2013, numbers that are consistent with previous reporting years.

Issue: Forest land fragmentation. Because subdivisions are not specifically prohibited in forest zones, large forest properties may potentially be subdivided into multiple large lots at one time with no limit on the number of new lots in a calendar year. While the large minimum parcel size in forest zones mitigates the potential for land fragmentation, the ability to subdivide without limit facilitates the continued break-up and sell-off of forest land for non-forest purposes. This issue could be resolved through legislation to prohibit subdivisions on forest lands.

Non-forest uses are subject to local land use approval and must demonstrate that they will not force a significant change in or significantly increase the cost of accepted farm or forest practices on farm or forest land. Allowing some non-forest uses provides a safety valve that can accommodate a rural use without affecting an area's overall forest utility.

Land Divisions

Forest Land Divisions. In 2012, counties approved the creation of 21 new forest parcels meeting the 80-acre minimum parcel size while 26 new forest parcels were approved in 2013, numbers that are lower than for previous years. Forest land divisions occurred fairly evenly across the state, although nearly one-quarter of all approvals were in Wallowa County. (*See* Table 9.)

Non-forest Land Divisions. Non-forest land divisions are allowed in only a few circumstances, including the creation of a parcel or parcels to separate one or more existing dwellings on a property. In 2012, 12 new non-forest parcels were created, and in 2013, 22 were approved, numbers that are similar to those for previous years. A majority of these parcels are 10 acres or smaller.

Property Line Adjustments

For the first time, this report provides information on property line adjustments on forest land. Such adjustments are commonly employed for a variety of reasons. However, they may not be used to allow the approval of dwellings that would not otherwise be allowed, or to increase the size of new parcels created through Measure 49 to be larger than two or five acres. Property line adjustments appear to be increasing in number and are sometimes used in serial fashion on a single tract to effectively move an existing parcel to another location. Many of the reported property line adjustments involve multiple tax lots. In 2012, 130 property line adjustments were approved, while in 2013 the number was 123.

Table 8. Other Use Approvals on Forest Land, 2012 and 2013

	2012	2013	Total
Accessory use	26	18	44
Agricultural building	8	13	21
Communication facilities	2	13	15
Exploration/production of geothermal/gas/oil	3		3
Fire station	2		2
Fish & wildlife structures	1		1
Forest operations/practices		1	1
Home occupation	8	2	10
Local distribution line		1	1
Logging equipment repair/storage	1		1
Mineral & Aggregate	9	5	14
Other	8	11	19
Private park/campground		2	2
Private seasonal hunting accommodations		1	1
Private temporary fishing accommodations	1	1	2
Public park		3	3
Reservoirs/water impoundment	1	2	3
Roads and Improvements	2	2	4
Water intake/treatment facility/pumping station		1	1
Total	**72**	**76**	**148**

Table 9. New Parcel Approvals on Forest Land by Parcel Size and County, 2012-2013

County	0 to 5 acres		6 to 10 acres		11 to 20 acres		21 to 40 acres		41 to 79 acres		80 to 159 acres		160 to 319 ac.		320+ acres		Total	
	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	2012	2013	**2012**	**2013**
Baker																	**0**	**0**
Benton					1												**1**	**0**
Clackamas	3	4									2						**5**	**4**
Clatsop			1														**1**	**0**
Columbia																	**0**	**0**
Coos		2															**0**	**2**
Crook																	**0**	**0**
Curry														2			**0**	**2**
Deschutes																1	**0**	**1**
Douglas	1	5				1											**1**	**6**
Gilliam																	**0**	**0**
Grant													1		2		**3**	**0**
Harney																	**0**	**0**
Hood River																	**0**	**0**
Jackson	2						1				1		3	1			**7**	**1**
Jefferson																	**0**	**0**
Josephine																	**0**	**0**
Klamath																2	**0**	**2**
Lake																	**0**	**0**
Lane	1	1															**1**	**1**
Lincoln																	**0**	**0**
Linn		2									1	2					**1**	**4**
Malheur																	**0**	**0**
Marion																	**0**	**0**
Morrow																	**0**	**0**
Multnomah																	**0**	**0**
Polk								1		1	1						**1**	**2**
Sherman																	**0**	**0**
Tillamook																	**0**	**0**
Umatilla																	**0**	**0**
Union														1	3	4	**3**	**5**
Wallowa														1	6	11	**6**	**12**
Wasco																	**0**	**0**
Washington		2	2														**2**	**2**
Wheeler														1			**0**	**1**
Yamhill		1				2					1						**1**	**3**
Total	**7**	**17**	**3**	**0**	**1**	**3**	**1**	**1**	**0**	**1**	**6**	**2**	**4**	**6**	**11**	**18**	**33**	**48**

Recent Statutory and Rule Changes

Statutory Changes to ORS 215 and Elsewhere

- HB 2393 (2013) – Redefines a facility for the processing of farm crops to include poultry processing in EFU zones.
- HB 2441 (2013) – Authorizes agricultural buildings for forest use in forest zones.
- HB 2704 (2013) – Creates new review standards for associated transmission lines in EFU zones.
- HB 2746 (2013) – Expands authorization for replacement dwellings in EFU zones.
- HB 3125 (2013) – Deletes the requirement that a parcel created to facilitate a forest practice that involves an existing dwelling meet the minimum parcel size of forest zones.
- SB 841 (2013) – Expands authorizations for wineries for activities and food in EFU zones.

Rule Changes to OAR chapter 660, divisions 6 and 33

- OAR 660-006-0025 (2013) – Authorizes emergency storage facilities in forest zones.
- OAR 660-033-0130 (2014) – Amends commercial solar review criteria for additional clarity regarding sensitive wildlife habitat in EFU zones.
- OAR 660-033-0130 (2014) – Authorizes youth camps in eastern Oregon in EFU zones.

Land Conversion Trends

While this biennial report focuses on the recent two-year reporting cycle for county land use decisions in farm and forest zones, cumulative data from historic reports as well as other sources provide important context for understanding the data and illustrate trends in land protection and conversion across the state. Land can be converted from farm and forest use to other uses in several ways. First, farm and forest land can be converted when it is approved for various non-farm and non-forest uses by counties. Second, conversion can be affected when the definition of farm or forest land changes in statute. Third, conversion can be affected when certain counties designate new lands as marginal. Fourth, when land is rezoned to other designations, such as through UGB expansion, conversion occurs. Finally, conversion can occur via ballot measure authorization.

The great majority of rural land conversion occurs through the approval of various non-farm and non-forest uses. Conversion occurs both through the physical loss of agricultural and forest land via development and what is called the "shadow effect" of development on nearby resource land. The "shadow effect" refers to the adverse impacts or conflicts that some non-farm and non-forest uses can have on farm and forest operations. These conflicts can interfere with accepted farm and forest practices, raise land costs, lead to the loss of farm and forest infrastructure, and promote the eventual conversion of resource lands to other uses.

Non-farm and non-forest uses with the potential for conflict include: (1) large-scale, land-intensive uses (*e.g.*, aggregate operations, golf courses, wetland creation), (2) cumulative incremental development (*e.g.*, dwellings, home occupations) and (3) activities and events (*e.g.*, outdoor mass gatherings, concert or wedding venues). While any of these individual uses may not pose problems, the approval of large numbers of such uses over time in a region can tip the balance of an area from commercial agriculture and forestry to hobby farm and forest landscapes.

Historical Development Approvals

For the first time, this report provides mapping of the location of county development approvals. The map in Figure 6 identifies dwelling approvals for all types of dwellings in EFU, forest and mixed farm-forest zones, excepting replacement dwellings, for the six-year period of 2008–2013. Dwelling approvals are concentrated in the Willamette Valley and southern Oregon.

The map in Figure 7 shows the locations of other approved uses in EFU, forest and mixed farm-forest zones over the same time period. The map does not reflect agricultural buildings or accessory structures. Uses are concentrated in the Willamette Valley, Jackson County and northern Oregon.

The map in Figure 8 identifies the locations of land divisions approved in EFU, forest and mixed farm-forest zones over the same time period. Land divisions are fairly evenly scattered across the state.

