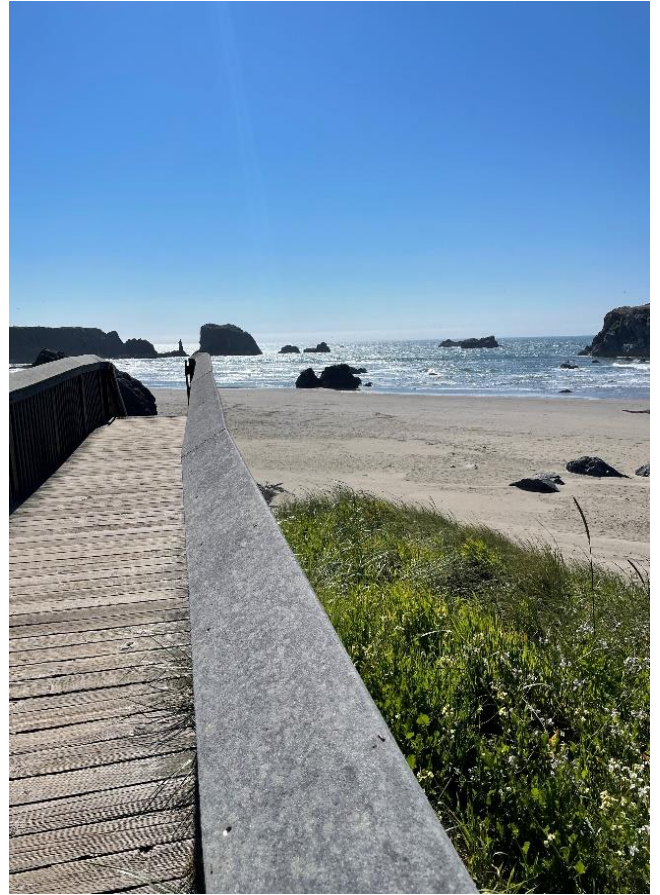




Oregon Department of Land Conservation and Development
2023-2031 Strategic Plan
2025-2027 Update



Front cover images:

Top left – Downtown Condon, Oregon; Source: Gordon Howard, DLCD. Top right – Beach access in Bandon, Oregon; Source: DLCD. Center left – Mid-rise apartments in SE Portland; Source: Sean Edging, DLCD. Bottom left – Nehalem River Ranch; Source: Hilary Foote, DLCD. Bottom right – People walking along NW 23rd Avenue in Portland; Source: DLCD.

Forward

As we mark the 50th anniversary of the signing of Senate Bill 100, Department of Land Conservation and Development staff members are honored to bring our 2023-2031 Strategic Plan into public view. This plan represents a two-year effort by staff and commissioners to clearly state where we are going in the Department's next 50 years in partnership with Oregon's local governments who carry out the state's land use planning program at the local level.

We take our stewardship role in Oregon's land use planning system seriously. This Strategic Plan makes bold statements about the need to provide clear pathways for both economic / community development and the protection of Oregon's working lands. Both of these pathways must be understandable and achievable, in order for us to be successful in our mission. Readers will find an emphasis on natural hazards and making our communities safer in a changing climate and landscape.

In the following pages, you will see the mention of the need for development-ready housing and industrial lands. The key to success will be where and how these lands develop. By placing Oregon's development carefully and involving our communities in the conversation, we can help Oregon meet its equity, climate, and economic goals.

This strategic plan also breathes life into some of the planning fundamentals that have fallen by the wayside, including the data and investments needed for decision-making, and state agency coordination programs that help us work more efficiently across the state.

Finally, we pay attention to the health and capacity of our staff and partners, by investing in and building the human resources, protocols, information technology, and procurement systems necessary to deliver services in a timely and efficient manner. We'll be spending some time modernizing and updating how we conduct business.

We look forward to the next 50 years of partnership with you.

Brenda D Bateman

Brenda Bateman, Ph.D., Director
July 2023



Governor Tina Kotek (center), Anyeley Hallová, Chair, LCDC (right), and Brenda Ortigoza Bateman, Director, DLCD (left), celebrate 50 years of Oregon's land use planning program, including the Governor's May 24 Land Use Planning Day Proclamation.

Source: DLCD

Background

The Oregon Department of Land Conservation and Development (DLCD) works 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.

What We Do

We help carry out the vision and legacy of [Senate Bill 100](#), which for 50 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.

DLCD Mission

The Department of Land Conservation and Development's mission is to help communities plan for, protect, and improve the built and natural systems that provide a high quality of life. In partnership with Oregonians and local governments, we foster sustainable and vibrant communities and protect our natural resources legacy.

DLCD Values

DLCD's work is:

- Adaptive
- Collaborative
- Equitable
- Holistic
- Inclusive
- Professional
- Resourced
- Service-focused
- Stewardship-focused

Guiding Principles for This Strategic Plan

- Develop a strategic plan that is actionable with a work plan that is implementable.
- Provide flexibility to change and adapt to emerging issues.
- Model behavior that is inclusive and equitable.
- Review and monitor; create space to re-examine and question previous assumptions.

