

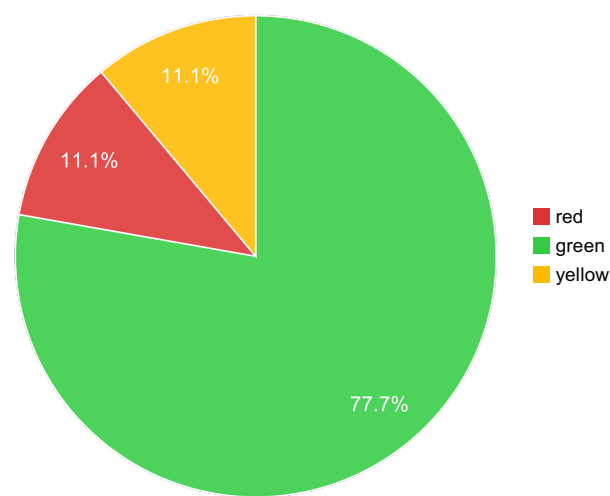
Department of Land Conservation and Development

Annual Performance Progress Report

Reporting Year 2025

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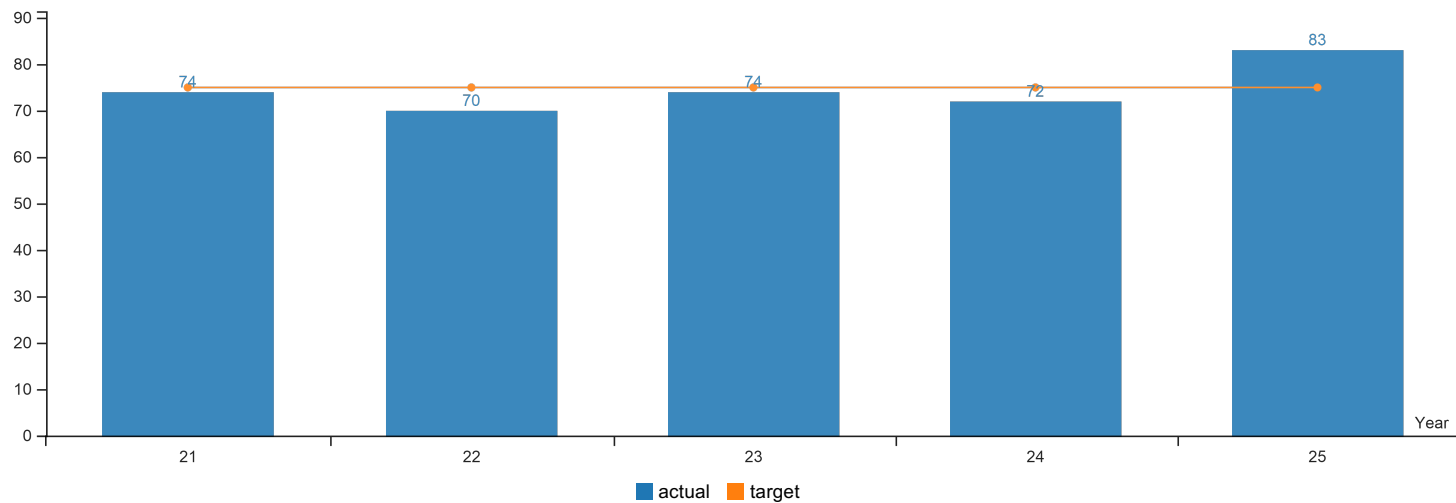
KPM #	Approved Key Performance Measures (KPMs)
1	EMPLOYMENT LAND SUPPLY - Percent of cities that have an adequate supply of land for industrial and other employment needs to implement their local economic development plan.
2	HOUSING LAND SUPPLY - Percent of cities that have an adequate supply of buildable 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	TRANSIT SUPPORTIVE LAND USE - Percent of urban areas with a population greater than 25,000 that have adopted transit supportive land use regulations.
5	TRANSPORTATION FACILITIES - Percent of urban areas that have updated the local plan to include reasonable cost estimates and funding plans for transportation facilities.
6	URBAN GROWTH BOUNDARY EXPANSION - Percent of land added to urban growth boundaries that is not farm or forest land.
7	GRANT AWARDS - Percent of local grants awarded to local governments within two months after receiving application.
8	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.
9	BEST PRACTICES - Percent of total best practices met by the Board.
10	FARM LAND - Percent of farm land zoned for exclusive farm use in 1987 that retains that zoning. Accounts for the conversion of EFU lands resulting from expansion of urban growth boundaries and changes in zoning.
11	FOREST LAND - Percent of forest land zoned for forest or mixed farm/forest use in 1987 that remains zoned for those uses. Accounts for the conversion of forest lands resulting from expansion of urban growth boundaries and changes in zoning.



Performance Summary	Green	Yellow	Red
	= Target to -5%	= Target -5% to -15%	= Target > -15%
Summary Stats:	77.78%	11.11%	11.11%

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.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2021	2022	2023	2024	2025
EMPLOYMENT LAND SUPPLY					
Actual	74%	70%	74%	72%	83%
Target	75%	75%	75%	75%	75%

How Are We Doing

This measure tracks the percentage of cities with a population over 10,000 that have updated their land use plans in the past ten years in order to provide a 20-year supply of land for employment-related uses. Planning and zoning a sufficient amount of commercial and industrial land, based on up-to-date Economic Opportunities Analyses (EOAs), helps ensure that enough land of the right type and amount is available for the development of employment uses in a community.

For the 2025 report year, 83 percent of cities have updated land use plans within the previous 10 years. This represents a significant increase from the 2024 report, when 72 percent of cities in updated within 10 years. Compliance is above the 75 percent target.

Cities in the Metro region are considered compliant based on the Metro regional economic forecast and Urban Growth Boundary expansion process. Of cities outside of the Metro urban growth boundary, only two cities fell out of compliance during the past year. Nine cities previously out of compliance have either adopted or are pending adoption of updated EOAs. While no new cities passed the population threshold of 10,000 during this fiscal year, several are expected to pass the ten-year mark in coming years. To address this deficiency, department staff have prioritized funding for EOAs that are out of compliance during the current grant cycle.