Figure 6. Dwellings in Farm and Forest Zones Map, 2008-2013

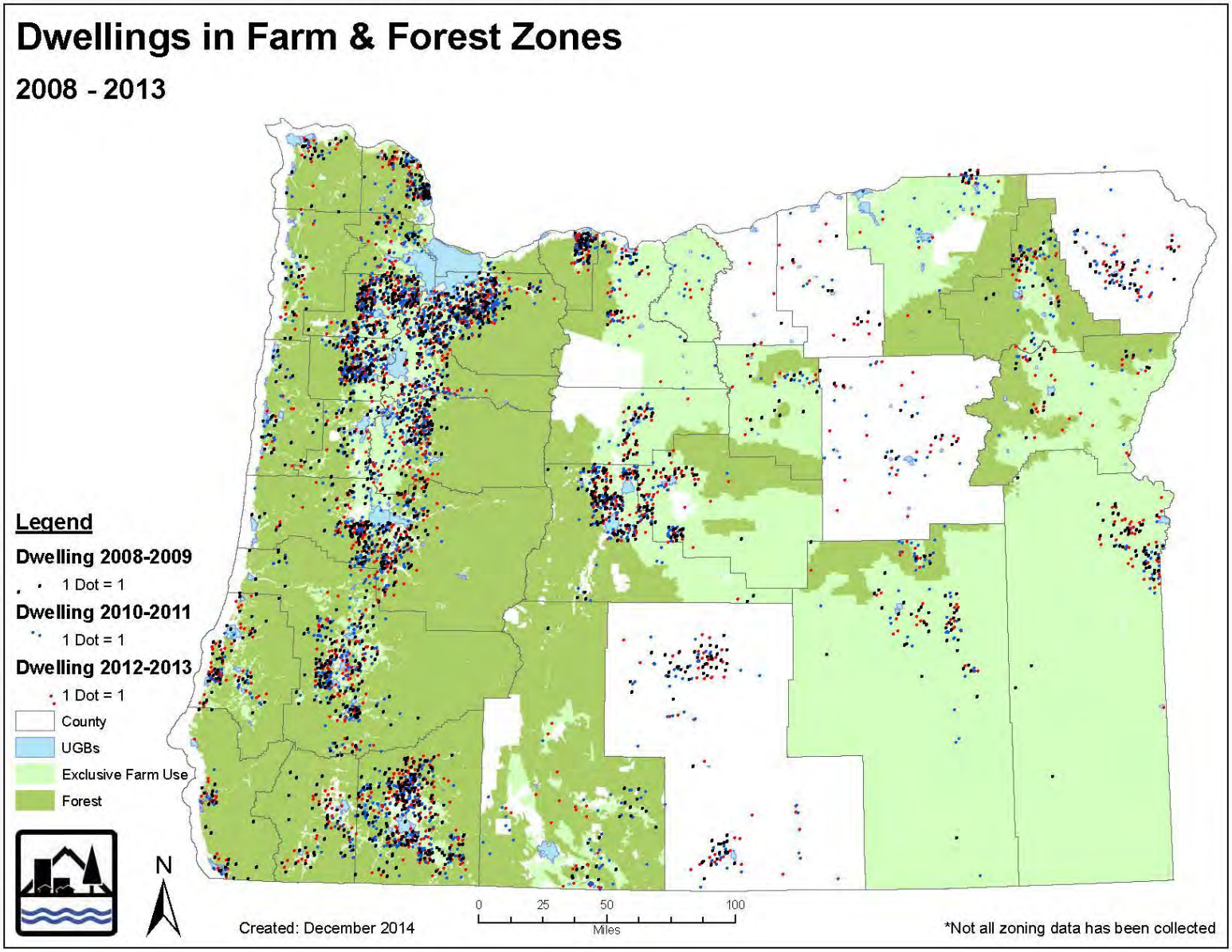


Figure 7. Other Uses in Farm and Forest Zones Map, 2008-2013

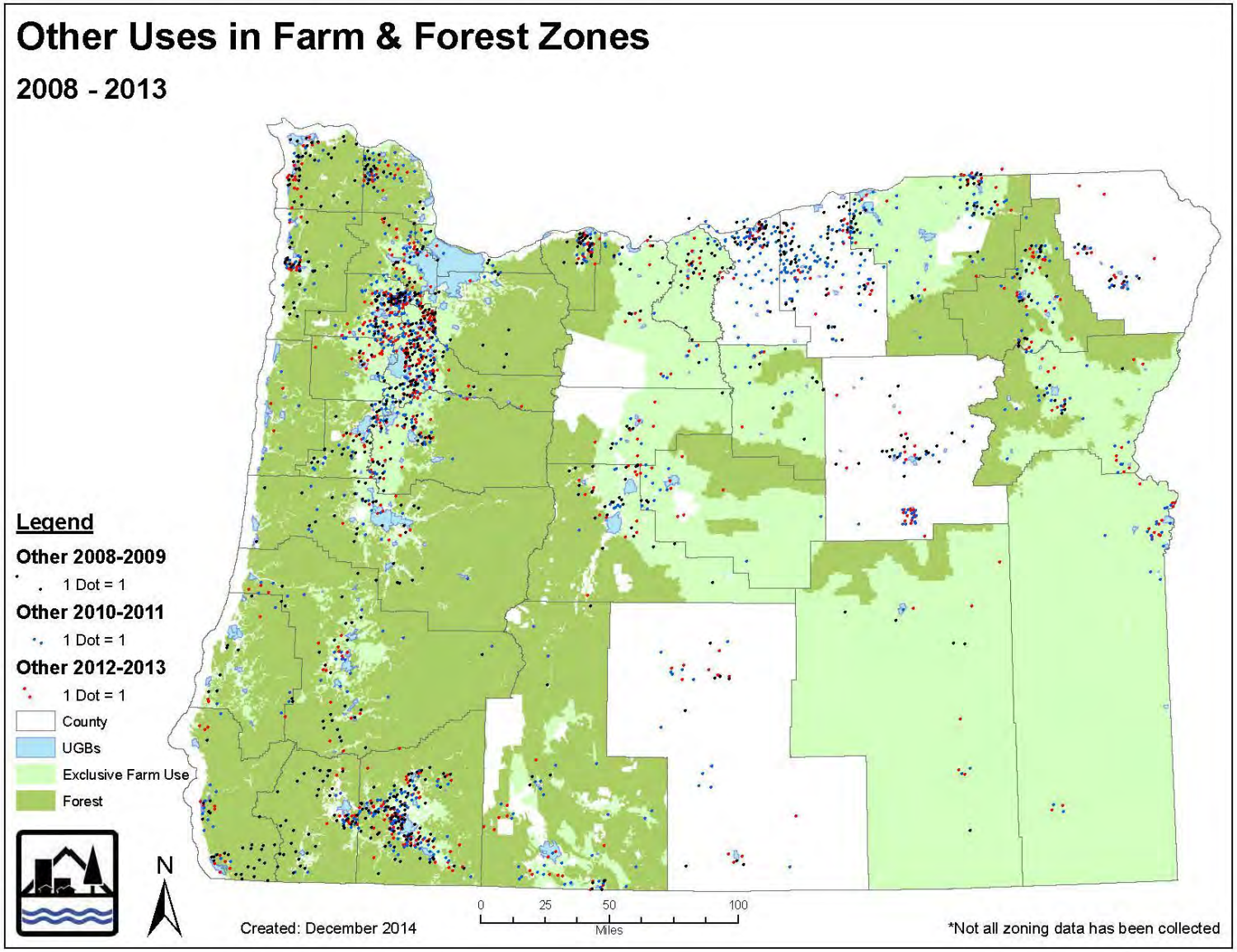
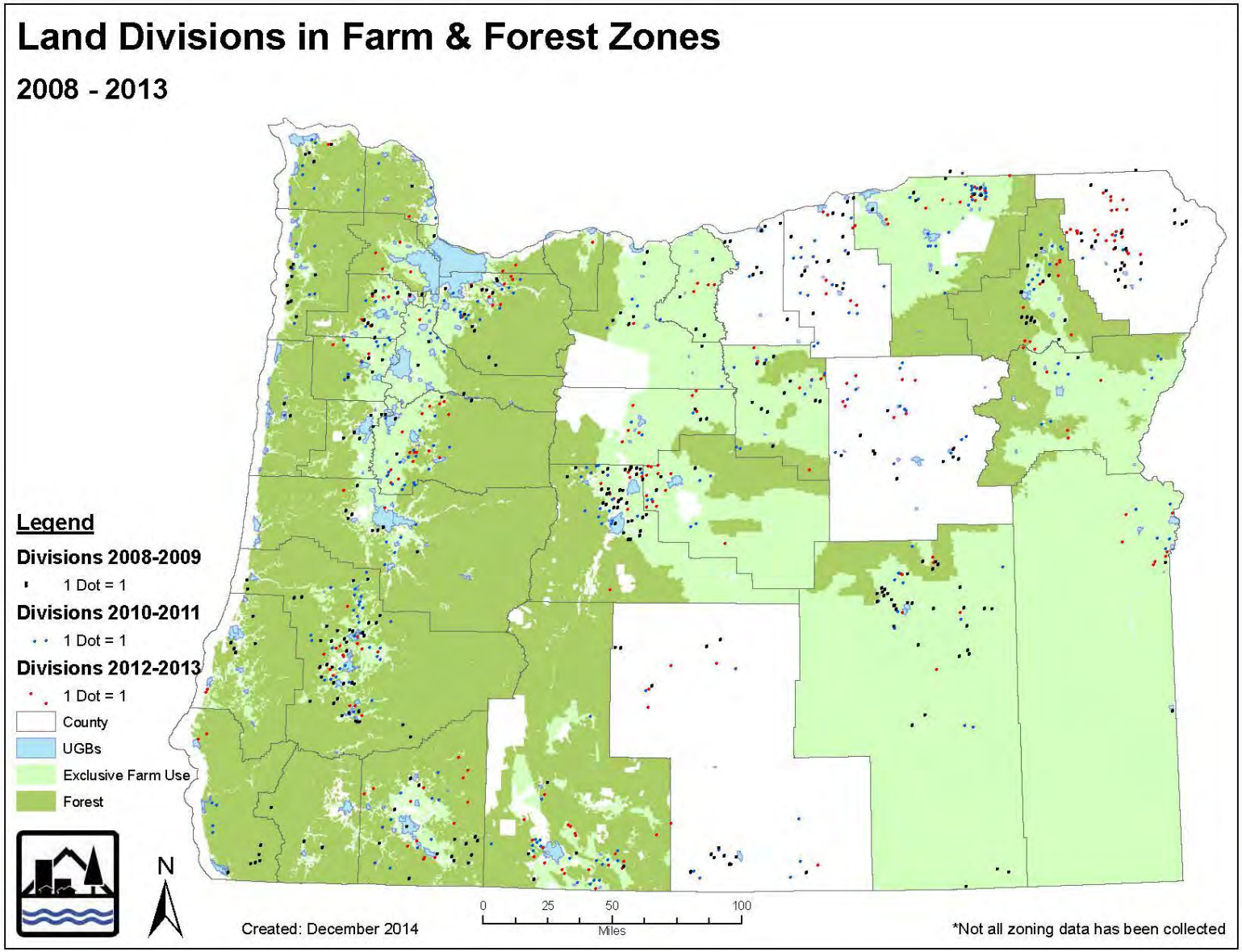


Figure 8. Land Divisions in Farm and Forest Zones Map, 2008-2013



Ballot Measures 37 and 49 Claims

In November, 2007, Oregon voters approved Measure 49, which modified Measure 37 and authorized the department to evaluate existing Measure 37 claims submitted to the state on or before June 28, 2007. DLCD received approximately 4,600 Measure 49 election returns and completed review of these elections by the June 30, 2010 statutory deadline.

House Bill 3225 (2009) and Senate Bill 1049 (2010) modified Measure 49, allowing previously ineligible claimants to pursue relief under Measure 49. The department finished processing these claims in 2011. Once DLCD has authorized a specific number of homesites, the property owner may then obtain necessary local permits.

Table 10 shows the number of Measure 49 authorizations by county for new dwellings and new parcels, as well as county approvals. A total of 6,224 new dwellings and 3,940 new parcels have been authorized. While the great majority of approvals were for land in farm and forest zones, a small number were for land in rural residential zones.

High-Value Farmland Mapping

Oregon Administrative Rule (OAR) 660-033-0080(2) requires counties to submit maps of high-value farmland along with any other amendments necessary to implement the requirements of Goal 3 and Division 33.

At this time, the department is only aware that five counties have identified high-value farmland. Hood River, Linn, Umatilla and Yamhill counties have identified and mapped their high-value farmland while Marion County has designated all the land within its EFU zone as high-value farmland and does not make such determinations case-by-case as part of land use decisions. The U.S. Natural Resources Conservation Service is currently updating soil capability classifications in several counties, which could lead to the need to update the categorization of soils currently identified in statute as high-value or not high-value soils. While existing or new soil classifications could become high-value, others could be re-designated not high-value. This will affect county approvals of certain uses in farm zones.

> ***Issue: Measure 49 dwelling authorizations.*** The introduction of thousands of new non-farm and non-forest parcels and dwellings into working farm and forest landscapes is of significant concern. The commission will consider rulemaking to allow counties to develop local transfer of development rights programs that enable willing landowners to transfer their rights to develop to other, more appropriate locations.

Marginal Lands

Only Lane and Washington counties have designated marginal land and continue to have the authority to do so. ORS 215.307 allows the siting of dwellings on existing lots on land designated as marginal, and requires these two counties to use the EFU requirements of ORS 215.213 on non high-value farmland rather than those in ORS 215.283 for approving farm dwellings and other uses in their EFU zones. The use lists for the two sections

are almost the same. Data for actions on EFU-zoned land in counties with marginal lands are tallied and summarized with that for all other counties in this report; marginal lands dwelling approvals are counted as non-farm dwellings.

Table 10. Total Measure 37 and 49 Authorizations by County

County	Claims	Claims Authorized	Authorized New Dwellings	Authorized New Parcels
Baker	97	66	112	54
Benton	80	57	91	53
Clackamas	863	673	1,158	810
Clatsop	52	29	45	27
Columbia	79	50	90	62
Coos	135	96	182	104
Crook	33	21	44	27
Curry	75	47	96	46
Deschutes	116	83	130	93
Douglas	168	124	208	148
Gilliam	1	0	0	0
Grant	5	3	5	5
Harney	0	0	0	0
Hood River	160	117	168	113
Jackson	349	265	445	306
Jefferson	142	86	185	113
Josephine	124	82	142	106
Klamath	139	92	195	78
Lake	1	1	1	1
Lane	327	237	466	290
Lincoln	78	62	110	49
Linn	270	182	331	222
Malheur	19	11	16	10
Marion	322	211	361	223
Morrow	0	0	0	0
Multnomah	72	50	84	39
Polk	247	168	302	184
Sherman	0	0	0	0
Tillamook	67	40	78	46
Umatilla	34	25	55	30
Union	31	19	28	20
Wallowa	38	29	63	37
Wasco	31	26	44	21
Washington	485	361	609	389
Wheeler	2	0	0	0
Yamhill	318	229	393	242
Totals	**4,960**	**3,542**	**6,237**	**3,948**

Rezoning

Rezoning to Urban Uses. Tables 11, 12 and 13 and Figure 9 summarize adopted plan and zone amendments to EFU, forest and mixed farm-forest zones for various planning periods. This data provides an important historic picture of rezonings to accommodate planned development in urban and rural areas. Table 11 provides information on urban growth boundary (UGB) amendments. During 2012 and 2013, there were 13 UGB amendments that brought 5,835 acres into UGBs, of which 4,467 acres were included within the new UGB for the City of La Pine in Deschutes County. Of the total new acreage added to UGBs in 2012-13, 1,316 acres (23 percent) were zoned for farm use and 1,272 acres (22 percent) were zoned for forest use.

Table 11. Farm and Forest Land included in UGBs by Year, 1988-2013

Year	Number	Acres	Acres from EFU Zones	Acres from Forest Zones
1988	12	516	150	68
1989	25	1,445	259	100
1990	9	2,737	1,734	17
1991	21	1,480	177	70
1992	15	970	297	120
1993	22	2,277	1,390	448
1994	20	1,747	201	20
1995	15	624	219	143
1996	19	3,816	2,466	16
1997	12	668	508	40
1998	21	2,726	493	2
1999	10	927	587	72
2000	8	624	0	0
2001	4	140	11	0
2002	55	17,962	3,281	1,659
2003	10	385	124	85
2004	7	3,391	2,090	176
2005	10	739	70	8
2006	15	3,231	670	27
2007	19	292	105	65
2008	6	972	949	0
2009	7	782	686	4
2010	5	58	37	2
2011	6	2,738	1,662	699
2012	6	4,941*	757	1,272
2013	7	894	559	0
Totals	**366**	**57,082**	**19,482 (34.3%)**	**5,113 (1.0%)**

* Includes new La Pine UGB, Deschutes County

Over the 25-year period from 1988 through 2013, approximately 57,000 acres of land were added to UGBs statewide, 23,959 acres (42 percent) of which was added to the Portland-area Metro UGB. More than one-third of the new acreage added to UGBs in this period originated from farm zones, while just one percent was from forest or mixed farm-forest zones.