Structure of This Strategic Plan

This Strategic Plan spans the eight-year period from 2023 to 2031. Each of the five focus areas features an eight-year guiding focus area statement, broken down into four-year objectives and two-year actions. In consultation with Land Conservation and Development Commission and its statutory advisory committees, DLCD plans to update the actions every odd-numbered year.

Relationship to DLCD's 2023 Diversity, Equity, and Inclusion Plan

Focus Areas 1 and 2 of this Strategic Plan also serve as the agency's Diversity, Equity, and Inclusion (DEI) Plan.

DLCD takes a programmatic approach that centers race. Research shows that when investments focus on Black, Indigenous, and People of Color, these benefits also accrue to low-income community members. Low-income community members also include a greater share of Oregonians who identify as living with a disability than the population as a whole. Accordingly, DLCD takes an intersectional approach that centers race.

Black, Indigenous, and People of color share similar barriers with other historically marginalized groups such as people with extremely low income, people with disabilities, LGBTQIA2S+ communities, women, older adults, and young people (this concept is known as intersectionality). People of color also tend to experience those barriers more deeply due to the pervasive and systemic nature of racism. They experience the most disparate outcomes in nearly every category of social well-being, including housing, transportation, climate, access to nature, education, and health.

DLCD recognizes that by addressing barriers experienced by Black, Indigenous, and People of Color and centering their wisdom, voice, and experience in the statewide planning process, the agency can effectively identify equitable solutions that also remove barriers for other marginalized groups. DLCD commits to practicing racial equity approaches that intersect with other historically underserved communities in our work so that all Oregonians can thrive. Definitions related to diversity, equity, and inclusion are included on page 13.

Focus Area 1: Ensure Equitable Planning and Engagement

Promote racial equity and anti-discrimination strategies in Oregon's land-use planning program to acknowledge and counteract past discrimination practices, prevent future injustices, and provide more equitable outcomes. Ensuring equitable engagement is a cross-cutting thread that runs throughout each of the subsequent focus areas.

Objective 1.1. Data and Training.

Increase the skills of staff, commissioners, local government partners, and stakeholders in advancing racial equity and anti-discrimination. Use the Commission's April 2023 Equity Framework for Decision-Making in program development and decision-making and other resources.



*Joint meeting of the Land Conservation and Development Commission and the Citizen Involvement Advisory Committee.
Source: DLCD*

1.1.a. (Updated) Provide training for staff and local governments on tools including Equitable Engagement Toolkit, Community Explorer, Risk Assessment layers, Community Assets and Harms mapping tools.

1.1.b. (Continue) Provide training to support all staff familiarity and comfort with implementing racial equity concepts and best practices to help inform daily work.

1.1.c. (Continue) Collaborate by using grants, existing committees, meetings, and regional representatives and local jurisdictional partners to increase culturally responsive engagement, access to opportunity, and understanding of racial equity and DEI concepts and strategies.

Objective 1.2. Communication. Foster simple, inclusive, and accessible communication.

1.2.a. (New) Implement Strategic Communications Plan.

1.2.b. (New) Update website according to technical accessibility standards

1.2.c. (New) Continue plain language trainings for new and all staff.

1.2.d. (Continue) Use translation services to ensure Oregonians with limited English proficiency and English language learners are invited to request translated material

in appropriate languages. Translate the most frequently accessed materials on the agency website into Spanish.

1.2.e. (New) Produce and maintain a kit of information and supplies for conferences.

1.2.f. (New) Develop a system for Regional Representatives' news.

1.2.g. (Continue) Work with community-based organizations and trusted community leaders to share program and project materials.

1.2.h. (New) Develop a social media policy.

Objective 1.3. Engagement. Respect and meaningfully engage historically marginalized and underserved communities.

1.3.a. (Updated) Hold annual Student Planning Day events.

1.3.b. (New) Develop an informational kit for school presentations on Oregon land use history and current context.

Objective 1.4. Indigenous Priorities. Recognize and elevate the priorities of Indigenous Oregonians.

1.4.a. (Continue) Update guidance documents for DLCD's government-to-government responsibilities, including consultation. Review and update policies and program as needed.

1.4.b. (Modified) Strengthen the role of regional representatives.

1.4.c. (Continue) Provide trainings and guidance documents to strengthen regional representatives and all staff relationship-building efforts to improve service delivery.



*Tribal, state, local, and special district partnerships support infrastructure projects.
Source: DLCD*

Focus Area 2: Invest in Robust Operations

Invest in people, tools, and information to help the state and its partners succeed in its mission. Ensure all department employees know how to access resources and support to accomplish their work.

Objective 2.1. Information and Technology. Explore data equity processes and practices to achieve equitable outcomes and decisions.

