

STATEWIDE LAND USE DATA STANDARD

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1.0 INTRODUCTION

Under the direction of the Oregon Geographic Information Council (OGIC), the Oregon Framework Program provides the structure through which the development of new, statewide GIS data are created, documented, and stewarded. In 2015, the Framework Implementation Team leaders reviewed and prioritized the data elements in the Framework program. This prioritization ranked the statewide land use data layer as a high priority dataset. While this dataset is not a foundational element, it will be valuable to many state agencies and is a key data element for the Land Use Land Cover Framework theme.

A statewide land use dataset was created to represent the many ways land is currently used. There are several related datasets that are often used as surrogates for land use: zoning data represents how land is *allowed to be used* as dictated by local jurisdictions; and comprehensive plan data are used to represent a community's *long-term vision* of how and where land will be developed over the next 20 years to accommodate expected population and job growth. The statewide land use data leverages county assessor data to form a consistent basis for a statewide land use classification system. County assessors assign a code to each parcel in Oregon in order to assess its value for tax purposes. This coding system is part of the Oregon Cadastral Data Exchange Standard and is used by all counties in Oregon. Every year, the counties deliver a copy of their assessor data to the Oregon Department of Revenue (DOR) for use by DOR and all state agencies.

This Statewide Land Use Data Standard (SLUDS) identifies a common representation of land use derived from county assessor property class codes. A land use classification hierarchy is applied to the data from all counties in Oregon in order to create a consistent land use dataset statewide. This standard was created with the guidance from a multi-agency workgroup whose members have a specific interest and defined use case for the statewide land use dataset. To summarize, the data standard provides the framework for the dissemination of information about parcels of land that characterize how the land is currently used.

1.1 MISSION AND GOALS OF THE STANDARD

The SLUDS provides a structure for aggregating county tax lot data into a single, statewide land use classification hierarchy. It leverages work currently performed by local governments while also encouraging consistent application of the Oregon Cadastral Data Standard across the state. The goal of the SLUDS is to provide information about how parcels of land are used which can then be used for a variety of purposes such as hazard risk assessments, analyzing land use/development trends, transportation modeling and planning, and natural resources protection. The SLUDS provides agencies the ability to perform regional studies with consistent data across administrative boundaries.

1.2 RELATIONSHIP TO EXISTING STANDARDS

At its core, the SLUDS is designed to derive a set of attributes from property class codes found within county assessor data. The assessor data is provided in a standard format to the Oregon Department of Revenue (DOR) following the Oregon Cadastral Data Exchange standard. It is this standard that provides the foundational data from which the SLUDS is derived. Additionally, all geospatial datasets created under the Statewide Land Use Data Standard must adhere to the Oregon Metadata Standard.

The SLUDS is similar to other compilation-style data standards such as the Statewide Zoning and the Statewide Comprehensive Plan Designations. This style of data aggregation is used to compile local data into a statewide standard to support cross-jurisdictional GIS analyses.

1.3 DESCRIPTION OF THE STANDARD

This standard provides the essential content and data structure necessary to describe, produce, and use the statewide land use data. The SLUDS addresses three organizational components:

- Geospatial elements (or geometry)
- Description of the land use classifications and other supplemental attributes
- Metadata for documentation

The SLUDS provides a set of common land use classifications or codes that are used to allow for cross-jurisdiction analysis. Many of these designations are used by local jurisdictions across the state. For codes that are unique to a particular jurisdiction, the steward will group the local property class codes based on the majority of similar code descriptions. (The local property class code descriptions are provided by the local jurisdictions.) It is this normalization of the attributes that makes this data standard so powerful and useful to GIS users. A crosswalk table is used to catalog all of the various local codes that are then grouped into a set of statewide codes which allows for an apples-to-apples comparison across administrative boundaries.

1.4 APPLICABILITY AND INTENDED USE OF STANDARD

This data standard has a singular focus and is applicable to the compilation of county tax assessor data into a consistent, set of statewide land use classifications. It is intended to help data users understand 1) why the data is collected by local jurisdictions and the Department of Revenue, 2) how the locally produced data can be assembled into a statewide data set, and 3) how a set of attributes can be combined to provide additional details that characterize how a parcel of land is currently used, regardless of its zoning or comprehensive plan designation.