As UGBs continue to expand, particularly onto high-value farmland and productive forest land in the Willamette Valley, fewer non-resources lands will be available to be brought into the boundaries, and more farm and forest land will come under pressure to include in UGBs.

Issue: Long-term resource land protection. In the long run, continued inclusion of productive farm and forest land in UGBs in the Willamette Valley risks undermining the state's agricultural and forest economies. Alternative growth solutions should be explored, including the more efficient use of land within UGBs, directing more growth into unincorporated communities and creating new towns.

Rezoning to Rural and Resource Uses. Table 12 provides data on changes from farm and forest plan designations and/or zoning to rural land uses. In 2012, 1,174 acres of EFU land were rezoned for rural development, while 79 acres of forest and mixed farm-forest land were rezoned for rural development. In 2013, 380 acres of EFU land were rezoned for rural development, while 147 acres of forest land were rezoned for rural development. Rezonings are required to be supported by an exception to Goal 3 or 4, except where lands can be demonstrated to be "non-resource" lands not subject to Goals 3 or 4.

In 2012 and 2013, 1,833 acres of EFU land were rezoned to forest or mixed farm-forest use, while 368 acres of forest land were rezoned to EFU or mixed farm-forest use. In many cases, these rezonings are intended to facilitate development that is allowed in one resource zone, but not another. For instance, it is easier to get template dwelling approval than non-farm dwelling approval in the Willamette Valley, prompting rezonings to forest use in this area, while it can be easier to get non-farm dwelling approvals over template dwelling approvals outside the Valley.

Table 13 identifies rezonings by county. As there are only six years of data available, it is not yet clear if there is a pattern to rezoning among counties.

Cumulative Rezonings. Between 1989 and 2013, a cumulative total of 21,372 acres of EFU land and 10, 625 acres of forest land have been rezoned for rural development, totaling 30,217 acres. Add the 24,595 acres of farm and forest land included in UGBs over a similar time period, and the total is 56,592 acres. While about 43 percent of this acreage was incorporated into UGBs, 57 percent of it was designated for rural development uses.

Table 12. Acres Re-designated from One Rural Zone to Another by Type and Year, 1989-2013

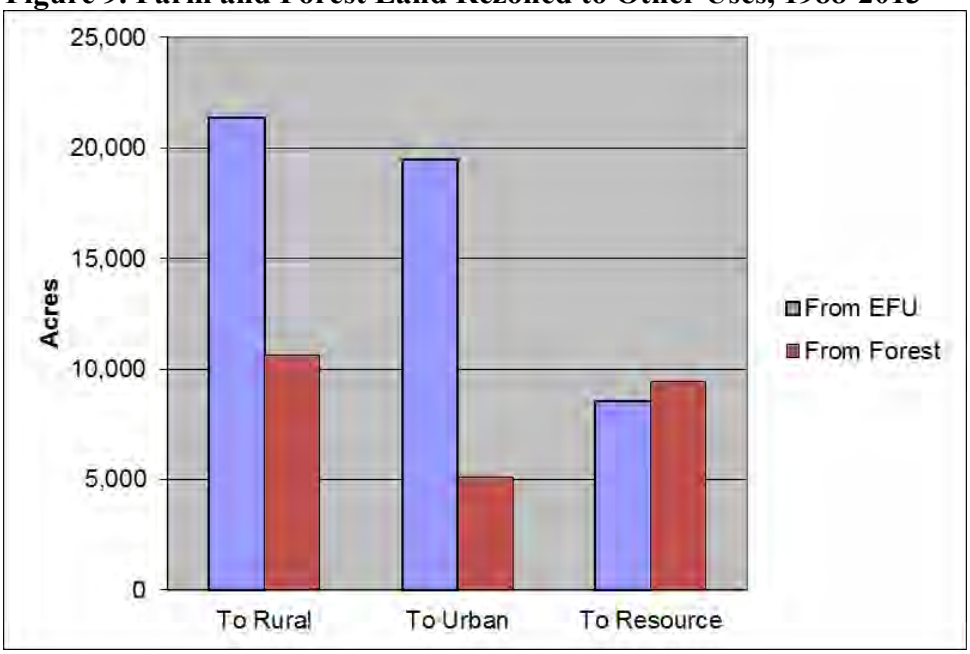
From EFU	To EFU	To Forest	To Commercial*	To Industrial**	To Residential	Subtotal	TOTALS
1989 - 1998	942,256	1,597	584	763	3,452	4,799	948,652
1999	2,181	271	19	547	795	1,361	3,813
2000	233	542	11	60	1,739	1,810	2,585
2001	148	67	11	31	283	325	540
2002	10	202	18	69	147	234	446
2003	77	90	21	2	283	306	473
2004	52	269	25	1,681	220	1,926	2,247
2005	21	988	479	772	414	1,665	2,674
2006	777	311	31	539	1,468	2,038	3,126
2007	2,020	1,115	2	342	1,704	2,048	5,183
2008		73	79	10	1,011	1,100	1,173
2009	53	459	6	375	396	777	1,289
2010	41	546	30	439	402	871	1,458
2011		199		288	270	558	757
2012		517	57	1,075	42	1,174	1,691
2013		1,316			380	380	1,696
Totals	947,869	8,562	1,373	6,993	13,006	21,372	977,803

From Forest	To EFU	To Forest	To Commercial*	To Industrial**	To Residential	Subtotal	TOTALS
1989 - 1996	8,497	36,854	16	252	3,480	3,748	49,099
1999	20				80	80	100
2000				23	132	155	155
2001					232	232	232
2002	109				113	113	222
2003	113				520	520	633
2004	50			82	95	177	227
2005	44	50		31	101	132	226
2006		163		3	292	295	458
2007		90	2	5	1,269	1,276	1,366
2008	131	509	3	212	5	220	860
2009		27		56	2,451	2,507	2,534
2010	10	378	215	185	489	889	1,277
2011	162		2		53	55	217
2012		80		5	74	79	159
2013	288		18	129		147	435
Totals	9,424	38,151	256	983	9,386	10,625	58,200

Table 13. Farm and Forest Land Rezoned to Other Designations by County, 2012-2013

	Exclusive Farm Use				Forest & Farm-Forest				
County	To Forest	To Rural	To Urban	Subtotal	To EFU	To Rural	To Urban	Subtotal	Total Rural/ Urban
Baker									
Benton		50		50					50
Clackamas	24		40	40					40
Clatsop									
Columbia									
Coos	322					18		18	18
Crook			176	176					176
Curry									
Deschutes		380	368	748			1,272	1,272	2,020
Douglas						44		44	44
Gilliam									
Grant									
Harney									
Hood River									
Jackson		693		693					693
Jefferson									
Josephine						30		30	30
Klamath									
Lake									
Lane	162		55	55	288				55
Lincoln	9								
Linn	43	58		58		121		121	179
Malheur			305	305					305
Marion			29	29					29
Morrow									
Multnomah									
Polk	1,273	7		7					7
Sherman									
Tillamook									
Umatilla		80		80					80
Union		61	343	404		8		8	412
Wallowa									
Wasco									
Washington									
Wheeler									
Yamhill		225		225		5		5	230
Totals	**1,833**	**1,554**	**1,316**	**2,870**	**288**	**226**	**1,272**	**1,498**	**4,368**

Figure 9. Farm and Forest Land Rezoned to Other Uses, 1988-2013



Non-resource Lands. Non-resource land designations are a subset of lands zoned for rural development. In 2012 and 2013, one-third of all such farm and forest land rezonings were based on claims that the land involved was not agricultural or forest land as defined by Statewide Goals 3 and 4.

Table 14 identifies nine counties that have identified "non-resource" lands over the years that have been planned and zoned for other rural uses and are no longer subject the provisions of Goals 3 and 4. The table underestimates the acreage actually rezoned to non-resource uses.

Lands that are identified as non-resource lands are not required to be supported by an exception to either of these goals. However, counties must have appropriate comprehensive plan and zoning provisions in place that specify how non-resource lands are to be identified and zoned. Appropriate data documenting the non-resource nature of the land must be provided as part of a post-acknowledgment plan amendment.

> ***Issue: Identifying non-resource lands.*** Concerns have been raised by counties and the department regarding how non-resource lands are identified by counties, their location and extent and about the appropriate level of rural development. There are currently no rules to provide guidance to counties interested in establishing a program to designate non-resource lands.

Typically, soils professionals contracted by landowners provide counties with more detailed soils data than that provided by the USDA Natural Resources Conservation Service. However, counties often do not know which sources of data to rely on. For this reason, the legislature passed HB 3647 in 2010 that authorizes the department to arrange for the review of

more detailed soils data, to provide quality control. LCDC adopted rule amendments in 2012 to implement this bill and the new program is now in effect and working smoothly. To date, the department has reviewed 25 soils assessments.

While there is no comparable DLCD role in overseeing challenges to forest land soil productivity, such challenges must utilize an Oregon Department of Forestry guidance document – "Updated Land Use Planning Notes – 2010" – as referenced in OAR 660-006-0010.

Non-resource lands were also addressed by the Legislature in 2009, when it adopted House Bill 2229, outlining a clearer path for counties to take in designating non-resource lands based on prior mapping errors. Finally, in 2012, the Governor issued Executive Order 12-07, which directs DLCD and other state agencies to work with three southern Oregon counties to develop a pilot program that allows regional variation in the designation of farm and forest lands.

Table 14. Acres of Non-resource Land by County

County	Acres Designated Non-Resource
Clatsop	2,351
Crook	23,261
Deschutes	380
Douglas	3,341
Jackson	505
Josephine	15,495
Klamath	34,718
Linn	120
Lane	495
Wasco	7,047
Total	**87,713**