Factors Affecting Results

Compliance for 2025 is above the 75 percent target as a result two factors. First, the department has increased allocation of existing TA grant funds toward local EOAs. This is possible because the department has received an increase in funding for housing planning technical assistance. Local governments applying to the TA grant funding program for economic development planning projects are no longer in direct competition with applicants seeking funding for housing planning work and the department can prioritize awards to jurisdictions proposing EOAs.

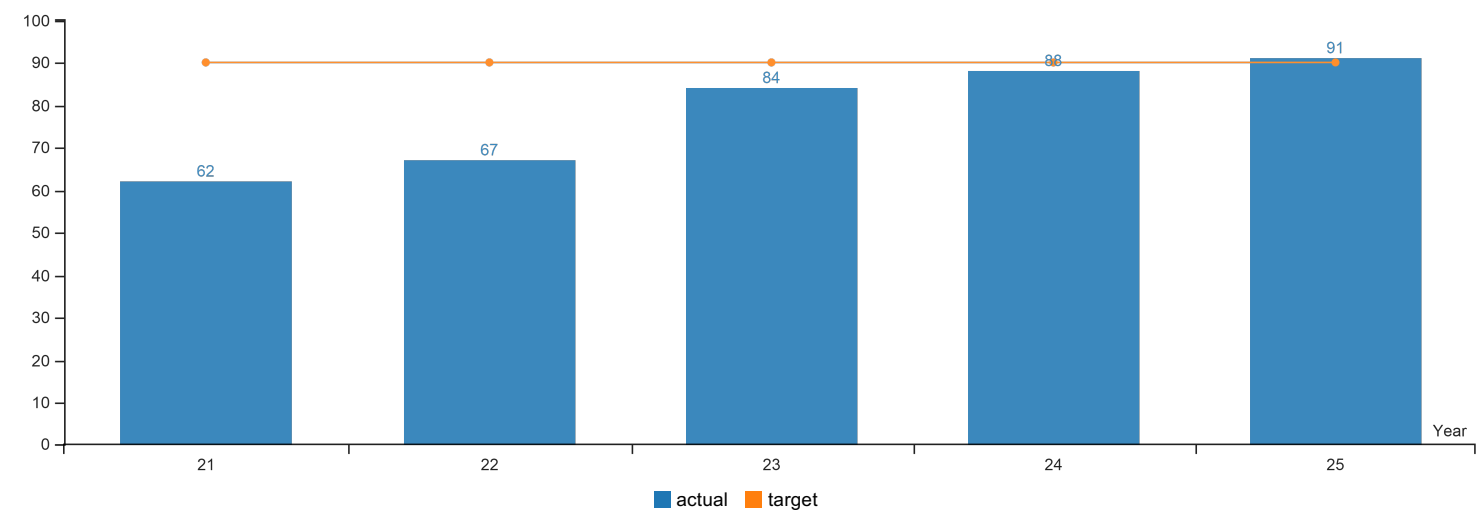
The second factor that affected results for this Key Performance Metric is the department's successful effort to improve outreach to cities that had fallen out of compliance in previous years. Cities with populations over 10,000 and non-current EOAs were encouraged to apply for TA grant funds during the 2023-25 funding cycle. The department prioritized outreach and funding for these local governments out of concern that a rapidly growing number of Oregon cities have or will soon surpass the 10,000 resident population reporting threshold. Smaller cities have fewer resources and less capacity to take on long-range planning projects. Without support, the first time they are included in this metric, they may be out of compliance.

Without continued TA grant funding support for EOAs, the department anticipates that a general lack of capacity at the local level will continue to challenge jurisdictions wishing to engage in long range employment lands planning. Many cities lack staff capacity and consulting resources to prioritize EOA projects among other planning demands, especially given the current emphasis on planning for residential lands to meet housing need among other state and local priorities.

Although funding this local work is critical to economic growth among jurisdictions below 10,000 population, it is not included in this measure. The department intends to resume prioritizing smaller cities for economic development TA grant funding during the current grant cycle.

KPM #2	HOUSING LAND SUPPLY - Percent of cities that have an adequate supply of buildable residential land to meet housing needs.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2021	2022	2023	2024	2025
HOUSING LAND SUPPLY					
Actual	62%	67%	84%	88%	91%
Target	90%	90%	90%	90%	90%

How Are We Doing

This measure tracks the percentage of cities with a population over 10,000 that have completed a major update of their local land use plans to continue to provide a 20-year supply of buildable residential land within the city’s urban growth boundary (UGB). Planning and zoning a sufficient amount of land, based on up-to-date housing capacity analysis (HCA, but sometimes referred to as a “housing needs analysis,” or HNA), helps ensure that enough land is available for construction of new housing at various price ranges and rent levels in these communities. Residential land supply is one factor that directly affects a city’s ability to provide for affordable housing needs.

For the 2025 report year, 91 percent of subject cities meet the standard, which is an improvement from the 2024 report, with 88 percent of subject cities in compliance. The department met the target with 90% of subject cities meeting the standard.

Factors Affecting Results

Cities within the Portland Metro UGB are in compliance with this target (100%) due to the work of the Metro regional government. Metro adopts an urban growth report as required every six years. Metro relies on updated land inventory and development information from the local governments within the shared urban growth boundary and expands its UGB accordingly. Metro adopted the latest urban growth report in 2024.