1.5 STANDARD DEVELOPMENT PROCEDURES

The Oregon Department of Land Conservation and Development (DLCD) led a Framework project to create the statewide land use dataset and data standard. DLCD created a land use workgroup comprised of local, state, and regional government representatives to guide the creation and review of the data and data standard. This workgroup provided direct input on all aspects of the project, from data collection, to analysis, schema refinement, classification assistance, and final review of the compiled dataset.

A draft Statewide Land Use Data Standard (SLUDS) was created and reviewed by the land use workgroup. The draft SLUDS was also submitted to the Oregon Framework Program for public review and comment.

1.6 MAINTENANCE OF THE STANDARD

Maintenance of the standard will occur on an as-needed basis. A variety of possibilities exist for a future data standard update. The primary driver for an update will be the need to accommodate new local property class codes that do not fit cleanly within the statewide set of codes. Other potential maintenance requests could be to modify/add attributes that provide more detail to the land uses of a parcel, or the desire to incorporate other datasets into the analysis to better refine the output. Otherwise, the standard will be updated as needed based on feedback from the users of the data. Regular updates to this data standard are unlikely.

2.0 BODY OF THE STANDARD

2.1 SCOPE AND CONTENT OF THE STANDARD

The scope of this standard encompasses the vector data and associated attribute data compiled for the statewide land use dataset. The data reflects polygons and attributes provided by Oregon county tax assessors annually to the Oregon Department of Revenue representing a single point in time. The local property class codes are preserved and cross-walked to the set of state codes upon data compilation. Any revisions to the set of state codes will be submitted to the Land Use Workgroup or the Land Use Framework Implementation Team for review and acceptance, and the revised data content publicized to all interested users of the standard.

The SLUDS data does not include any parcel information commonly found in tax assessor data such as land owner information, property values, or other related parcel information. The content of the SLUDS is focused on the essential data, attributes, and metadata elements needed to describe how the land is used as of the date the data was provided to the DOR.

2.2 NEED FOR THE STANDARD

Multiple state and regional government agencies have a business need for land use data that can be analyzed across administrative boundaries. Land use data for individual counties is not currently available for any Oregon county. However, county tax assessor data are available on a county-by-county basis and most counties use a standard set of property classification codes. Nevertheless, the counties may apply the property codes to individual parcels differently or may create custom codes for their use. The SLUDS aggregates all of the individual county data into a set of codes that can be applied statewide. This aggregation and property class code normalization allows cross-jurisdictional analyses. (Attribute normalization is a process of transforming a variable into a more analytically useful form.)

The county property codes can also be used to identify properties that meet a specific criteria, such as properties where a manufactured structure is present or a dwelling is present. This information aids GIS analyses like hazard risk assessments or development trend analyses, and assists with the identification of specific land uses in 'mixed-use areas' such as industrial use with forest or farm practices.

2.3 PARTICIPATION IN STANDARDS DEVELOPMENT

The Land Use Workgroup is comprised of local, state, and regional government representatives. Participation in the Workgroup was open to all entities interested in the production, use and exchange of land use information. Member affiliations that were involved in this specific data layer include:

- Oregon Department of Land Conservation and Development
- Oregon Department of Agriculture
- Oregon Department of Transportation
- Oregon Department of Environmental Quality
- Oregon Department of Revenue
- City of Medford
- Harney County
- Lane Council of Governments
- Oregon Cascades West Council of Governments

2.4 INTEGRATION WITH OTHER STANDARDS

The SLUDS follows the same format as other Oregon Framework geospatial data standards. The SLUDS is highly dependent on the Oregon Cadastral Data Exchange Standard which provides the standard for local county assessor data provided to the Oregon Department of Revenue on an annual basis. The Cadastral standard provides the foundation for both the vector polygons and attribute data used in the SLUDS.

2.5 TECHNICAL AND OPERATIONAL CONTEXT

2.5.1 Data Environment

The data environment for the SLUDS is a vector model comprised of polygons and supplemental tables stored in an esri file geodatabase. The tables provide the individual county assessor property codes and descriptions used to create the set of statewide codes, along with a table of the statewide detailed property class codes and descriptions. These tables provide reference data that can be used in conjunction with the polygon feature class, if desired.