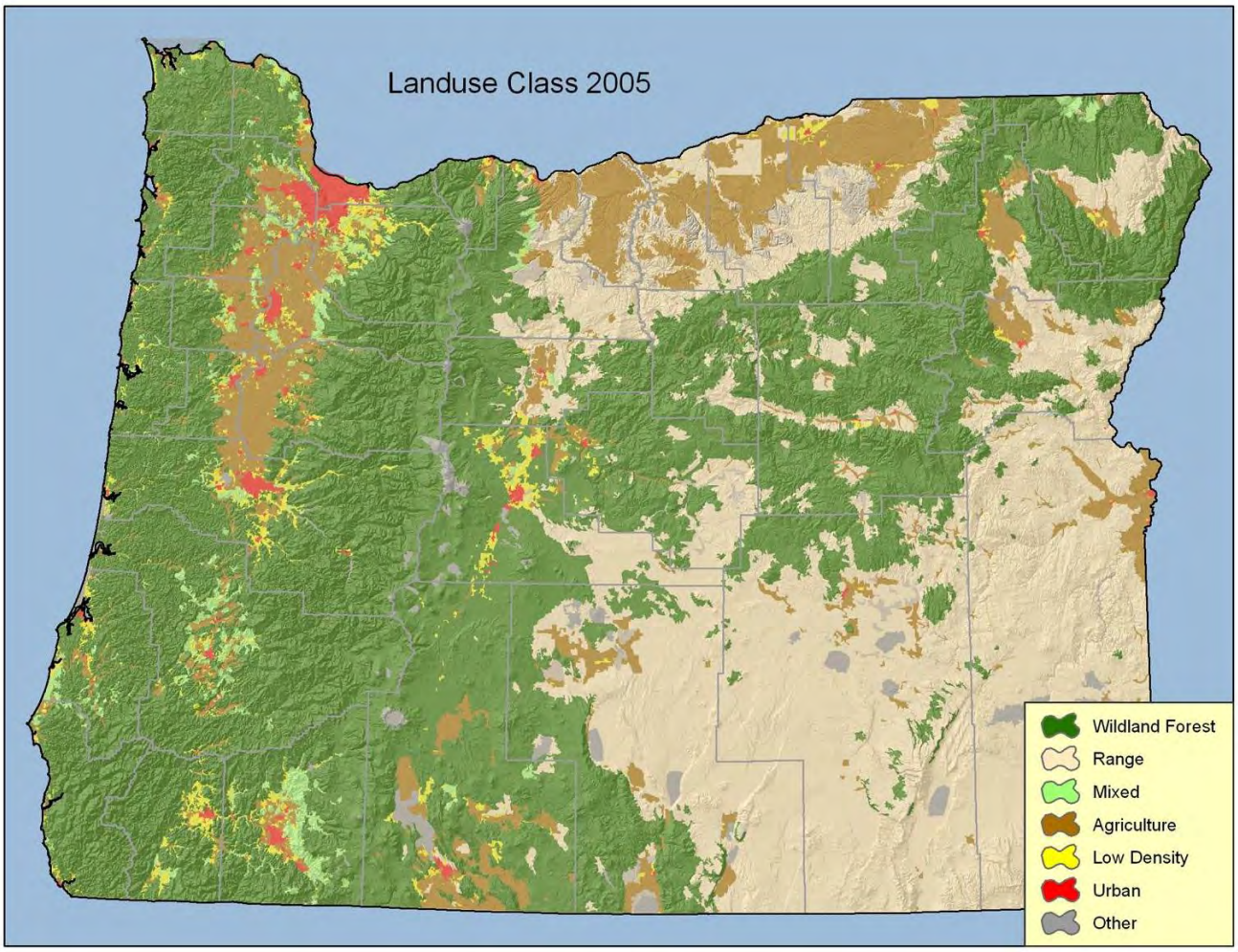
Changes in Land Use

Every few years, the Oregon Department of Forestry (ODF) publishes *Forest, Farms & People: Land Use Change on Non-Federal Land in Oregon,* which uses digital imagery based on 37,003 points across the state, to calculate changes in land cover over time for a variety of land use classes (*see* Figure 10). This data is valuable because it measures actual changes in land use, not just changes to plan or zone designations. Changes to plan and zone designations are not always followed by changes to land use, or changes to land use may follow only years later. For this reason, data on changes in land use represent a more accurate, timely and direct measure of land conversion from farm and forest uses to other uses than do changes to planning or zoning. This data provides another means to evaluate the effectiveness of Oregon's farm and forest land protection efforts.

ODF has tracked land use change in Oregon from 1974 to 2009 in a series of periodic reports. While there is currently no more recent data, the historic data

provides important baseline conversion information. The reports identify several land use classes, among them: wildland forest, wildland range, intensive agriculture, mixed forest/agriculture and mixed range/agriculture. These land use classes reflect both land cover and density of existing structures, which consist primarily of dwellings. Wildland forest and wildland range are those forest and range lands with densities of fewer than five structures per square mile, while the other three resource categories reflect resource land with densities of fewer than nine structures per square mile. These densities roughly reflect the densities of permitted farm dwellings and large track forest dwellings in exclusive farm use and forest zones, standards that were intended by ODF to reflect those used by DLCD.

Figure 10. ODF Land Use Classes



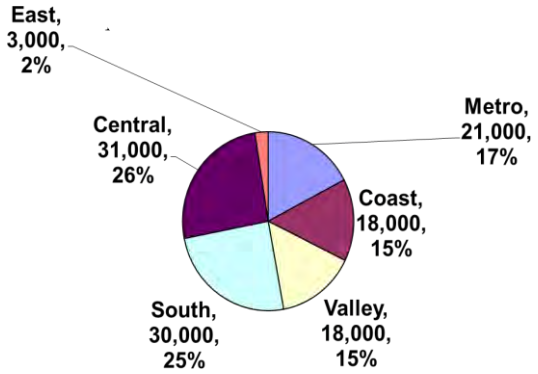
When the density of development in wildland forest and wildland range areas increases to more than one dwelling per 160 acres, the land is reclassified to another use class that reflects its new density. Usually, this will be one of the other three resource classes. When the density of development in the other three resource zones exceeds one dwelling per 80 acres, the land is reclassified as low-density residential, urban, or other.

ODF data on land use change captures not only converted farm and forest land that may have followed rezonings, but also the land that is converted within farm and forest zones. While DLCD data reports the number of approvals of dwellings, other uses and land divisions in farm and forest zones, this data does not capture acreage converted within the zones.

Figures 11 and 12 identify changes in farm and forest land cover between 1984 and 2009, using ODF data. This data reflects values for non-federal lands only. The 1984 date was used because it compares closely to the 1988 and 1989 dates that were first used by DLCD to track plan and zone changes out of farm and forest zones, and because all county comprehensive plans were acknowledged by the end of 1984. Data is rounded to the nearest 500 acres.

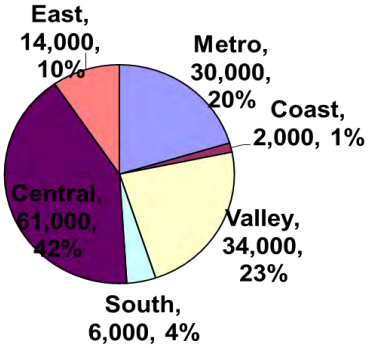
State Trends in Farm and Forest Land Conversion. ODF data shows that, in the 25-year period between 1984 and 2009, approximately 147,000 acres of farm and range land moved to more developed land classes. Almost half of all farmland conversion occurred in Central Oregon, while nearly one-quarter took place in the Metro area and one-quarter in the Willamette Valley.

Figure 11. Forest Land Conversion to Other Uses, 1984-2009



Similarly, in this time frame, 121,000 acres of forest and farm-forest land was converted to more developed classes, about one-quarter of this conversion occurring in Southern Oregon and one-quarter in Central Oregon, with the remainder of conversion split fairly evenly among the Metro area, Valley and Coast.

Figure 12. Farmland Conversion to Other Uses, 1984-2009



The 147,000 acres of farmland that fell out of farm classifications during the study period is approximately *four times* the acreage (34,856) that was rezoned from farm to other rural and urban zones in a similar time frame. In short, a significant amount of land is experiencing low-density residential development without being rezoned.

The 121,000 acres of forest land that fell out of farm classifications during the study period is approximately *ten times* the acreage (12,000) that was rezoned from forest to other rural and urban zones in a similar time frame. This means that an even greater proportion of forest land is being lost to forest use *within* forest zones than is true for farmland loss within farm zones.

There is an important caveat to these comparisons: the ODF definitions of conversion of farm and forest land reflect lower development densities than typically follow rezonings to rural or urban uses. Land is no longer considered in forest use by ODF when development densities exceed one dwelling per 80 acres, while rezonings from farm or forest zones typically result in development densities of one dwelling per 10 acres.

On the other hand, there is significant farm and forest land within the low-density residential land use class, which applies to land with nine or more structures per square mile and the loss of this land to development is not included in the foregoing conversion figures.

The ODF data suggest two conclusions: (a) that there continues to be significant flexibility within resource zones to accommodate dwellings, and (b) that the cumulative increase in numbers of dwellings and other development within resource zones raises concerns about *de facto* conversion of these lands to low-density residential use – particularly for forest lands where low-density residential uses signal an end to active timber management.

County Trends in Farm and Forest Land Conversion. Several counties stand out as experiencing particularly high levels of conversion from farm and forest land classes to more developed land classes. These include Deschutes County, which lost 10 percent of its farmland and 11 percent of its forest land in the 25-year time period. The Portland Metro counties were similarly affected, with Multnomah, Washington and Clackamas counties losing 28, 11 and 7 percent, respectively, of their farmland bases, and between three and four percent of each of their forest land bases. Other counties experiencing significant conversion trends include Jackson, which lost seven percent of its farmland and Coos and Lane Counties, which each lost five percent of their farmland.

Conclusion

Oregon's farm and forest land protection program has provided a significant level of protection to the state's working landscapes over the last three decades, generating important support for state and local economies and providing additional recreational, environmental and cultural benefits for Oregonians. Over the years, and in response to changing conditions, new trends, and regional variation, the department and legislature have continued to fine-tune the program to make it as effective as possible, while being sensitive to landowner interests and county resources. In this spirit, this report identifies several areas of concern that the department would like to pursue in the next biennium, through legislation, rulemaking and technical assistance to counties.

Oregon
John Kitzhaber, Governor

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January 14, 2015

TO: Karen Quigley, Director to Legislative Commission on Indian Services

FROM: Jim Rue, Director and Key Contact
Gary Fish, Alternate Key Contact, Planning Services Division GF

RE: **2014 Government-to-Government Report**

We are pleased to transmit this report in response to legislative direction ORS 182.162-182.168 (SB 770). The report describes activities and tribal contacts of the Department of Land Conservation and Development (DLCD or the department) for 2014, as required by statute.

Major Highlights for 2014

- ✓ The department's Government-to-Government team is fully participating in cluster and working group meetings and other tribal related activities.
- ✓ The Land Conservation and Development Commission (LCDC) held roundtable discussions during regularly scheduled meetings in North Bend/Coos Bay (March 2014), Ontario (July 2014) and Eugene (November 2014). This venue has traditionally provided an opportunity to hear from local jurisdictions and tribal governments.
- ✓ A representative of the Confederated Tribes of Siletz Indians is participating on the Urban Growth Boundary (UGB) Rulemaking Advisory Committee.
- ✓ The Confederated Tribes of the Coos, Lower Umpqua, and Siuslaw were awarded a Transportation Growth Management (TGM) grant to use in developing a land use and transportation plan for Coos Head, which the Tribe acquired from the federal government after a former military installation was closed and the site deemed as surplus. TGM is a joint program of the department and the Oregon Department of Transportation. A representative from the department serves on the joint TGM grant selection committee.
- ✓ At the request of the Tribes' economic development department staff and the City's attorney, the department is working with the Confederated Tribes of the Umatilla Indian Reservation and the City of Umatilla on the land use process for the City to take an exception to Statewide Planning Goal 11 to extend sewer service to the Tribes' McNary trust property outside the City's Urban Growth Boundary and adjacent to the Two Rivers Correctional Facility, which the City also provides sewer service to.

Department Relations with Indian Tribes

Oregon statutes (ORS 182.162-182.168, SB 770) require that state agencies that work with tribal governments submit annual reports describing their relationship in response to six factors. Each of the factors is listed below, along with DLCD's response:

(a) The policy the state agency adopted under ORS 182.164.
ORS 182.164 directs DLCD to develop and implement a policy that:

- Identifies agency staff responsible for developing and implementing agency programs that affect the Tribes;
- Establishes a process to identify agency programs that affect the Tribes;
- Promotes communication between DLCD and the Tribes;
- Promotes positive government-to-government relations; and
- Establishes a method of notifying agency staff of the statutory provisions and agency policy.

DLCD Response to Subsection (a)

The department's policy has evolved since Executive Order EO-96-30 directing that state agency heads "shall be accountable to the Governor's office for adopting a departmental State/Tribal Government statement…." The Executive Order directed departments to develop an "interest statement," and present it to tribal governments and state agencies at the September 23, 1997, conference on Government-to-Government relations. The department formally established an agency "Policy on Government-to-Government Relations with Oregon Tribes 07-02" in 2007. The purpose section of that policy states:

"The purpose of this policy is to establish, improve and maintain partnerships with Oregon's Indian Tribal governments, while seeking to better understand each other, and work cooperatively to identify and address mutual goals and concerns arising from state land use policy that affects Tribal interests. To the extent possible, work to have the growth management and resource conservation objectives of both the State and the Tribes compatible with one another. Improve upon or design solutions and programs to help reach these objectives."

The policy section of the 07-02 document reads:

It is the policy of the Oregon Department of Land Conservation and Development to:

- *Facilitate better relations between the Tribes and state and local government.*

- *Establish a notification process to better coordinate and inform tribes, and state and local governments about development projects under consideration, and about long-term economic and community land use objectives. Determine what projects and land use policy issues are of interest to the Tribes and keep them informed.*

- *Continue "Government-to-Government" relations on land use matters at the regional level between state agency contacts in the field (or region), local government planning department staff and Tribal administrators within the region, including Regional Partnerships and Regional Economic Revitalization Teams.*

- *Work with tribal governments to share information that supports development and maintenance of resource management plans, development policies and tribal zoning ordinances applicable to lands held in trust. In the interests of state, local and tribal governments, encourage tribal land use policies and zoning to be similar and compatible with Oregon's land use planning system, including policies for preserving Oregon's best agricultural lands.*

- *Continue to assist local governments and the Tribes in natural and cultural resource site protection programs under the statewide planning goals.*

- *Be accountable for a land use program that is coordinated and consistent with the efforts under the Governor's Coastal Salmon Restoration Initiative, and keep the Tribes informed of such actions that may affect tribal interests.*

- *Work with tribal governments and stakeholders to find ways to continue government-to-government relations with fewer resources.*

- *In conjunction with the work plans of the Natural Resources Work Group and Cultural Resources Cluster Group, continue to work with tribal governments to assess what implications state and local waivers issued under ORS 197.352 will have on tribal interests, particularly with respect to natural and cultural resources and sites.*

- *Involve tribal governments, through a Working Group and Economic Development Cluster, in the development of a work plan to address the process by which sewer service may be extended to tribal lands located adjacent to urban growth boundaries or unincorporated communities.*

In addition to the provisions of this policy aimed specifically at relations with Oregon's Tribal governments, the Department has reflected its overall communication policy with local governments, to include the Tribes, within DLCD Policy No. 06-01, Local and Tribal Government Communication Policy.