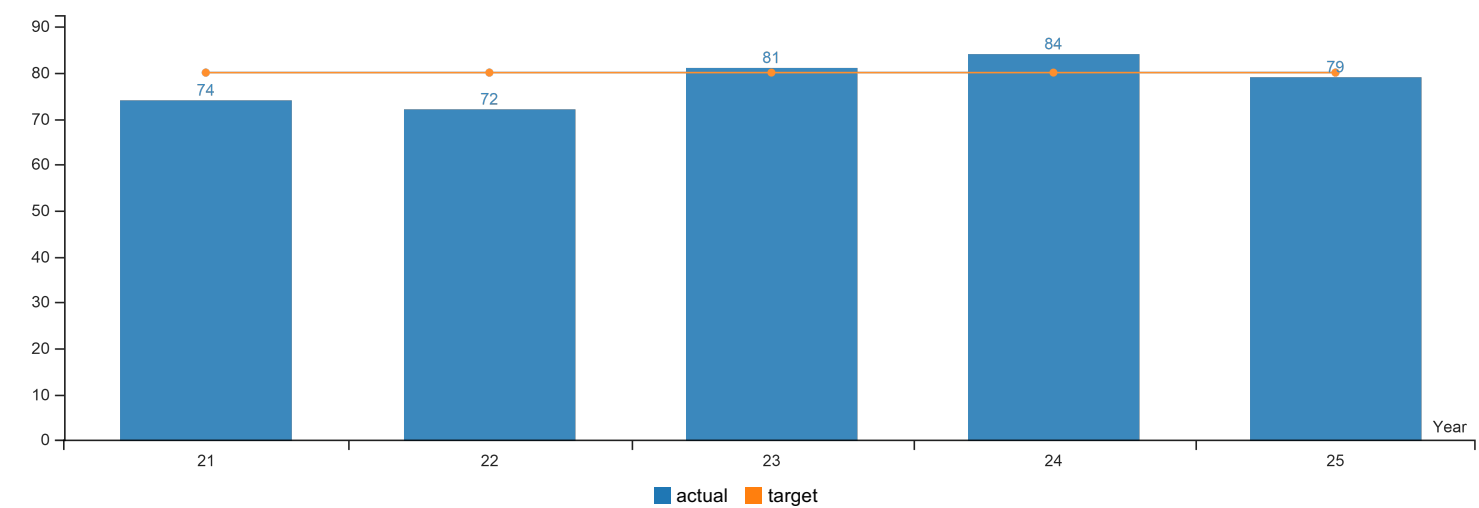
HB 2003 (2019) established a requirement for cities with a population over 10,000 to update their housing capacity analyses on a regular schedule (every six years within Metro, every eight years elsewhere). Additionally, HB 2003, and subsequent legislation has included significant funding for housing planning by local governments. One of the most significant barriers to more frequent HCA updates is the lack of staff capacity and financial resources for the work at the local level. HCAs are highly technical documents, which are typically prepared with assistance from consultant experts. A

typical HCA can cost \$50,000 - \$100,000. Much of the improved performance on this measure can be attributed to the additional funding provided by the legislature in recent years.

A continued challenge is the “concurrency requirement” for a city to address any identified deficit of land necessary to accommodate needed housing concurrent with adoption of the HCA. One example is the City of Salem, where a 2015 HNA identified a deficit of 207 acres of land for multifamily housing. While the City of Salem addressed the identified housing need deficit with comprehensive plan amendments associated with the “Our Salem” project in 2022, the need to find this land supply delayed the City’s adoption of the HCA for approximately seven years.

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.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2021	2022	2023	2024	2025
PUBLIC FACILITIES PLANS					
Actual	74%	72%	81%	84%	79%
Target	80%	80%	80%	80%	80%

How Are We Doing

This measure tracks the percentage of cities with a population over 10,000 that have completed an update within the last ten years of their local plans for water, stormwater, or sewer system facilities needed to serve future land development within the urban growth boundary (UGB). Water, stormwater, and sewer are the three public facilities that all cities include in their master plans. When complete, these plans include cost estimates and funding plans. Planning for the timely provision of public facilities is a prerequisite for urban development, allowing for the development of affordable housing and market-ready industrial sites, among other uses.

For the 2025 report year, 79 percent of subject cities met the standard, which marks a significant decline from the 84 percent of cities that met the standard in the 2024 report year. The results fall just short of the 80 percent target.

Factors Affecting Results

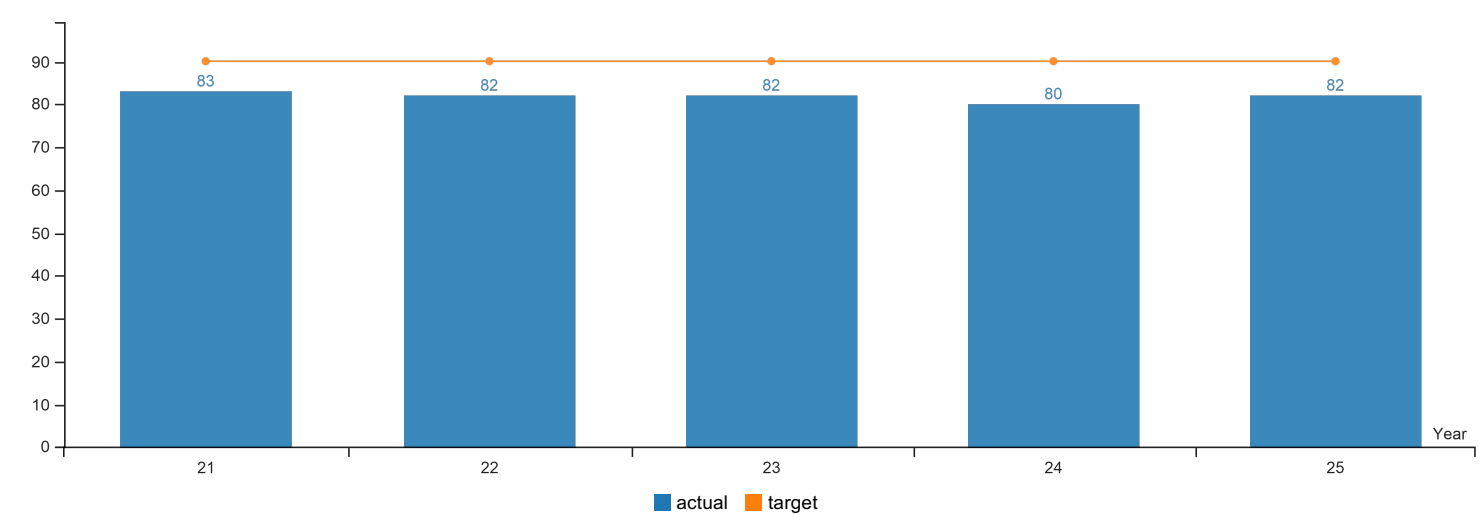
Evolving federal regulations and legal opinions regarding water quality standards have compelled some recent master plan updates to address new requirements. Stormwater master plans are mandated in order to meet federal clean water standards, and thus cities have strong incentives to prepare and adopt such plans. Additionally, cities experiencing significant growth must plan for infrastructure expansions to serve growth in underserved or new areas. State grant funds, while limited, are available for public facilities plans, while water and sewer master plans often have independent funding sources derived from utility rates and systems development charges that allow for preparation and adoption of these plans.