2.5.2 Reference System

Local county assessor data may be maintained in a variety of formats and coordinate systems. These data are provided to the Oregon Department of Revenue (DOR) as part of the ORMAP program following the Oregon Cadastral Exchange Standard. Upon collection, DOR will ensure that data are stored and exchanged in the Oregon Lambert projection. This is the standard projection adopted by the Oregon Geographic Information Council. Specific parameters of this projection can be found at:

<https://www.oregon.gov/geo/Pages/projections.aspx>

The data are collected by DOR and provided to the data steward for further processing to create the statewide land use dataset.

2.5.3 Integration of Themes

The SLUDS integrates vector data submitted to DOR which is required to follow the Oregon Cadastral Data Exchange Standard. All polygons provided via the Cadastral Standard are used in the analyses to create the statewide land use dataset. The Oregon Tax Lot ID attribute is used to relate property class tables provided by the local jurisdictions to the polygons. As part of the data compilation process, all other attributes provided via the Cadastral Standard are removed from the statewide land use data.

2.5.4 Encoding

Encoding translates user formats into standard formats. This is not an issue for the SLUDS as all data are exchanged and created in a GIS-compatible, standard format.

2.5.5 Resolution

The resolution of the data is determined by the local county assessors.

2.5.6 Accuracy

The SLUDS addresses both positional accuracy and attribute accuracy.

2.5.6.1 Positional Accuracy

As stated in the Cadastral Standard, accuracy refers to the location of the tax lot boundaries in relation to control points identified by licensed surveyors. Cadastral tax lot line accuracy is not intended to represent positional accuracy. A licensed surveyor must be consulted if statements about positional accuracy need to be made.

2.5.6.2 Attribute Accuracy – Summary

Property class codes are assigned by the data originators (county assessors) and may be assigned to parcels using different methodologies. This can create county-to-county discrepancies in the statewide representation of land use. Additionally, if counties use custom property class codes, every effort is made to properly assign the custom code to a statewide land use code, but this process may introduce attribute accuracy errors. See 2.5.6.3 below. Finally, the ORTaxlot is used to associate property class codes to tax lot polygons. Though unlikely, attribute association errors may occur during this process.

2.5.6.3 Attribute Accuracy – Code Interpretation & Assignment

Additionally, the counties may create their own property class descriptions that may or may not match the majority of counties in the state. The data aggregator assigned the local property class codes to the set of statewide codes or categories based on the code descriptions used by the majority of counties across the state. Therefore, some anomalies exist where an individual county may use a code and description specific to that county. The steward used discretion on the creation of crosswalk tables in order to normalize the data. The result is a “best fit” crosswalk from local codes to the statewide set of codes. The crosswalk tables that document the decisions of the steward to categorize these codes are provided for reference, review and approval.

2.5.7 Edge Matching

The SLUDS facilitates the compilation of a statewide dataset for land use. Edge matching between jurisdictional submissions is not performed by DOR or the data steward. Additionally, neither the DOR nor the data steward has the authority to perform edge matching on parcel data that is created and managed by local jurisdictions in Oregon. Therefore, topology errors due to edge matching issues are not reconciled in the statewide land use dataset.

Topology errors are addressed in Section 2.5.10 below.

2.5.8 Feature Identifier

The feature identifier for the SLUDS is the ORMAP tax lot ID (ORTaxLot). This ID is created and assigned to parcels as required by the Oregon Cadastral Data Exchange Standard. It uniquely identifies parcels of land and is the only attribute carried forward from the original county assessor data to the SLUDS. This unique ID is used as a link to related tables.

2.5.9 Features and Attributes

There is a single, polygon feature type within the SLUDS. Polygons are geospatial objects that represent parcels of land that have been classified based on their current land use as defined by county assessors. Polygons can be uniquely identified using the feature identifier described in Section 2.5.8.

Attributes are any of the additional information that is collected or derived from the data and shared in relation to the spatial representation of land parcels. See Section 3 for a full description of the data attributes.

2.5.10 Geometry Topology

At this point in time, topology errors along county jurisdictional boundaries will remain in

the dataset. Other topology errors may occur within the county administrative boundaries. The steward does not have the capacity or authority to mitigate jurisdiction boundary discrepancies or other topology errors that may originate from local jurisdictions.