Accomplishments made by the Department in response to this policy, and since the Executive Order (EO-96-30) was established in 1996, are found in the Annual Reports presented each year to the Governor and Legislative Commission on Indian Services.

Please refer to the agency's Annual Reports, located on our website at http://www.oregon.gov/LCD/Pages/govtogov.aspx , under *Relations with Tribes* to learn more

about the establishment of the agency's policy for government-to-government relations that was formed under Executive Order 96-30 and ORS 182.164.

(b) The name of individuals in the state agency who are responsible for development and implementing programs of the state agency that affect Tribes.

DLCD Response to Subsection (b)

DLCD's Director, Jim Rue, is the primary (key) contact responsible for Government-to-Government relations, and for development and implementing of agency programs that affect Tribes. Gary Fish, a transportation/land use planner in the Planning Services Division, is the alternate key contact for the director. The primary and alternate key contacts along, with others assigned to the clusters or working groups, form the agency's team on government-to-government relations.

Primary Key Contact on Government-to-Government Relations:

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Primary Contact to Natural Resources Working Group:

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FAX: (503) 378-5518
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Alternate Contact to Natural Resources Working Group:

Gary Fish, Land Use/ Transportation Planner
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Phone: (503) 934-0030

FAX: (503) 378-5518
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Primary Contact to Economic and Community Development Cluster Group:
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Alternate Contact to Economic and Community Development Cluster Group:
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FAX: (541) 318-8361
E-mail: jon.jinings@state.or.us
Web Address: http://www.lcd.state.or.us

Additional DLCD staff members that are responsible for developing and implementing programs that may be of interest to the Tribes are listed below. They are available by dialing direct to the phone number indicated.

Bob Rindy, Sr. Policy Analyst and Legislative Liaison, Phone: (503) 934-0008
Tom Hogue, Economic Development Specialist, Phone: (503) 934-0066
Amanda Punton, Natural Resource and Aggregate Specialist, Phone: (971) 673-0961
Bill Holmstrom, Transportation & Growth Management, Phone: (503) 934-0040
Chris Shirley, Natural Hazards & Floodplains, Phone: (503) 934-0027
Steve Lucker, Floodplain Map Modernization, Phone: (503) 934-0043
Patty Snow, Ocean/Coastal Services Division Manager, Phone: (503) 934-0052
Gordon Howard, Urban Growth Management, Phone: (503) 934-0034
Amie Abbott, Executive Assistant to Director and LCDC, Phone: (503) 934-0045
Regional Representatives: See agency website for regional representative assignments.
http://www.oregon.gov/LCD/Pages/repslist.aspx

The department's primary and alternate key contacts are responsible for assuring that the department is kept apprised of activities that may be of interest to the Tribes, to provide appropriate tribal contacts, and to ensure that the Tribes are informed of department activities. The department recognizes that maintaining good communication is a benefit to the Tribes and to the State of Oregon.

Oregon local governments (cities and counties) are responsible for carrying out the statewide land use planning program through locally-adopted comprehensive plans and zoning codes that are approved by the state. Tribal reservations and trust lands are not subject to state and local land use laws, but these laws occasionally affect the use of Tribal lands. Under ORS 182.162-182.168, DLCD promotes government-to-government relations between the Tribes and Oregon's local governments.

(c) The process the state agency established to identify the programs of the state agency that affect Tribes.

DLCD Response to Subsection (c)

DLCD informs the Tribes of agency programs that affect the Tribes, primarily through agency participation in three of the cluster or working groups established following the 1996 Executive Order 96-30 that formalized the government to government relationship. The agency actively participates in the Natural Resources Working Group, Cultural Resources Cluster Group, and Economic Development and Community Services Cluster Group, each of which is made up of representatives from other state agencies, and from the nine Tribes. These groups provide a forum for two-way communication and government-to-government relations. As directed by the agency's primary and alternate contacts, the contacts assigned to the clusters provide periodic updates to the Tribes on agency program activities, while the Tribes inform contacts of relevant tribal programs, and agency programs affecting the Tribes.

DLCD also meets with individual tribes to address specific issues as they arise in regions around the state. These department efforts have proven very successful, given the diverse interests of the Tribes, and the complexity of land use issues that affect the Tribes' unique interests. DLCD also maintains a web site, which includes a section on government-to-government relations. That site is available to keep tribal governments and other Oregonians informed of agency activities.

DLCD participation in the cluster and working group meetings is reflected in the following list of meetings:

Natural Resources Working Group: The department participated in the March 20, 2014 meeting in Salem and the August 6, 2014 meeting, also in Salem. Gary Fish attended the March 20 meeting and Katherine Daniels attended the August 6 meeting.

Cultural Resources Cluster Group: The department participated in the May 21, 2014 meeting at the Grand Ronde Reservation and the September 16, 2014 meeting in Salem. Gary Fish attended both cluster meetings.

Economic Development and Community Services Cluster Group: The department participated in the March 7, 2014 meeting hosted by the Confederated Tribes of the Siletz Indians in Lincoln City, the May 9, 2014 meeting held in Salem, the September 25, 2014 meeting held on the Umatilla Reservation, and the December 4, 2014 meeting held in Salem. Gary Fish attended the March 7, May 9, and December 4 cluster meetings. Grant Young, DLCD's Regional Representative in Eastern Oregon, attended the September 25 meeting held on the Umatilla Reservation.

Other Government-to-Government Meetings:
The department's Alternate Key Contact, Gary Fish, and the Ocean/Coastal Services Division Manager, Patty Snow, attended the Annual LCIS Spring Gathering meeting at the Grand Ronde Reservation on May 21 and May 22, 2014.

(d) The effort of the state agency to promote communication between the state agency and the Tribes, and government-to-government relations between the state and Tribes.

DLCD Response to Subsection (d)

Including the Tribes in stakeholder meetings and activities, and moving towards written agreements with Tribes when possible, is a significant step for promoting two-way communication and government-to-government relations. As explained in greater detail below, the department's designated contacts and others have participated in three of the cluster groups or working groups, as well as with the Tribes directly. Previous land use discussions with the Legislative Commission on Indian Services have also promoted good communications and government-to-government relations between DLCD and tribal governments. DLCD is committed to continue those efforts.

Roundtables: Contributing to meeting its government to government policy objectives, DLCD schedules a roundtable discussion with local and tribal governments each time the Land Conservation and Development Commission (LCDC) conducts a meeting outside of Salem. Tribal participation is also welcomed at the Commission's regular meetings in Salem, although those meetings typically do not include a roundtable discussion. The purpose of the roundtable is to provide an opportunity for local and tribal governments to hear and participate in discussions on issues of mutual importance. In 2014, three out-of-town LCDC meetings included a roundtable that allowed for local and tribal government participation. Although the Commission welcomes participation from all of the Tribes, advance notice of a roundtable is mailed to the Tribes located in or near the region where each LCDC meeting is held.

The agency is committed to conducting its regular meetings around the state as often as possible, and will continue to invite tribal governments to participate in the roundtables, as well as the

meetings themselves.

Web-based communication: DLCD's web site (http://www.oregon.gov/LCD/), under the link "Relations with Tribes," provides information on the agency Government-to-Government program, contacts, DLCD's interest statement, annual reports, and links with other tribal web sites. When notified, DLCD updates its contact list to reflect changes in Tribal administration and tribal councils. Contact lists are also improved through the state/Tribal cluster groups.

(e) A description of the training required by statute. (ORS 182.166(1) pertains to training(s) offered by the Department of Administrative Services at least once a year.)

DLCD Response to Subsection (e)

As noted above, the agency's Alternate Key Contact, Gary Fish, and the Ocean/Coastal Services Division Manager, Patty Snow, attended the Annual LCIS Spring Gathering meeting at the Grand Ronde Reservation on May 21 and May 22, 2014. In addition, several agency staff attended Tribal Government Legislative Day at the Capitol Building on February 13, 2014.

Throughout this report, department participation in Tribal clusters and working groups is described. These meetings are an important source of training for department staff in a wide range of subjects of concern to the tribes. Frequently, information gained in this manner is shared with other members of the department, as appropriate.

(f) The method the state agency established for notifying employees of the state agency of the provisions of ORS 182.162 to 182.168 and the policy the state agency adopts under ORS 182.164.

DLCD Response to Subsection (f)

The department policy under these statutes is Number 07-02, Policy on Government-to-Government Relations with Oregon Tribes, and the strategic plan. The policy, effective on May 14, 2007, is based largely on the existing government-to-government program and on the policy "interest statement" established on September 23, 1997 under Executive Order 96-30. Policy 07-02 is stated below under "*Department Statement*."

When new staff that may work with a Tribe is hired, the department's primary and alternate contacts arrange for staff's attendance at annual training, brief them on cluster and working group activities, and provide an overview of the statutory requirements for working with tribal governments on agency activities.

Programmatic Issues of Ongoing Interest

The department continues to offer growth management and natural resource conservation services to all the Tribes, and is working with some of the Tribes in several areas. These include

the Oregon Coastal Management Program (OCMP), Oregon Ocean Policy Advisory Council (OPAC), flood plain management services, rulemaking, local government plan amendments, and periodic review. All of these activities are in addition to the work the department's primary and alternate contacts do with three of the cluster groups formed by state agencies under ORS 182.162-182.168.

Goal 5: A key issue identified by the Tribes is the need for the Land Conservation and Development Commission (LCDC) to better protect natural and cultural resources during the land development process. Please refer to DLCD's 2003 Report for further discussion of Statewide Planning Goal 5 related to protection of cultural resources.

Fee-to-Trust: The department and its Ocean and Coastal Services Division are active participants in the Bureau of Indian Affairs (BIA) fee-to-trust process. BIA routinely sends the Governor notification of pending fee-to-trust transfers, and the Governor's office coordinates responses from several departments back to the BIA. When coastal sites are being considered, BIA's notice of the consistency of these transfers with the Oregon Coastal Zone Management Program is sent directly to the department. In coordination with the Governor's office, DLCD works cooperatively with tribal governments, BIA, and affected local governments in addressing the state's interests in these transfers. DLCD also works with "coastal" tribes (Confederated Tribes of Siletz Indians, Confederated Tribes of Coos, Lower Umpqua and Siuslaw Indians, and the Coquille Indian Tribe) to assure coastal program consistency, including the proper coordination of land use issues. The department's coordination with the Tribes usually occurs through a combination of meetings, phone calls, e-mails, and written correspondence.

Coastal: Our Ocean and Coastal Services Division invites tribal government representatives from the three coastal Tribes to participate in periodic meetings held at the coast with local jurisdictions and other coastal program partners. Several of these meetings have occurred since the submittal of DLCD's 2013 Government-to-Government Annual Report. The division also reviews federal energy projects on the coast to ensure consistency with Oregon's Coastal Zone Management Program. These projects often involve the Tribes, including the Columbia River Inter-Tribal Fisheries Commission (CRITFC).

The department also serves as staff to the Oregon Ocean Policy Advisory Council (OPAC). The membership of OPAC is defined by Legislation and includes one seat for the "coastal" Indian Tribes. In addition, the department, through the Ocean and Coastal Services Division, concluded rulemaking for Oregon's Territorial Sea Plan which was approved in early 2014. The rulemaking targeted wave energy production in a manner that protected coastal resources, including fisheries resources. The Coquille Indian Tribe was represented on the Territorial Sea Plan Advisory Committee.

Issues and Concerns

DLCD's involvement to date in tribal affairs has resulted in many questions and discussions about ways to address various ongoing issues and concerns.