Cities face a number of barriers in meeting the standard of this measure. Some cities receive utility services from special districts, private service providers, or regional service providers, and thus have less incentive to complete public facilities plans for the area within the city boundaries. Additionally, cities that are not experiencing significant growth can expect limited collection of systems

development charges that could support necessary infrastructure plans and improvements. To fund this work would place the funding burden on existing ratepayers with limited financial capacity.

KPM #4	TRANSIT SUPPORTIVE LAND USE - Percent of urban areas with a population greater than 25,000 that have adopted transit supportive land use regulations.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2021	2022	2023	2024	2025
TRANSIT SUPPORTIVE LAND USE					
Actual	83%	82%	82%	80%	82%
Target	90%	90%	90%	90%	90%

How Are We Doing

This performance measure documents whether cities and counties in metropolitan areas and other larger cities have adopted transit-supportive development regulations where land use and public transit systems are integrated and mutually supportive. Transit-supportive development regulations allow higher levels of residential development so that there are enough people living along transit routes to supports transit service. The regulations also require that new development include pedestrian and transit facilities so that residents can easily access the transit.

For the 2025 report year, 82 percent of cities and county met the standard, up from 80 percent in 2024. The target is 90 percent. Motivated cities and counties with sufficient staff capacity have already adopted transit-supportive development regulations. Moving forward, the targets are increasingly difficult to meet on a voluntary basis.

Factors Affecting Results

Factors that continue to make progress difficult include limited funding to update plans, complexity of planning for transit supportive land uses, controversy over higher densities, and limited public understanding of how development regulations affect transit. In 2022, the Land Conservation and Development Commission amended the Transportation Planning Rules (Oregon Administrative Rules, chapter 660, division 12) to increase the requirements for local transportation planning in metropolitan areas. The amendments require many cities and counties in metropolitan areas to update their transportation system plans and development regulations over the next six years to meet this metric.

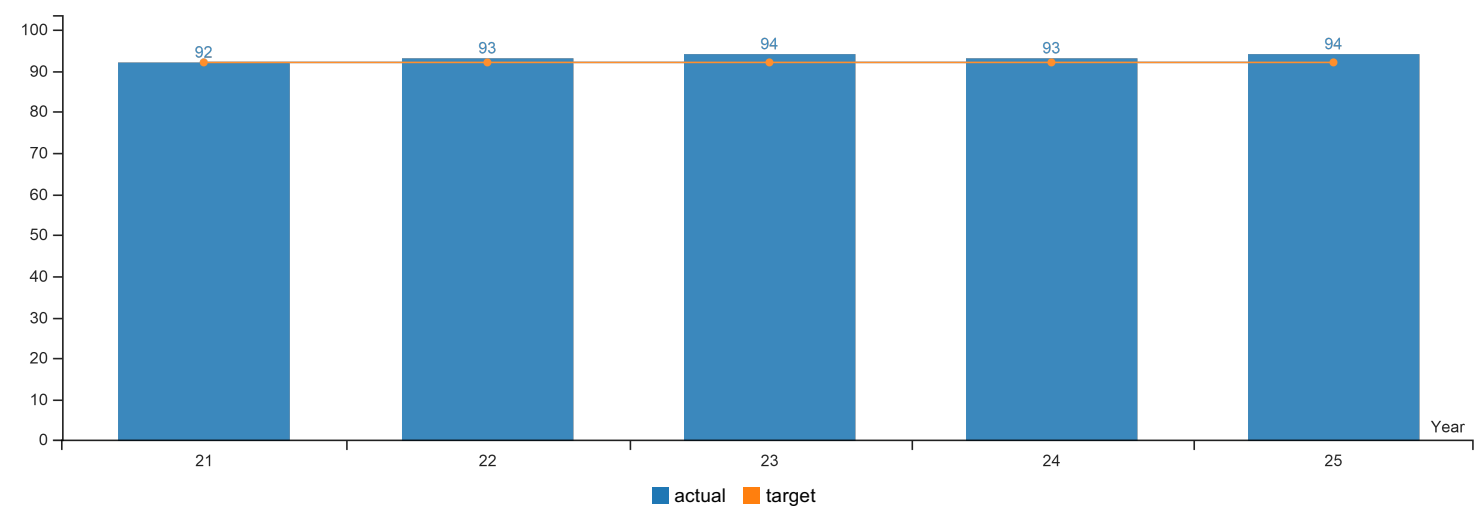
Most cities and counties do not have funding or planning staff to make significant changes in their development regulations. Previously, DLCD provided grants for periodic review of comprehensive plans and development regulations. Those grant funds are significantly reduced and no longer support periodic review. Performance on this measure has flattened accordingly. The Oregon Department of Transportation (ODOT) is planning to provide funding to many cities and counties within metropolitan areas to update their transportation system plans to comply with the Transportation

Planning Rules adopted in 2022. This funding will help many of the remaining cities and counties adopt development regulations that support transit.

Recently the results have declined slightly because several cities have increased in population and are now counted in the measure. These cities have not yet adopted transit-supportive development regulations. The decline is not a result of any cities or counties repealing transit-supportive development regulations.

KPM #5	TRANSPORTATION FACILITIES - Percent of urban areas that have updated the local plan to include reasonable cost estimates and funding plans for transportation facilities.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2021	2022	2023	2024	2025
TRANSPORTATION FACILITIES					
Actual	92%	93%	94%	93%	94%
Target	92%	92%	92%	92%	92%

How Are We Doing

This measure indicates the percentage of cities with a population over 2,500 that have an acknowledged transportation system plan (TSP), as required by Transportation Planning Rules (OAR chapter 660, division 12) and Statewide Planning Goal 12. These TSPs address transportation modes, facilities and services, including pedestrian, bicycle, public transportation, city streets, county roads, and state highways. TSPs guide local and state efforts to improve transportation facilities and services.