2.5.11 Transactional Updating

The update process for the data produced following this standard is the responsibility of the local jurisdictions, the Oregon Department of Revenue for collection, and the data steward for statewide compilation. While the data at the local level is updated regularly, annual updates are sent to DOR and other state agencies. Once the crosswalks are built for each county, future updates of the dataset should be less intensive. At this time, data produced using this standard are not expected to be updated on a regular or annual basis due to a lack of stewardship resources.

2.5.12 Records Management

The SLUDS will be stored with other Oregon Framework standards. The geospatial data created using this standard will be made available to the public through standard means such as online data services or data downloads provided by state, federal or university organizations. Past published versions of the statewide land use data will be maintained by the data steward and available for retrieval through a public records request.

2.5.13 Metadata

The standard follows the Oregon Framework Metadata Standard for geospatial data which is integrated with the Federal Geographic Data Committee, Content Standard for Digital Geospatial Metadata.

3.0 DATA CHARACTERISTICS

3.1 MINIMUM GRAPHIC DATA ELEMENTS

Polygons are geospatial objects that represent the boundaries of land use parcels that have been classified to indicate the current land uses. Each polygon is assigned a local property classification by the local jurisdiction, along with a general and detailed statewide land use classification assigned by the data steward. The following table provides the data schema and associated descriptions.

Field Name	Description	Data Type	Length	Domain
ORTaxLot	ORMAP tax lot id	String	29	None
GenLUClassNo	General Land Use Classification Number	String	4	None

Field Name	Description	Data Type	Length	Domain
GenLUClass	General Land Use Classification Code	String	12	None
DetLUClassNo	Detailed Land Use Classification Number	String	4	None
DetLUClass	Detailed Land Use Classification Code	String	12	None
LocPropClass	Local county assessor property classification code	String	5	None
HasResBldg	Attribute denoting if a dwelling is present on the tax lot	String	2	Y, N, U
ResBldgCnt	Count of residential buildings present	Integer	4	None
NonResBldg	Attribute to indicate if non-dwelling buildings are present on the tax lot	String	2	Y, N, U
NonResBldgCnt	Count of non-residential buildings	Integer	4	None
HasManStrct	Attribute denoting if a manufactured structure is present on tax lot	String	2	Y, N, U
ManStrctCnt	Count of manufactured structures	Integer	4	None
HasCons_Easement	Attribute denoting if a conservation easement is present on tax lot	String	2	Y, -
FF_MixedUse	Attribute denoting if the tax lot is classified as farm, range, or forest land mixed use	String	2	Y, -
FF_IndCom	Attribute denoting if the tax lot is used for industrial or commercial forest or farm use	String	2	Y, -
Unbuildable	Attribute denoting if the tax lot is classified as unbuildable	String	2	Y, -
OpenSpace	Attribute denoting if the tax lot is classified as open space	String	2	Y, -
DataSource	Local data source / originator	String	50	None
DataSteward	Local steward responsible for maintaining the geospatial data for a local jurisdiction; the steward may or may not be the same entity as the Data Source	String	50	None
PropCodeCnt	Number of property class codes assigned to an individual parcel	Integer	4	None
UniquePCs	Text string of all property class codes assigned to an individual parcel; the number of codes is equal to the value in the PropCodeCnt field	String	50	None

3.2 MINIMUM ATTRIBUTE OR NON-GRAPHIC DATA ELEMENTS

There are a set of supplemental tables included with the file geodatabase alongside the geospatial data. These tables include the set of statewide land use classifications and county assessor property class codes and descriptions used to assist in the assignment of tax lot polygons to the set of statewide land use codes, along with other supplemental data to aid in the detailed attribution of parcels. The schemas for these reference tables are below.

Table Name: LandUseClasses

Field Name	Description	Data Type	Length
Code	Prop Code	String	5
General	General Land Use Classification	String	12
Detailed	Detailed Land Use Classification	String	12
SpecCond	Special conditions	String	16
Counties	Counties where special conditions apply; if empty, then the special condition applies to all counties.	String	80

Table Name: GeneralLanduseClasses

Field Name	Description	Data Type	Length
GenLUNo	General Land Use Classification Number	String	4
GenLUClass	General Land Use Classification Code	String	12
GenLUDesc	General Land Use Classification Description	String	36

Table Name: DetailedLanduseClasses

Field Name	Description	Data Type	Length
DetLUNo	Detailed Land Use Classification Number	String	4
DetLUClass	Detailed Land Use Classification Code	String	12
DetLUDesc	Detailed Land Use Classification Description	String	270