- Continued issues and some difficulty with trying to fit tribal projects and planning into the state-local land use planning framework that does not include a clearly defined role for tribal governments nor is it applicable to Tribal trust and reservation land;

- Limited ability to address ongoing local government and Tribal coordination issues in general, and certain more specific issues important to local interests such as loss of property taxes, payments for local services, fear of a loss of local control over Tribal trust properties, and impacts on local government land use planning; and

- Limited financial and other resources are available to support Tribal transportation and land use planning, and cultural and natural resource identification, protection, and planning efforts; and

- Despite continued efforts, it remains not entirely clear whether all local Oregon jurisdictions fully understand or respect the nature and scope of tribal sovereignty for Oregon's nine federally recognized tribes or the department's Government-to-Government relationship with them. The department will continue to make it a priority to seek opportunities to discuss its Government-to-Government relationship with local jurisdictions as the need arises in general and on a case by case basis.

The department will strive to continue to address ongoing issues and concerns of importance to the Tribes, and new ones as they arise in the coming year.

Conclusion

DLCD's ability to meet with the Tribes and follow-up in a timely manner increased with the establishment of a team of staff members to work on government-to-government relations, including the agency director as the primary key contact. The team has evolved since the designation of a new alternate key contact in 2012, with some consolidation and reorganization of the department's Government-to-Government team to better address coverage. Staff will continue to endeavor to meet with the Tribes and seek resolution of issues in a timely and respectful manner. The training and education of new and existing staff remains an important priority within the department.

The department continued to make progress in coordination with an increase in outreach to Tribes during the past year. Progress toward addressing the limited financial assistance to the Tribes was made in 2014 through the awarding of a joint DLCD/Oregon Department of Transportation TGM grant to the Confederated Tribes of the Coos, Lower Umpqua, and Siuslaw for developing a land use and transportation plan on Tribal property at Coos Head. The

department looks forward to continued cooperation with Tribal governments in the coming year, and to an ongoing positive working relationship with the Tribes and with the Legislative Commission on Indian Services and its staff.

Oregon
John A. Kitzhaber, M.D., Governor

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February 1, 2014

The Honorable Senator Richard Devlin
The Honorable Representative Peter Buckley
Joint Committee on Ways and Means
900 Court Street NE
H-178 State Capitol
Salem, OR 97301-4048

Dear Co-Chairpersons:

This letter provides the report to the Joint Committee on Ways and Means as required by a budget note adopted during the 2013 legislative session by the Joint Ways and Means Committee. The Department of Land Conservation and Development (DLCD) requests the Joint Committee on Ways and Means acknowledge receipt of this report.

Nature of the Request

In approving DLCD's 2013-15 budget, the Natural Resources subcommittee of the Joint Ways and Means committee reviewed and approved a transformation initiative called Information Management Modernization Initiative (IMMI). The committee recommended funding the second phase of this five-year initiative, and the legislature approved it with the following budget note:

> The Department of Land Conservation and Development (DLCD) is directed to work with the Department of Administrative Services (DAS) in the development of a plan for implementing business and technology improvements to its existing business processes, databases, tools, and applications as identified in the "scope of work" defined in DLCD's "Information Management Modernization Initiative (IMMI) Strategic Action Plan 2012-2017." DLCD and DAS are directed to provide the Legislative Fiscal Office (LFO) by February 1, 2014, with final copies of all foundational project management documentation; a project work plan and budget; and a current project status report showing progress against original goals and objectives. DLCD is further directed to provide a report to the Joint Committee on Ways and Means during the February 2014 legislative session on the status of IMMI.

The Strategic Action Plan referred to in the budget note is a complete plan that includes the required foundational project management documentation, except for alternatives analysis. Because the initiative includes more than 75 projects, alternatives analysis was not considered feasible or suitable. The remaining documentation is incorporated in the plans for each significant project. The initiative is designed for flexibility and adaptability throughout its five-year period. As discussed with the 2013 Joint Ways and Means Subcommittee on Natural Resources, the plan evolves according to project needs and available resources. This evolution includes combining projects, modifying solutions based on current

analyses, eliminating projects, leveraging DLCD staff as available, and adding new projects. The 2013 Legislature approved a funding package that was 50 percent less than the original agency request. As a result, the department has adjusted the timing and content of the original strategic plan. Current and future projects over the remaining 3.5 years of this initiative are described in the Foundation Highlights document (Attachment 1).

In addition to the information provided in this letter regarding IMMI, the department is prepared to answer any questions about the initiative, resources and impacts on local governments at the next meeting of the Joint Committee on Ways and Means.

STATUS REPORT

Agency Progress (July 2012 – January 2014)

DLCD's Information Management Modernization Initiative (IMMI) contains over 75 projects. Thus far, the department has completed 24 projects of different magnitudes and complexity with a mixture of internal and external resources. Overall, the department has modernized two critical databases (with two more in progress), established a governance structure to guide the initiative over its five-year life, engaged a cross-section of personnel to work together on project teams, and enhanced the skills and abilities of many employees. Accomplishments are summarized below, prefaced by a brief restatement of initial conditions, organized by architecture as in the IMMI plan but in order of significance. Refer to the Strategic Action Plan August 2012 for more detail.

1. Organization (overall)

<u>Developing personnel; adding needed skills</u>

Historically, the department has not been able to properly maintain or enhance information resources, nor has it been able to put those resources to best use. Some employees needed to update existing skills, some employees needed new skills, and others needed more advanced skills. The most cost-effective way to provide most of the missing capabilities is to build on the skills and interests of existing personnel. Using this strategy, only one position was requested for 2013-15.

STATUS: The department developed an agency-wide training plan (Attachment 2) to increase current skill sets needed to maintain and use the new resources and enterprise platform effectively. The training plan is funded through existing department resources. More than 20 employees have received one or more training courses on a variety of technologies and some have received project management training. In addition, the department leveraged prior communications training sessions provided to all staff by hosting a three hour facilitated course on improving communications. A part-time limited duration database administrator, approved by the 2013 Legislature, is currently in recruitment. The department anticipates it will request a permanent, full-time position and accompanying funding levels in support of the position for the 2015-17 biennium. The department has made significant progress in equipping personnel with the right skills at the right time. The training plan provides a path for future skills development.

<u>Initiative Management</u>

IMMI governance structure is necessary to make decisions, sustain progress and build connections throughout the department. The department had no organized process for making investment

decisions. A portfolio approach to investment decisions and overall project management was identified to build cohesion and promote discipline.

STATUS: IMMI governance structure is approximately two-thirds in place. The IMMI charter has been recently updated and is attached to this report (Attachment 3). The Steering Committee meets every four to six weeks to consider a variety of IMMI-related topics and review project deliverables. Technical Advisory Committee members are preparing for their initial meeting. The initiative sponsor, Director Jim Rue, has formally invited proposed members to the Partner Advisory Committee.

The Steering Committee has recently completed a full cycle of portfolio management--from initiation through annual review, including project scope changes, priority changes, project additions and combinations, and examining lagging projects. Portfolio management is used for making cohesive information resource investments and for routine initiative tracking and management.

Draft performance measures await further consideration by the steering committee. These draft measures are described in the Foundation Highlights document attached to this report (Attachment 1).

Framework Stewardship

The department must take on the responsibility of maintaining and providing access to statewide GIS data sets on behalf of agencies and the public by formalizing its stewardship role. Stewardship is a vital component of a statewide program coordinated by DAS. DLCD is uniquely situated to steward several valuable statewide data sets but had been slow to assume and formalize the stewardship responsibility and accountability due to limited personnel with the requisite skills and time.

STATUS: DLCD has assumed the responsibility of providing stewardship services for the following five statewide GIS data sets: urban growth boundaries (UGBs), zoning, comprehensive plan designations, shoreline, and flood plain. Each is in different stages of development and maintenance. The most mature, UGBs, is steadily moving through the process of establishing formal stewardship. Three people in three different divisions are currently acting as stewards. Documentation is lagging somewhat behind stewardship activities.

Rules and Policies

The Strategic Action Plan identified that some existing rules and policies needed to be modified to facilitate the use of current and emerging methods of communication and operation. A new policy needed to be adopted/developed to promote the treatment of information as a strategic asset.

STATUS: Two Oregon Administrative Rules have been amended to permit submission of digital planning documents (Attachment 4). In addition, one new policy was established to maintain the integrity of modernized information assets (Attachment 5). The remaining changes contemplated at this time are to existing policies, such as an agency-wide prohibition on the use of social media. The rule and the policy are provided with this report.

Collaboration/Harmonizing

Sorting out overlapping and ambiguous responsibilities for hazards identification, risk assessment, mitigation and public awareness are essential to developing certain resources under this initiative. Various methods were needed to promote collaboration with state agency partners and local jurisdictions, leverage investments, and pursue joint projects. Internally, organizational divisions producing isolated resources need to diminish. IMMI requires cross-division teams and builds agency-wide resources to promote cohesion and gradually reduce standalone resources.

STATUS: Department of Geology and Mining Industries (DOGAMI) and DLCD have agreed upon an approach to hazards data and applications that avoids duplication and reduces competition for resources. Much work remains to bring the approach to reality. The Partner Advisory Committee, part of IMMI governance, is designed to incorporate partner and jurisdiction input. Internally, cross-divisional project teams have had a positive effect on agency cohesion. In a statewide context, the IMMI coordinator has convened a diverse workgroup that is developing an integrated zoning map and associated data standard. Many state agencies are eagerly awaiting this release of this data.

Document Management

DLCD is the custodian of vast paper collections of land use plans and related documents that are difficult to access. Online access, search and retrieval are needed for efficiently conducting routine business, responding to public records requests, reporting, and contextual access by agency personnel, partners and the public.

STATUS: A set-level inventory was completed over a year ago. The Measure 49 library has been digitized and is ready for the Oregon Records Management System (ORMS). A records management work plan for ORMS is embedded in the department's agreement with the Secretary of State. The first group of documents is in process again after being in a holding pattern while technical obstacles are resolved. In partnership with the University of Oregon Libraries, the department is updating and refining an existing collection of local government planning documents that are searchable and accessible to the public. Because our partner is developing the digital tools at no cost to us, progress is slower than originally planned but the tools will be ready within the next few weeks. A large portion of document conversion and management remains to be done.

2. Applications & Tools

The IMMI Strategic Action Plan identified the need for several new applications and tools to support the land use program. Equal emphasis was placed on internal and external users overall, but early focus has been on building a standard foundation so that customized tools and applications can be more easily developed and deployed for all users in the future.

STATUS: Progress has been made on land use program tracking applications and map viewers. Specifically, the department has accomplished the following:

- Planners' Portal Design and Brief (Attachment 6)
- Map viewers for sage grouse planning, urban growth boundaries through the decades, estuary plans with updated data, zoning data status Web application, solar and wind resources and, for greater transparency, distribution of grants from 2009-2011
- Web application in development for each of the above
- Web-based forms for Farm and Forest decisions (see data section, below), with search, query, edit, and reporting application
- SharePoint implementation plan (Attachment 7); home page launched in early January 2014
- Cloud-based spatial/location resources gallery

3. Data

The department's mission-critical databases needed a complete overhaul, and four database projects were loaded into phase 1 of the initiative, following the development of a Database Foundation Plan (Attachment 8). Essential data, such as zoning, was not available statewide or current. Organizing and providing access to data and data services are required for internal and external use.

STATUS: Two databases have been migrated and provided with new applications and Web-based interfaces. The Farm & Forest database, formerly stranded in an antiquated and unreliable desktop database, is now in an enterprise database management system. Time savings in data verification, manual paper searches, and pulling multiple sources together for reporting are expected to conserve an estimated 325 hours annually. That time will be used for more valuable work in quality assurance; analyzing and mapping the data; and helping counties with rural planning. The Measure 49 database was moved from an outsourced solution to the department's new database management system and provided with a more efficient user interface. Now the department has unfettered access for conducting data quality checks, making minor modifications, and providing routine data management by a program expert. Other benefits include data mining, improved mapping capability, and repurposing funds previously expended for third-party services (nearly $17,000 annually). Two additional databases are in the process of being redesigned, migrated, cleansed, and deployed in the same database management environment. The department will soon have all the components required to begin mapping data assets for agency and public uses.

A statewide map integrating local zoning data, in collaboration with the Geospatial Enterprise Office in DAS and others, is now approximately 50 percent complete. The latest zoning status map is included with this report (Attachment 9). In addition, the department has developed and now hosts several Web data and map services available to the public.

4. Security

Modest improvements in security tools and processes were proposed in the IMMI Plan. A security audit or review was suggested.