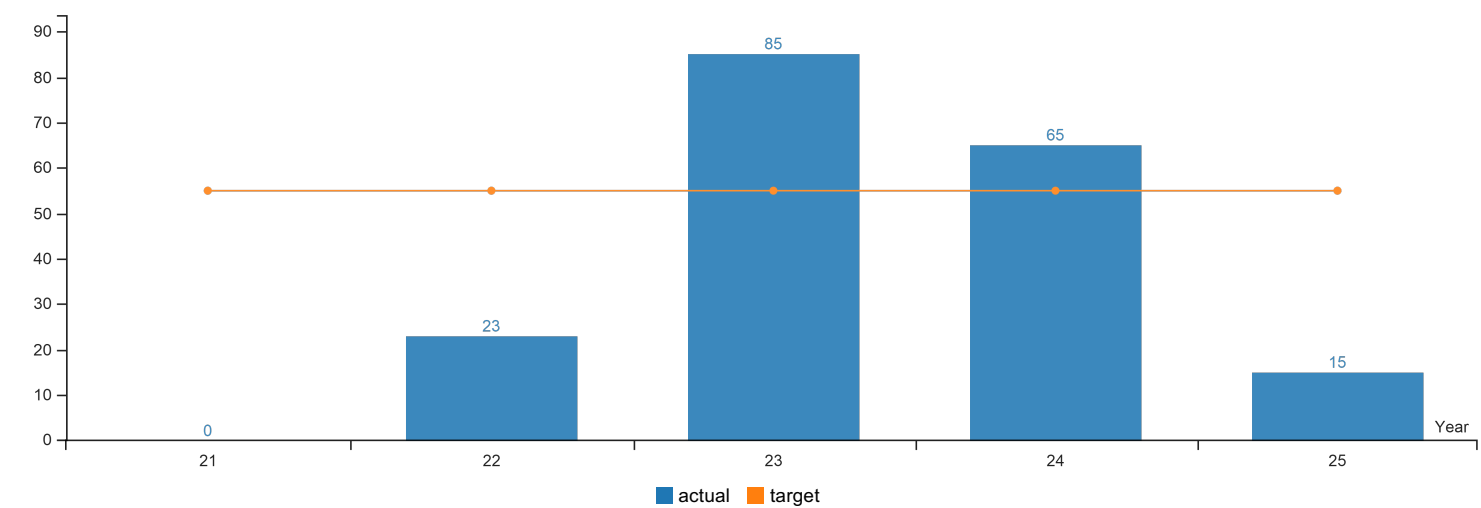
Most subject cities have adopted a TSP. No additional cities adopted a TSP during the past year. For the 2025 report, there are 108 cities with a population above 2,500. Of those, 101 cities (94 percent) have an acknowledged TSP, and seven cities do not. The target is 90 percent. The 2025 results are up slightly from 93 percent in 2024 because one city without a TSP (Myrtle Point) fell below the 2,500 population threshold and is no longer included in the measure.

Factors Affecting Results

There are very few cities that have not already adopted a TSP. Most of the remaining cities are small, with less than 4,000 in population. For these cities, the barriers are a lack of funding and a lack of staff for transportation planning.

KPM #6	URBAN GROWTH BOUNDARY EXPANSION - Percent of land added to urban growth boundaries that is not farm or forest land.
	Data Collection Period: Jan 01 - Dec 31

* Upward Trend = positive result



Report Year	2021	2022	2023	2024	2025
URBAN GROWTH BOUNDARY EXPANSION					
Actual	0%	23%	85%	65%	15%
Target	55%	55%	55%	55%	55%

How Are We Doing

The use of Urban Growth Boundaries (UGBs), and the review process for UGB expansion, helps to preserve Oregon’s agriculture, forest, and open space, and control urban sprawl. This measure documents the percentage of land added to UGBs annually that was not previously zoned exclusive farm, forest, or mixed farm-forest. In this KPM, higher percentages are better, representing land that is zoned as rural residential, rural commercial, rural industrial, or non-resource land. By contrast, bringing land into UGBs that is zoned as farm or forest land represents the loss of working lands that are contributing to the state’s agricultural economy or ecological health.

For the 2025 report year, the target was not met, with 15 percent of lands added to UGBs were not previously zoned as farm or forest land. The target is 55 percent.

This measure is reported on a calendar year basis, to align the data collection period with the Farm Land and Forest Land measures. The same staff person reports on these three measures, so having similar data collection periods is more efficient for workflow.

Factors Affecting Results

Performance on this measure can vary widely from year to year and is heavily influenced by larger UGB expansions. The number of UGB expansions, the quantity of resource land designated as urban reserve, and the previous zoning of lands included in the expansion have potential to vary considerably from year to year.

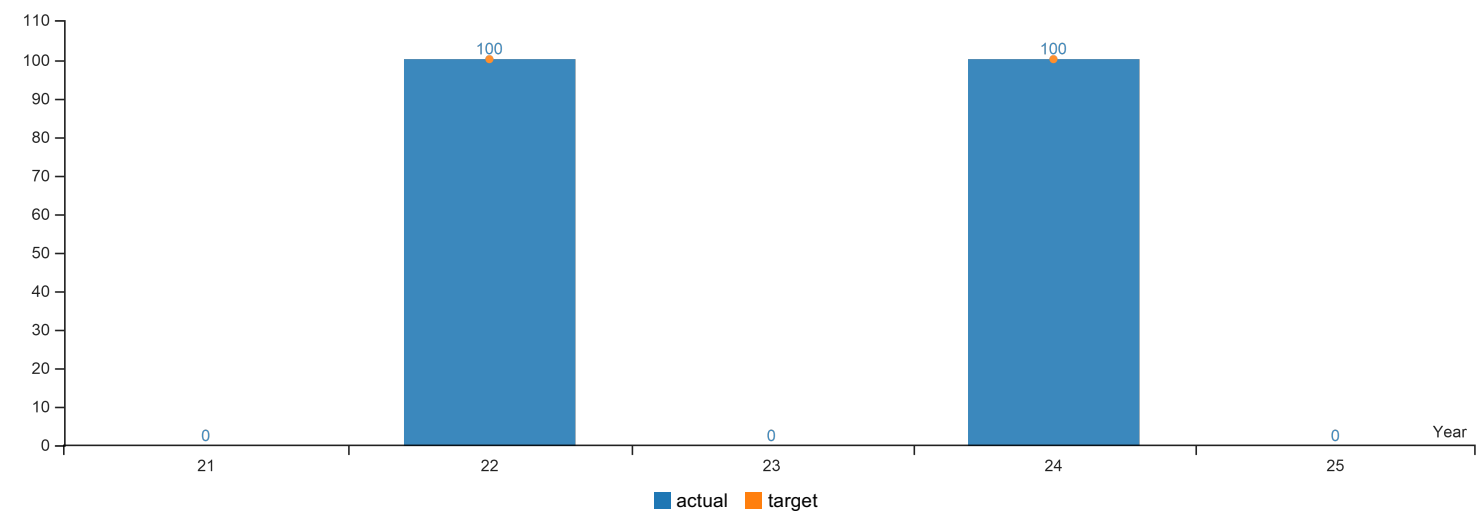
This Year, there was a 228 acre expansion in Redmond that accounts for most the (275 acres) loss of EFU land in this cycle. The 10-year average for this KPM has been at target. Since 2015, 62 percent of lands added to UGBs have come from lands that are not zoned farm, forest, or mixed farm/forest. Adopting a KPM based on average performance over a 10-year period would provide a

more accurate assessment of statewide performance in this area.