Table Name: PropDescriptions

Field Name	Description	Data Type	Length
Code	Property Classification Code (Prop Code)	String	5
Bake	Baker County prop code description	String	255
Bent	Benton County prop code description	String	255
Clac	Clackamas County prop code description	String	255
Clat	Clatsop County prop code description	String	255
Colu	Columbia County prop code description	String	255
Coos	Coos County prop code description	String	255
Croo	Crook County prop code description	String	255
Curr	Curry County prop code description	String	255
Desc	Deschutes County prop code description	String	255
Gill	Gilliam County prop code description	String	255
Gran	Grant County prop code description	String	255
Harn	Harney County prop code description	String	255
Hood	Hood River County prop code description	String	255
Jack	Jackson County prop code description	String	255
Jeff	Jefferson County prop code description	String	255
Jose	Josephine County prop code description	String	255
Lake	Lake County prop code description	String	255
Lane	Lane County prop code description	String	255
Linc	Lincoln County prop code description	String	255
Linn	Linn County prop code description	String	255
Mari	Marion County prop code description	String	255
Morr	Morrow County prop code description	String	255
Mult	Multnomah County prop code description	String	255
Polk	Polk County prop code description	String	255
Till	Tillamook County prop code description	String	255
Umat	Umatilla County prop code description	String	255

Field Name	Description	Data Type	Length
Unio	Union County prop code description	String	255
Wasc	Wasco County prop code description	String	255
Whee	Wheeler County prop code description	String	255
Yamh	Yamhill County prop code description	String	255

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Appendix A: DEFINITIONS OF TERMS

The definitions below are specific to the development of this dataset and its intended use.

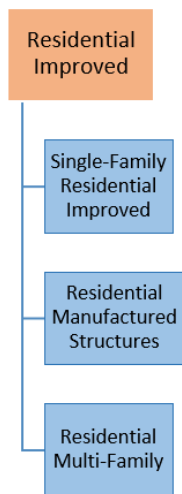
<u>Term</u>	<u>Definition</u>
Comprehensive Plan Designation	Comprehensive Plan Designations represent the long-term vision or desired future land use for a specific area, and expressed in a comprehensive plan. It is intended to guide development according to adopted policy. Comprehensive plans must accommodate the population and job growth expected to occur over the next 20 years.
Improved Land	Improved Land is a term used by assessors to indicate a tax lot or parcel that has features, structures, or any other type of improvement that adds value to the land.
Land Cover	Land Cover is typically a raster representation of the Earth's surface based on biological and/or physical characteristics derived from remotely sensed data.
Land Use	Land Use is the current use of a site or property (typically at a parcel or sub-parcel level).
Unimproved Land	Unimproved land is a term used by assessors to indicate that there are no improvements on the tax lot or parcel.
Vacant Land	Vacant is a term used by assessors to indicate that there are no improvements on the tax lot or parcel.
Zoning	Zoning refers to the use allowed by local or other authorities on specific parcels of land. Zoned use is not always the same as the existing use, and may reflect historical or anticipated future use. Additionally, a particular zone may allow for a number of different uses that are considered compatible with the intent of the zone.

Appendix B: OREGON CLASSIFICATION AND CODING SCHEME

The statewide land use classifications were created as a hierarchy of codes for ease in GIS analyses. The set of detailed land use classifications are nested within the general land use classifications. Example: Single Family Residential is nested within the Residential Improved classification.

The classifications and codes also have numeric values created solely for ease in GIS analyses. This numeric system is a nested hierarchy following the same principle as the text-based classifications. Example: Single Family Residential = 1100 and is nested within the Residential Improved = 1000.

Another example representation of this hierarchy for demonstration purposes is to present this relationship graphically. See below.



The statewide general land use classification codes and the detailed land use classification codes are provided below.