STATUS: Security measures and processes have been enhanced. A DMZ has been staged for future outward-facing Web applications. Permissions and roles are implemented for databases in the enterprise system environment. Additional permission structures for various applications and SharePoint are not yet fully implemented. The department will soon acquire the ability to authenticate external users so that they can submit forms and documents online. This ability will significantly reduce hours spent duplicating input from paper forms. Routine security checks and measures are performed by our two-person IT team.

5. Technology

The plan called for timely software upgrades, increased server capacity and performance, deploying completely new tools and applications, installing and configuring an enterprise platform and helping consultants troubleshoot issues arising from all the changes, new users and new uses. In addition, the plan cited some improvements to infrastructure and broadband connectivity for satellite locations.

STATUS: With only a two-person IT team, DLCD has increased its server capacity, improved its technical infrastructure, upgraded software licenses, and added software and components to support enterprise management of assets and information access regardless of location. The team made numerous contributions to the execution of several IMMI projects. The department made progress on broadband connectivity for some satellite locations. Life cycle replacement of hardware and routine reporting comprise the majority of what remains to be done.

Current Projects

The department is implementing these projects during the 2013-15 biennium.

What it is	What it does	Architecture	Target Completion Date
Plan Amendments and Periodic Review data migration, program tracking and workflow management; online submission capability	• Mission-critical info placed in managed enterprise database system • Improve data access, security, reliability and quality • Permit basic and advanced data management, data mining and reporting • Improve efficiency by conserving staff time • Improve morale by reducing frustration and instability • Facilitate more effective execution of land use planning program • See Farm&Forest online submission below	Data Application	May 2014
Intranet home page in SharePoint	• Provide tailored communications, access to common resources, and collaboration capabilities internally • Support cross-divisional teamwork • Support basic document management • Improve efficiency	Application	First wave, Jan. 2014; successive waves every two months thereafter
Online submission of Farm and Forest decisions by local governments	• Increase convenience for local governments • Increase quality of data entry • Reduce paper handling and storage needs • Increase efficiency • Conserve staff time	Application	June 2014
Records Management System implementation (ORMS)	• Permit better and faster responses to public records requests • Provide improved access internally • Comply with State records standard • Able to apply record-level policy	Application Organization	Gradual implementa-tion through June 2017

What it is	What it does	Architecture	Target Completion Date
	• Leverage state purchase and increase agency collaboration • Significantly reduce cost & risk		
Online planning documents catalog, with online upload from DLCD to UO Libraries	• Provide access to collection of acknowledged planning documents to all • Continuous maintenance as acknowledgments occur • Effective search and retrieval of digital planning documents	Application Organization	June 2014
Web services: Data, maps and apps	• Establishes ready access to curated spatial resources internally • Provides ready access to DLCD spatial resources externally • Leverages statewide licensing for cloud-based GIS	Application Technology	December 2013 pilot; gradual deployment through 2014
Enterprise spatial deployment	• Location and mapping integrated with tabular data • Spatial analysis and data visualization • Empowers everyone to incorporate maps and spatial analysis in their work and decision-making	Technology Data	June 2014
UGB Stewardship Plan	• Makes DLCD explicitly responsible for maintaining assets for the benefit of all • Assures accountability • Documents how, when, by whom, how often and other parameters of stewardship • Contributes to navigatOR program at DAS/CIO/GEO	Organization Data	Dec. 2014

Action Requested

The department requests acknowledgment of the report and attachments.

Legislation Affected

It is not expected that legislation under consideration will be affected by this report. Funding for the initiative was provided by SB 5530 Section 1, 2013 Legislative Assembly.

Thank you for your consideration. If there are any additional questions concerning this initiative, we will be happy to respond.

Sincerely,

Jim Rue, Director

cc: Marilyn Worrix, Chair, Land Conservation and Development Commission

Attachments

1) Foundation Highlights with work plans and budget
2) Agency-wide Training Plan
3) IMMI Charter
4) Revised OAR 660-018-0020 and OAR 660-018-0040
5) Asset Integrity agency policy #OPS 370.06
6) Planners Portal Design and Brief
7) SharePoint Implementation Plan
8) Database Foundation Plan
9) Zoning Status Map

Oregon
John A. Kitzhaber, M.D., Governor

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February 3, 2015

TO: Honorable Peter Courtney, Senate President
Honorable Tina Kotek, House Speaker

FROM: Jim Rue, Director

SUBJECT: Local Government Legislative Land Use Decisions

SUMMARY

The Department of Land Conservation and Development (department) was directed through instructions in its 2013-2015 budget (not as a budget note) to convene a work group to discuss improvements to land use processes related to public notice and involvement and conduct of land use hearings. The department assembled the group and it met during 2014. ***The work group does not recommend any legislative action to amend existing statutes or create new law.***

DISCUSSION

The 2013-2015 department budget included the following narrative:

> The Subcommittee on Natural Resources recommended to the Joint Committee on Ways and Means that the Department of Land Conservation and Development work with interested parties to develop recommendations for improving the processes through which local governments develop post-acknowledgement plan amendments under ORS 197.610 through 197.625. The issues to be addressed shall include, but will not be limited to: public notice of post-acknowledgement plan amendments, public review of amendments and changes to these amendments, conduct of hearings on legislative land use decisions, including applicable criteria.

These issues of notice and conduct of local legislative land use hearings arose out of a conversation during the 77th Oregon Legislative Assembly related to limiting issues raised in appeals of "legislative" land use decisions to the Land Use Board of Appeals (LUBA). This discussion began with HB 3362 (2013), which would have amended the ORS 197.835 to extend the "raise it or waive it" standard, currently applicable to "quasi-judicial" land use decisions

made by local governments, to "legislative" land use decisions.[1] That discussion did not result in legislative action except the committee's suggestion that the department should continue the discussion and carry it to conclusion as explained in the budget narrative above.

The department assembled a group of interested parties as recommended by the subcommittee. The group consisted of individuals representing local government, land use planning interest groups, and associations of cities and counties. The Oregon Farm Bureau was invited and agreed to participate, but calendar conflicts prevented the attendance of the bureau's representative.

The group agreed that both local governments and citizens would benefit from improved guidance on "best practices" regarding the procedures and practices that should typically occur before and during public hearings on legislative land use matters. From there, opinions diverged.

The overarching issue explored by the group concerned "legislative" land use decisions and appeals of those decisions (as opposed to "quasi-judicial" land use decisions). A party to a legislative land use decision is not required to raise particular issues of evidence, findings, or law during the local hearing in order to raise a new issue before LUBA on appeal. The history and reasons for the difference between legislative and quasi-judicial processes are discussed in in a Court of Appeals decision that upheld the difference.[2] There have been assertions that local governments have had their legislative decisions remanded by LUBA on issues that had not been raised locally. However, after informal surveying of local governments by the League of Oregon Cities, no recent instances of this alleged problem could be identified.

Nevertheless, several group members felt the *prospect* of this occurrence was sufficient to recommend a legislative concept to prevent the possibility. A work group member, who is an attorney with public and private clients, suggested a compromise statutory amendment that would not change the existing requirements for initial consideration and appeal of a legislative land use decision, but would limit issues when the local government reconsiders the matter once it has been remanded by LUBA or an appellate court. That is, if the local government's decision were appealed to LUBA (and to the Court of Appeals) and is remanded, the local government would have the option of limiting matters raised at the local hearing on reconsideration to only those issues on which the decision was remanded. The proposed language is attached to this report. This proposal, if enacted, would overrule aspects of established case law. This proposal received some support within the work group but also some opposition, and therefore the group did not arrive at a consensus recommendation regarding the proposed statutory amendment.
In addition to this legislative concept, the work group discussed ways to improve both local governments' public involvement processes and individual citizens' understanding of those processes. There was little support on the work group for additional mandates to cities and

[1] "Quasi-judicial" land use decisions are generally initiated by an application from a property owner and involve application of criteria with a set of facts. Examples include a variance and zone change for a single property. "Legislative" matters are policy-related and generally affect a broad area and a large number of people. Examples would be amendments to a zoning code and adoption of a transportation plan.

[2] *Hatley v. Umatilla County*, 256 Or App 91.

counties regarding enhanced public notice, pre-hearing informational opportunities, or hearings processes. Instead, the group focused on better training and resources for staff and elected officials, and better guidance for the public. The group reviewed existing resources and generally agreed that the department, the League of Oregon Cities, and the Association of Oregon Counties should be the primary sources for any new educational materials and training opportunities.

Regarding next steps, the department has begun organizing an advisory group comprised of city and county planning representatives, their respective associations, and the Oregon Chapter of the American Planning Association to provide advice on training needs. In addition, the department has begun consideration of updating and improving existing resources and documents to help citizen land use participants.

cc: Honorable Chris Edwards, Chair Senate Committee on Environment and Natural Resources
Honorable Brian Clem, Chair House Committee on Rural Communities, Land Use and Water
Cathy Connolly, Chief Financial Office
Matt Stayner, Legislative Fiscal Office
Legislatives Decisions Work Group members

Attachment

Proposed amendment to ORS 197.620:

(1) A decision to not adopt a legislative amendment or a new land use regulation is not appealable unless the amendment is necessary to address the requirements of a new or amended goal, rule or statute.

(2) Notwithstanding the requirements of ORS 197.830 (2) that a person have appeared before the local government orally or in writing to seek review of a land use decision, the Director of the Department of Land Conservation and Development or any other person may appeal the decision to the Land Use Board of Appeals if:

(a) The local government failed to submit all of the materials described in ORS 197.610 (3) or, if applicable, ORS 197.610 (6), and the failure to submit the materials prejudiced substantial rights of the Department of Land Conservation and Development or the person;

(b) Except as provided in subsection (3) of this section, the local government submitted the materials described in ORS 197.610 (3) or, if applicable, ORS 197.610 (6), after the deadline specified in ORS 197.610 (1) or (6) or rules of the Land Conservation and Development Commission, whichever is applicable; or

(c) The decision differs from the proposed changes submitted under ORS 197.610 to such an extent that the materials submitted under ORS 197.610 do not reasonably describe the decision.

(3) Subsection (2)(b) of this section does not authorize an appeal if the local government cures an untimely submission of materials as provided in this subsection. A local government may cure the untimely submission of materials by either:

(a) Postponing the date for the final evidentiary hearing by the greater of 10 days or the number of days by which the submission was late; or

(b) Holding the evidentiary record open for an additional period of time equal to 10 days or the number of days by which the submission was late, whichever is greater. Additionally, the local government shall provide notice of the postponement or record extension to the Department of Land Conservation and Development.

(4) Unless the local government reopens the record on a remand by the Land Use Board of Appeal of an amendment subject to ORS 197.610 to .625, the proceedings on remand shall be limited to those issues remanded by the Board.

Oregon
John A. Kitzhaber, M.D., Governor

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February 13, 2015

TO: Ways and Means Subcommittee on Natural Resources

FROM: Jim Rue, Director

RE: Prior Budget Notes

The Legislature adopted the following budget note for SB 5530:

"*The Department of Land Conservation and Development (DLCD) is directed to work with the Department of Administrative Services (DAS) in the development of a plan for implementing business and technology improvements to its existing business processes, databases, tools, and applications as identified in the "scope of work" defined in DLCD's "Information Management Modernization Initiative (IMMI) Strategic Action Plan 2012-2017." DLCD and DAS are directed to provide the Legislative Fiscal Office (LFO) by February 1, 2014, with final copies of all foundational project management documentation; a project work plan and budget; and a current project status report showing progress against original goals and objectives. DLCD is further directed to provide a report to the Joint Committee on Ways and Means during the February 2014 legislative session on the status of IMMI.*"

The department submitted its report to the 2014 Legislature. It was unanimously approved by the subcommittee on February 18, 2014, and approved by the full Joint Committee on Ways and Means on February 21, 2014. The IMMI budget note report is included as Attachment A.

In addition, the department's budget included narrative – not a budget note – reporting that the Subcommittee on Natural Resources recommended to the Joint Committee on Ways and Means that the department work with interested parties to develop recommendations for improving the processes through which local governments develop post-acknowledgement plan amendments. The department has worked with interested parties as described. The work group report is included as Attachment B.

Proposed 10% Reduction Options (HB 3182)

The department has established the following criteria in establishing its 2015-17 budget and in addressing legislative reductions to the program. The reduction criteria reflect the department's commitment to continue work on the agency's goals and strategic initiatives even if funding is reduced.

A. Criteria for developing 2015-17 Proposed Reduction Plan

1. Preserve capacity to complete UGB and urban reserve reviews in a timely fashion.

2. Maintain other statutory responsibilities at minimal levels including:
    a. Plan amendment review and periodic review; and
    b. Financial and technical assistance to local planning departments.