For future consideration, DLCD would recommend changing this metric to capture the frequency with which farmland is lost to an “urban reserve” designation. Urban reserves are marked as the next lands scheduled to come into the UGB. This designation staves off speculation and ensures an orderly transition from rural to urban uses. However, farm and forest lands that are designated as urban reserves retain their farm and forest zoning in the meantime, muddying KPM #9.

KPM #7	GRANT AWARDS - Percent of local grants awarded to local governments within two months after receiving application.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



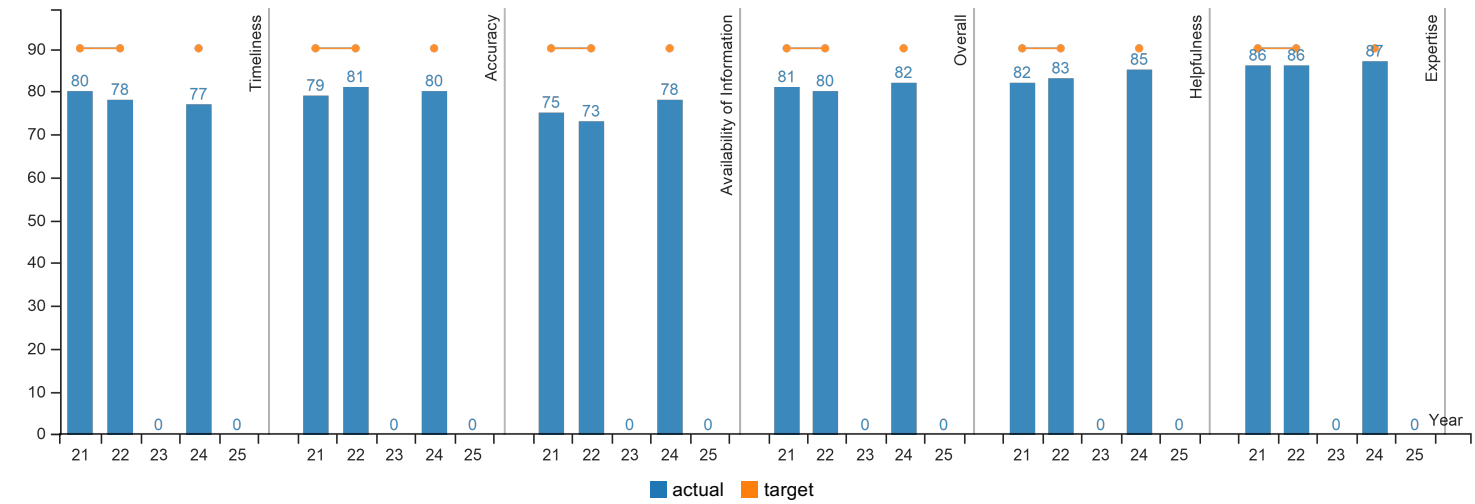
Report Year	2021	2022	2023	2024	2025
GRANT AWARDS					
Actual		100%		100%	
Target		100%		100%	

How Are We Doing

No Data to Report This Year - DLCD reports on the Grant Awards Measure every other year. The department awards technical assistance grants on a biennial schedule, following the approval of a legislative budget in each odd-numbered year for the next two years. The department will once again report on this KPM next year.

Factors Affecting Results

KPM #8	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.
	Data Collection Period: Jul 01 - Jun 30



Report Year	2021	2022	2023	2024	2025
Timeliness					
Actual	80%	78%		77%	
Target	90%	90%		90%	
Accuracy					
Actual	79%	81%		80%	
Target	90%	90%		90%	
Availability of Information					
Actual	75%	73%		78%	
Target	90%	90%		90%	
Overall					
Actual	81%	80%		82%	
Target	90%	90%		90%	
Helpfulness					
Actual	82%	83%		85%	
Target	90%	90%		90%	
Expertise					
Actual	86%	86%		87%	
Target	90%	90%		90%	

No Data to Report This Year - DLCD reports on Customer Service Measures every other year. The department will once again report on this KPM next year.

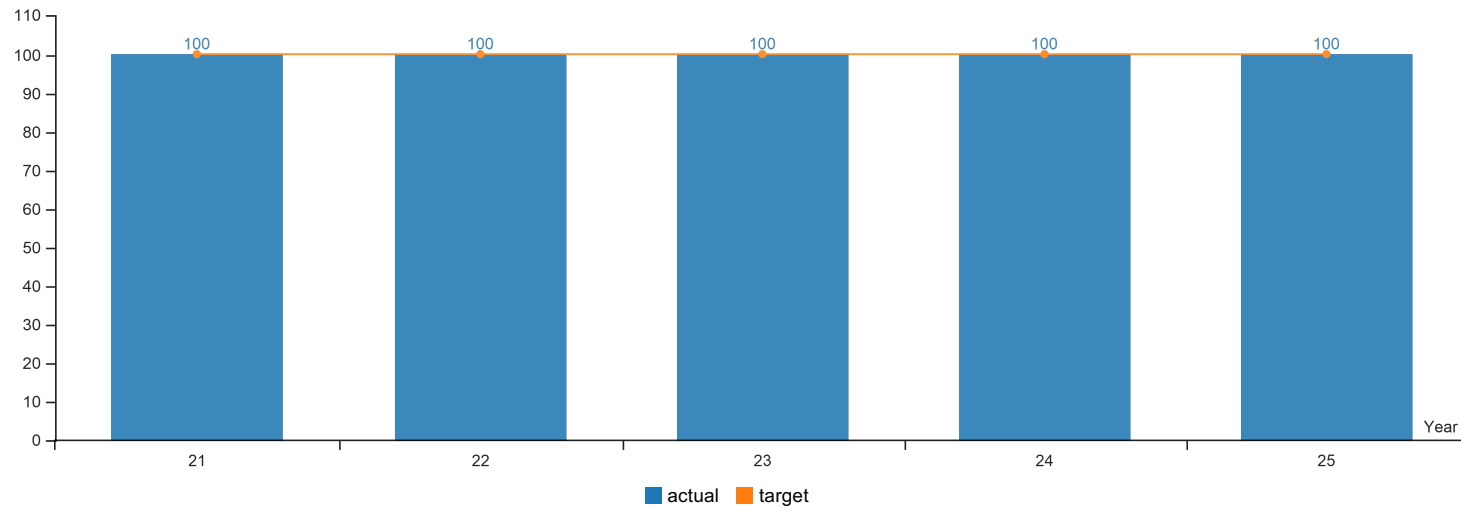
Data for this measure is collected from a customer service survey sent every other year to recipients directly involved with DLCD's programmatic and policy development work, including rules advisory committee members, grantees, partners, and more.