Statewide General Land Use Classifications and Codes

General Land Use Classification Number	General Land Use Classification Code	Statewide General Land Use Classification Description
0000	UnImp_Vac	Unimproved or Vacant Land
0050	Unclassified	Unclassified
1000	ResImp	Residential Improved
2000	CommImp	Commercial Improved
3000	IndImp	Industrial Improved
4000	RurTctImp	Rural Tract Improved

General Land Use Classification Number	General Land Use Classification Code	Statewide General Land Use Classification Description
5000	FrmRngImp	Farmland or Farm/Range Land Improved
6000	ForestImp	Forest Land Improved
7000	MiscImp	Miscellaneous Improved
8000	Reclmp	Recreation Improved
9000	InstImp	Institution/Government Improved

Statewide Detailed Land Use Classifications and Descriptions

Detailed Land Use Classification Number	Detailed Land Use Classification Code	Detailed Land Use Classification Description
1100	ResSF	Residential Single-Family Improved: Improved land used for residential purposes including historic buildings, timeshare/short-term residential use, floating homes, and other miscellaneous residential uses.
1200	ResMS	Residential Manufactured Structures Improved: Land used for residential manufactured structures including multi-family manufactured homes, mobile homes and mobile home parks (commercial and privately owned parks).
1300	ResMF	Residential Multi-Family Improved: Land used for multi-family residential purposes including condos, historic multi-family, duplex, triplex, low-income or government assisted multi-family housing, commercial condos, and other miscellaneous multi-family residential uses.
1900	ResVac	Residential Unimproved or Vacant: Residential land classified as unimproved or vacant.
2100	CommImp	Commercial Improved: Improved land used for commercial purposes including historic buildings, commercial sites with manufactured structure(s), commercial golf courses, and property leased from others for commercial use.
2900	CommVac	Commercial Unimproved or Vacant: Commercial land classified as unimproved or vacant.
3100	IndImp	Industrial Improved: Improved land used for industrial purposes including aggregate mines, heavy industry, machinery and

Detailed Land Use Classification Number	Detailed Land Use Classification Code	Detailed Land Use Classification Description
		equipment; includes industrial properties with manufactured structures.
3900	IndVac	Industrial Unimproved or Vacant: Industrial land classified as unimproved or vacant.
4100	RurTctImp	Rural Tract Improved: Improved rural tracts including residential, commercial, farm, or forest improvements.
4200	RurTctResMS	Rural Tract Residential / Manufactured Structure: Rural land tract with residential use including manufactured structures.
4900	RurTctVac	Rural Tract Unimproved or Vacant: Rural tracts classified as unimproved or vacant.
5100	FrmRngImp	Farmland or Farm/Range Land Improved: Improved farmland or farm/range land.
5200	FrmRngResMS	Farmland or Farm/Range Land Residential / Manufactured Structure: Farmland or Farm/Range land with residential use including manufactured structures.
5900	FrmRngVac	Farmland or Farm/Range Land Unimproved or Vacant: Farmland or Farm/Range Land classified as unimproved or vacant.
6100	ForestImp	Forest Land Improved: Forestland with improvements.
6200	ForestResMS	Forest Land Residential / Manufactured Structure: Forestland with residential improvements including manufactured and historic homes.
6900	ForestVac	Forest Land Unimproved or Vacant: Forest land classified as unimproved or vacant.
7100	MiscImp	Miscellaneous Improved: Improved land used for miscellaneous purposes.
7900	MiscVac	Miscellaneous Unimproved or Vacant: Land classified as miscellaneous unimproved or vacant.
8100	Reclmp	Recreation Improved: Improved land used for recreation purposes including recreation lands with manufactured structures, land owned by a government entity, recreation open space, and RV Parks.
8900	RecVac	Recreation Unimproved or Vacant: Recreation land classified as unimproved or vacant.

Detailed Land Use Classification Number	Detailed Land Use Classification Code	Detailed Land Use Classification Description
9110	InstImp	Institution Improved: Improved land used for religious, cemetery, benevolent/fraternal organizations, and schools including land with manufactured structures and land leased for these institutional uses.
9190	InstVac	Institution Unimproved or Vacant: Institutional land classified as unimproved or vacant.
9210	GovImp	Government Improved: Improved land that is city owned, county owned, state owned, federally owned, tribal owned, municipal improved, port properties, miscellaneous special districts/uses; includes land leased by a government entity or special district.
9290	GovVac	Government Unimproved or Vacant: Land that is City Owned, County Owned, State Owned, Federally Owned, Tribal Owned, or used for miscellaneous special districts/uses and classified as unimproved or vacant.

Example of one record in the feature class using the statewide land use classification set:

GenLUClassNo	GenLUClass	DetLUClassNo	DetLUClass	LocPropClass
1000	ResImp	1100	ResSF	121