3. Maintain critical capacity to resolve major land use issues (Transportation Planning Rule and employment lands work).

4. Minimize effects on field staff and capacity to provide direct technical assistance to communities.

10% REDUCTIONS OPTIONS (ORS 291.216)

Activity or Program	Describe Reduction	Amount and Fund Type	Rank and Justification
(which program or activity will not be undertaken)	(Describe the effects of this reduction. include positions and FTE in 2015-17 and 2017-19)	(GF, LF, OF, FF. Identify Revenue Source for OF, FF)	(Rank the activities or programs not undertaken in order of lowest cost for benefit obtained)
First 5% Increment			
1. Planning program	Temporary, one-time reduction in planning program Ps: $435,862 Ss: $100,000 Proposal includes an approximate reduction of 2.47 fte/4.00 positions, potential vacancy savings, temporary services and attorney general funding. Reduction affects program and administrative positions providing assistance to local government planning departments. If reduction is taken, department will be required to reassign duties and not be able to provide the same level of service to its partners and customers.	General fund	1
2. Grants program	Sp: $76,356 Reduction in grants to local governments impacts local	General fund	2

	government land use planning efforts and impacts approximately 1-2 local land use projects.		
Second 5% Increment			
3.	**Temporary, one-time reduction in planning program** **Ps: $499,484** **Ss: $ 36,373** **Proposal includes an approximate reduction 2.85 fte/4.00 positions, potential vacancy savings, temporary services and attorney general funding. Reduction affects program and administrative positions providing assistance to local government planning departments. If reduction is taken, department will be required to reassign duties and not be able to provide the same level of service to its partners and customers.**		**3**
4. Grants program	**Sp: $76,356** **Reduction in grants to local governments impacts local government land use planning efforts and impacts approximately 1-2 local land use projects.**	**General fund**	**4**

First 5% Increment			
1. Planning program	**Temporary, one-time reduction in planning program** **Ps: $24,250** **Proposal includes an approximate reduction of 0.19 fte/1.00 position. Reduction affects assistance to local government planning departments.**	**Other fund**	**1**
Second 5% Increment			
1. Planning program	**Temporary, one-time reduction in planning program** **Ps: $24,250** **Proposal includes an approximate reduction of 0.19 fte/1.00 position. Reduction affects assistance to local government planning departments.**	**Other fund**	**1**
First 5% Increment			
2. Planning Program	**Temporary, one-time reduction in planning program** **Ps: $289,484** **SS:$ 23,896** **Proposal includes an approximate reduction of 1.64 fte/3.00 positions and contracting services. Reduction affects assistance to local government planning departments.**	**Federal fund**	**2**

Second 5% Increment			
2. Planning Program	**Temporary, one-time reduction in planning program** **Ps: $215,246** **SS:$ 98,133** **Proposal includes an approximate reduction of 1.22 fte/3.00 positions and contracting services and position related supplies and services. Reduction affects assistance to local government planning departments.**	**Federal fund**	**2**

Oregon Department of Land Conservation and Development
General Fund Grants for the 2013-15 Biennium

Planning Assistance grants are offered to all cities smaller than 2,500 population and counties smaller than 15,000 population for general planning support. The following table displays those local governments that accepted the offer in 2013-2015.

City	Amount	City	Amount	City	Amount
Amity	$1,000	Idanha	$1,000	Rogue River	$1,000
Athena	$1,000	Irrigon	$1,000	Rufus	$1,000
Banks	$1,000	John Day	$1,000	Shaniko	$1,000
Bay City	$1,000	Joseph	$1,000	Siletz	$1,000
Butte Falls	$1,000	La Pine	$1,000	Sisters	$1,000
Canyonville	$1,000	Lakeside	$1,000	Sodaville	$1,000
Cascade Locks	$1,000	Lakeview	$1,000	Spray	$1,000
Cave Junction	$1,000	Lexington	$1,000	St. Paul	$1,000
Columbia City	$1,000	Lonerock	$1,000	Stanfield	$1,000
Condon	$1,000	Lyons	$1,000	Tangent	$1,000
Cove	$1,000	Malin	$1,000	Ukiah	$1,000
Dayville	$1,000	Manzanita	$1,000	Union	$1,000
Depoe Bay	$1,000	Maupin	$1,000	Vernonia	$1,000
Detroit	$1,000	Maywood Park	$1,000	Waldport	$1,000
Donald	$1,000	Merrill	$1,000	Waterloo	$1,000
Drain	$1,000	Metolius	$1,000	Westfir	$1,000
Dunes City	$1,000	Mill City	$1,000	Weston	$1,000
Durham	$1,000	Millersburg	$1,000	Wheeler	$1,000
Echo	$1,000	Monroe	$1,000	Willamina	$1,000
Elkton	$1,000	Moro	$1,000	Yachats	$1,000
Enterprise	$1,000	Mosier	$1,000	Yamhill	$1,000
Falls City	$1,000	Nehalem	$1,000		
Fossil	$1,000	North Plains	$1,000		
Garibaldi	$1,000	North Powder	$1,000	**County**	**Amount**
Gaston	$1,000	Oakland	$1,000	Gilliam County	$3,500
Gold Beach	$1,000	Port Orford	$1,000	Grant County	$3,500
Gold Hill	$1,000	Powers	$1,000	Harney County	$3,500
Haines	$1,000	Rainier	$1,000	Lake County	$3,500
Halfway	$1,000	Richland	$1,000	Morrow County	$3,500
Helix	$1,000	Riddle	$1,000	Sherman County	$3,500
Heppner	$1,000	Rivergrove	$1,000	Wallowa County	$3,500
Hines	$1,000	Rockaway Beach	$1,000	Wheeler County	$3,500

Oregon Department of Land Conservation and Development General Fund Grants for the 2013-15 Biennium

Columbia River Gorge Scenic Area grants are to assist counties in their responsibilities in planning and implementing the requirements of the Columbia River Gorge National Scenic Area Act. The counties received the following amounts:

Hood River - $80,000, Multnomah - $70,000, Wasco - $90,000

Periodic Review grants assist local governments in startup and completion of periodic review tasks. Three cities received periodic review grants in 2013-2015:

Hermiston - $18,000, Pendleton - $10,000, Portland - $80,000

A **Dispute Resolution** grant assists in providing collaborative dispute resolution services related to land use disputes. The entity receiving funds:

PSU-Oregon Census Program – Land Use Dispute Mediation Services - $20,000

Technical Assistance grants assist local governments in the update or land use plans, ordinances, or other needed planning projects outside periodic review.

APPLICANT	DESCRIPTION	AMOUN
Amity	Amity Economic Opportunities Analysis	$11,800
Arlington	2014 Comprehensive Plan and Zoning Ordinance update	$14,000
Canyonville	City of Canyonville Water Master Plan	$40,000
Coos Bay	Community Development Code Review and Partial Rewrite	$20,000
Coos County	Land Development Ordinance and Comprehensive Plan updates	$12,000
Hines	Document Digitalization and Update	$2,000
Hood River	Buildable Lands Inventory and Housing Analysis	$30,000
Lane County	Goshen Sewer Feasibility Study	$30,000
Lane COG	Integrating the Oregon Rapid Wetlands Assessment Process in the Land Use Planning and Policy Process	$56,500
Mid-Willamette COG	Cities of Donald and Gervais update to the Housing and Economic Development Elements	$70,000
Port of Portland	Metro Regional Industrial Site Readiness Project	$5,000
Port of The Dalles	Local Wetland Planning Inventory	$10,000
Sutherlin	Goal 9: Economic Prosperity Initiative	$40,000
Tigard	Public Infrastructure Finance Plan & Partnership	$35,000
Tillamook County	Land Use Ordinance and Comprehensive Plan modernization	$30,000
Umatilla County	Highway 395 Corridor Economic Revitalization Toolbox	$25,000
West Linn	West Linn Economic Opportunities Analysis Goal 9 Compliance	$35,000
Wheeler County	Economic Development - Comprehensive Plan Update	$5,000

In addition to these individual grants, DLCD managed an $80,000 contract that resulted in updates to the exclusive farm use and forest zone chapters of zoning ordinances in four counties – Coos, Lake, Union, and Wasco – and assisted in updates for several other counties.

ALLOCATION OF COASTAL GRANTS (2013-2015)

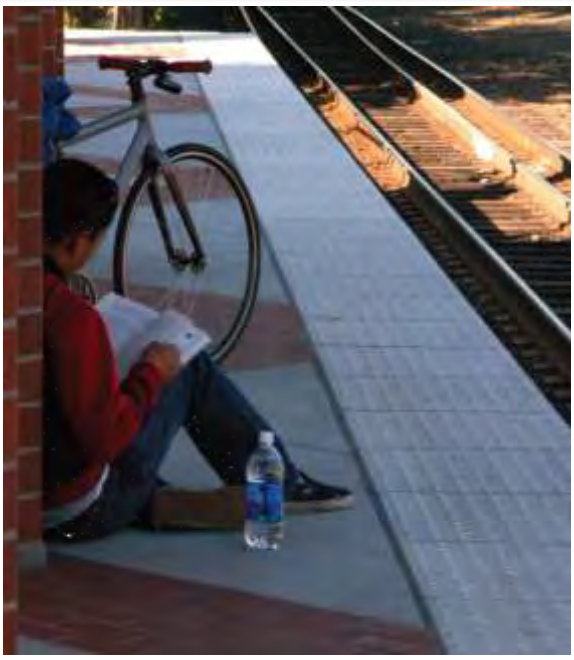
Description	Basic Planning Grants	Technical Assistance Grants	Total
Astoria	$18,000	$14,925	$32,925
Bandon	$9,000	$0	$9,000
Bay City	$5,400	$0	$5,400
Brookings	$10,800	$0	$10,800
Cannon Beach	$5,400	$0	$5,400
Clatsop County	$30,600	$0	$30,600
CREST	$63,000	$0	$63,000
Coos Bay	$28,800	$0	$28,800
Coos County	$64,800	$10,450	$75,250
Coquille	$9,000	$0	$9,000
Curry County	$48,600	$0	$48,600
Depoe Bay	$5,400	$0	$5,400
Douglas County	$18,000	$5,000	$23,000
Dunes City	$5,400	$0	$5,400
Florence	$14,400	$0	$14,400
Garibaldi	$5,400	$0	$5,400
Gearhart	$7,200	$0	$7,200
Gold Beach	$9,000	$0	$9,000
Lakeside	$5,400	$0	$5,400
Lincoln City	$14,400	$0	$14,400
Lincoln County	$54,000	$0	$54,000
Manzanita	$5,400	$0	$5,400
Myrtle Point	$5,400	$0	$5,400
Nehalem	$5,400	$0	$5,400
Newport	$18,000	$0	$18,000
North Bend	$18,000	$0	$18,000
Port Orford	$7,200	$0	$7,200
Reedsport	$9,000	$3,760	$12,760
Rockaway Beach	$5,400	$0	$5,400
Seaside	$10,800	$0	$10,800
Tillamook	$9,000	$8,500	$17,500
Tillamook County	$50,400	$0	$50,400
Toledo	$7,200	$0	$7,200
Waldport	$7,200	$0	$7,200
Warrenton	$10,800	$0	$10,800
Wheeler	$5,400	$0	$5,400
Yachats	$5,400	$0	$5,400
Total	**$612,000**	**$42,635**	**$654,635**

ALLOCATION OF COASTAL CONTRACTS (2011-2013)	
Cogan Owens Cogan (Trends Assessment)	4000
Connell PC Assoc Inc (Tsunami Guidance Doc)	19820
CREST (Conference Funding)	500
DOGAMI (Hazard Maps Tillamook Cnty)	35000
DSL/SSNERR (CMECS Inventory)	12910
Environmental Law Inst (RPCs)	40000
ODFW (GLD Project)	16900
OSU (Sea Grant Fellow)	19000
OSU (Sediment Management)	5000
OSU-INR (Ocean Acidification)	5000
Robert Bailey (RPCs)	32500
Total	**$190,630**

Oregon Department of Land Conservation and Development

Strategic Plan

2014-2022



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

Goal 1: Conserve Oregon's Natural Resources – Productive 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 4

Goal 2: Promote Sustainable, Vibrant Communities 7

Goal 3: Engage the Public and Stakeholders in Oregon's Land Use Planning Program 10

Goal 4: Provide Timely and Dynamic Leadership to Support Local and Regional Problem Solving 12

Goal 5: Deliver Services that are Efficient, Outcome-Based, and Professional 14

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.