The statutory mission of the agency is broad and challenging to support at times. Limited staff communications capacity, increased legislative rulemaking assignments, insufficient main office and regional staffing, and minimal staff redundancy have led to slower information sharing and frustration among local planning staff and other interested parties. DLCD has been able to add staff to support requests for information and assistance at the local level. With additional staff resources, the department anticipates improvement in timely responsiveness and quality of support.

Factors Affecting Results

KPM #9	BEST PRACTICES - Percent of total best practices met by the Board.
	Data Collection Period: Jul 01 - Jun 30

* Upward Trend = positive result



Report Year	2021	2022	2023	2024	2025
BEST PRACTICES					
Actual	100%	100%	100%	100%	100%
Target	100%	100%	100%	100%	100%

How Are We Doing

The 2007 Legislature approved a Statewide Best Practices Measure. Certain boards and commissions are required to report on their ability to meet established criteria annually. Each member of LCDC rates the commission against 15 best practices criteria established by the Department of Administrative Services and the Legislative Fiscal Office. The best practices measured are:

1. Executive Director's performance expectations are current.
2. Executive Director receives annual performance feedback.
3. The agency's mission and high-level goals are current and applicable.
4. The board reviews the Annual Performance Progress Report.
5. The board is appropriately involved in review of agency's key communications.
6. The board is appropriately involved in policy-making activities.
7. The agency's policy option packages are aligned with their mission and goals.
8. The board reviews all proposed budgets (likely occurs every other year).
9. The board periodically reviews key financial information and audit findings.
10. The board is appropriately accounting for resources.
11. The agency adheres to accounting rules and other relevant financial controls.
12. Board members act in accordance with their roles as public representatives.
13. The board coordinates with others where responsibilities and interests overlap.
14. The board members identify and attend appropriate training sessions.
15. The board reviews its management practices to ensure best practices are utilized

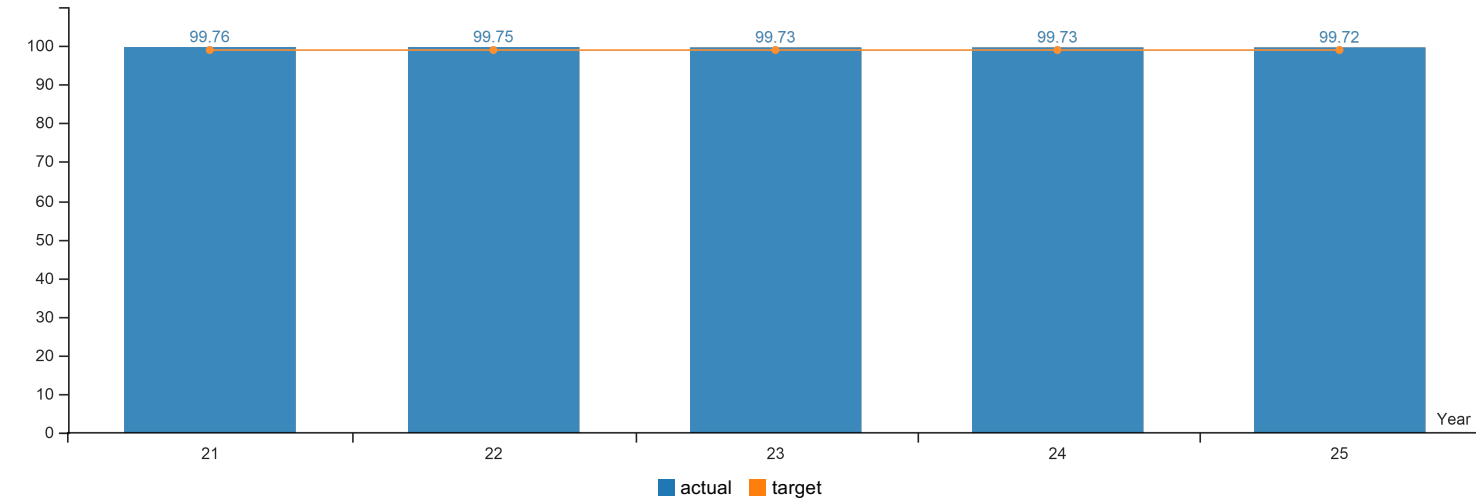
For the 2025 report year, members of LCDC self-assessed that all best practices were met. The best practices survey was administered in September 2025; all seven LCDC members responded.

Factors Affecting Results

Department policies and workflows ensure appropriate commission review and/or oversight of department mission, communication, policymaking, budget development and financial reporting.

KPM #10	FARM LAND - Percent of farm land zoned for exclusive farm use in 1987 that retains that zoning. Accounts for the conversion of EFU lands resulting from expansion of urban growth boundaries and changes in zoning.
	Data Collection Period: Jan 01 - Dec 31

* Upward Trend = positive result



Report Year	2021	2022	2023	2024	2025
Farm Land					
Actual	99.76%	99.75%	99.73%	99.73%	99.72%
Target	99%	99%	99%	99%	99%

How Are We Doing

This measure documents how much land has been removed from protective exclusive farm use (EFU) zoning or added to urban growth boundaries (UGBs) during the previous year and since 1987. EFU zoning is supposed to limit the conversion of agricultural land to non-farm uses, which helps preserve a maximum amount of the limited supply of agricultural land.

For the 2025 reporting year, 99.72 percent of land zoned EFU in 1987 was still officially zoned EFU. This measure accounts for removal of land from protective EFU zoning only and does not include conversion to other nonfarm uses legislatively permitted under EFU zoning, such as the conversion of agricultural lands to photovoltaic power generation facilities or other development. This number also does not include land added to EFU zoning.

Detailed information on the type and level of development and land division activity that may occur on lands zoned for exclusive farm use is provided in DLCD's biennial Farm and Forest report prepared in accordance with ORS 197.065.

Data for this measure is based on submittals from local governments, which are due at the end of each calendar year and encompasses data for that calendar year.

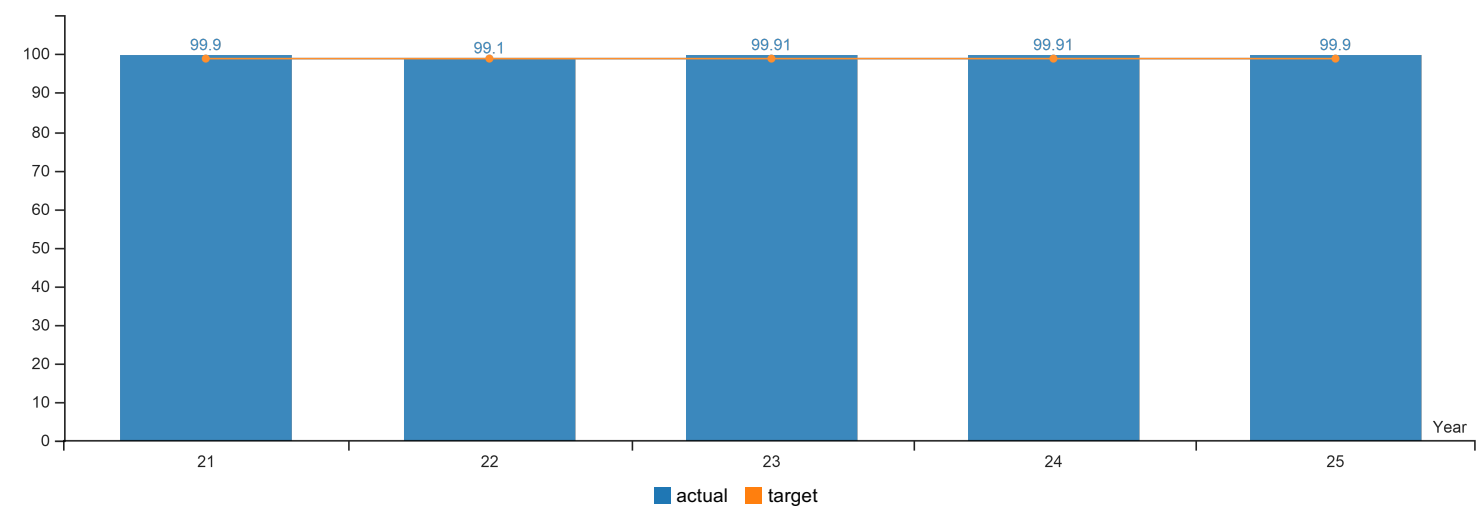
Factors Affecting Results

The state's agricultural land use policy as stated at ORS 215.243 includes the preservation of agricultural land in large blocks through the application of exclusive farm use zoning and also the goal of maintaining the agricultural economy of the state for the assurance of adequate and nutritious food for the people of the state and nation. Large blocks are important to maintain the critical mass of land, equipment, supplies, and labor required to keep agriculture viable. This measure offers only a partial insight into DLCD's progress under this policy. Staff estimate that several times as much

acreage is converted to nonfarm use within EFU zones as is rezoned out of EFU zones each year. The measure does not adequately describe the rate at which Oregon's farmland is being carved up or legislatively converted to other uses such as solar power, utilities, mineral aggregate, dog training facilities, and more. Staff provide additional detail in the biennial Farm Forest Report.

KPM #11	FOREST LAND - Percent of forest land zoned for forest or mixed farm/forest use in 1987 that remains zoned for those uses. Accounts for the conversion of forest lands resulting from expansion of urban growth boundaries and changes in zoning.
	Data Collection Period: Jan 01 - Jan 01

* Upward Trend = positive result



Report Year	2021	2022	2023	2024	2025
FOREST LAND					
Actual	99.90%	99.10%	99.91%	99.91%	99.90%
Target	99%	99%	99%	99%	99%

How Are We Doing

KPM #14 documents how much land has been removed from forest and mixed farm-forest zoning and rezoned to non-resource rural zoning districts or added to urban growth boundaries (UGBs) during the previous years since 1987. Forest and mixed farm-forest zoning provides limits on the conversion of forest and agricultural land to non-resource uses. This helps maintain the forest land base and protect the forest economy by assuring that the continuous growing and harvesting of trees is the leading use of forest land.

The 2024 report year shows that the state’s land use program continues to work well to maintain forest lands for commercial forest and other forest uses. The target of maintaining 90 percent of the 1987 forest land base under protective zoning designation continues to be met.

Data for this measure is based on submittals from local governments, which are due at the end of each calendar year and encompasses data for that calendar year.

Factors Affecting Results

Land use decisions are subject to state statutes, planning goals, and rules. Statewide Planning Goal 4 (Forest Lands) calls for protecting forest land for the continuous growing and harvesting of trees. Local officials make decisions to include forest or mixed farm-forest zoned land in a zone change or urban growth boundary (UGB) expansion. Such decisions are subject to appeal, which helps ensure that land use decisions comply with applicable statutes and rules.

In addition to zone changes and UGB expansions, land zoned forest or mixed farm-forest is also converted to non-forest uses that are allowed by statute or rule within a forest or mixed farm-forest zone or through development rights established by Measures 37 and 49. While this measure does not document those conversions, the department addresses these conversions in the biennial report

to the legislature prepared pursuant to ORS 197.065. This measure offers only a partial assessment of the type or level of development and land division activity that may occur on lands zoned forest or mixed farm-forest. More acreage is lost through methods that do not require rezoning.