2.1.a. (Continue) Define and inventory the data (GIS, housing, etc.) we collect. Identify audience, use case, and usability requirements according to Oregon Open Data requirements.

2.1.b. (Continue) Identify data gaps in publicly available data sets and information.

2.1.c. (New) Develop a data strategy.

2.1.c. (Modified) Share the updated Information Technology Strategic Plan to guide DLCD in using technology to improve customer experience and staff efficiency.

2.1.d. (New) Assess, plan, and implement procedures for agency information digitization.

Objective 2.2. Professional Development. Request and provide adequate funding and time for training and development of staff.

2.2.a. (Continue) Provide regular new staff orientations, all staff meetings, trainings, and other means to support and cultivate an employee growth mindset environment, curiosity, innovation, and creativity.

2.2.b. (Continue) Identify, establish, and communicate development opportunities that align with employee interests and capacity through regular check-ins. Provide materials and resources for employee reference.



All staff meetings provide opportunities for staff development. Source: DLCD

Objective 2.3. Workforce Development. Recruit, hire, support, and retain a workforce reflective of the communities we serve.

2.3.a. (Modified) Use diverse interview panels to promote inclusivity in the staff and commission recruitment process; continue to ensure panels receive training on bias and cultural competency.

2.3.b. (Continue) Promote inclusivity, belonging, respect, and courtesy in the workplace.

2.3.c. (Continue) Provide clear expectations, assess candidate’s DEI awareness and commitment to racial justice, and honor lived experiences during the recruitment process – from position descriptions and postings to interview questions.

2.3.d. (New) Program the Salem office design based on agency business use to promote engagement and productivity.



Meeting online is one way DLCD reduces barriers to engagement. Source: DLCD

Objective 2.4. External Customer Experience. Manage and improve agency procedures and workflow for external audiences.

2.4.a. (Modified) Provide data inputs to local comprehensive plans.

2.4.b. (Continue) Create plain language communication about DLCD programs that is understandable and accessible for internal staff, partners, and community members. Ensure accessibility and readability for DLCD webpages.

2.4.c. (Continue) Establish documented procedures for programs and committees (Commission, Citizen Involvement Advisory Committee, Local Officials Advisory Committee, Grants Advisory Committee, Rulemaking Advisory Committees, etc.).

2.4.d. (Updated) Pilot update of a state agency coordination agreement.

Objective 2.5. Policy and Procedures. Establish, refine, and implement policy and procedure best practices.

2.5.a. (Continue) Increase awareness, understanding, and use of agency policies and plans, such as records retention policies, succession plans, continuity of operations plans, and IT Strategic Plan.

2.5.b. (Continue) Establish an employee guide for staff and develop well-maintained resources (e.g., onboarding/offboarding procedures, project management, etc.); ensure these roles are included in manager and employee position descriptions.

2.5.c. (Continue) Implement information governance, data governance, and records management systems.

2.6. (New) Redesign biennial budget allocation system to include central agency items, with division/program discretionary budgets.

2.6.a. (New) Improve awareness of financial management requirements and best practices.

2.7. (New) Develop a consistent grant management system.

2.7.a. (New) Document grant procedures by fund.

2.7.b. (New) Create consistent grant processes.

Focus Area 3: Build Community Resilience

Strengthen social, natural, and built systems to withstand and adapt to a dynamic future in ways that support a high quality of life for current and future generations. Center Oregon's socially vulnerable and underserved communities in building community resilience.

Objective 3.1. Statewide Planning. Support and enhance Oregon's natural hazards mitigation, climate change, and recovery planning services to build resilience across social, natural, and built systems.

3.1.a. (Updated) Localize the State's Natural Hazard Risk Assessment Upgrade.

3.1.b. (Continue) Improve integration of pre-disaster recovery planning into Oregon's land use planning program; share data and best practices with Oregon's communities.

Objective 3.2. Community Planning.

Support communities in their implementation of statewide land use planning Goal 7: Areas Subject to Natural Hazards.

3.2.a. (Continue) Support natural hazards mitigation and climate adaptation by identifying and providing resources and tools.



*DLCD helps communities plan for and mitigate risks from natural hazards. Umatilla River, 2020.
Source: DLCD*

3.2.b. (New) Help implement Executive Orders on Climate and Energy.

3.2.c. (New) Administer grants and provide technical assistance from the Community Green Infrastructure Grant Program, disburse grants to local governments.

3.2.d. (Continue) Develop resources and strategies to assist local governments in integrating new hazard information, Community Wildfire Protection Plans, and Natural Hazards Mitigation Plans into comprehensive and other plans, programs, and regulations.

Objective 3.3. Internal Coordination. Coordinate resiliency, climate change, and natural hazard planning across all DLCD programs.

3.3.a. (Continue) Support a unified, cross-functional team for climate, hazards, and recovery.

3.3.b. (Continue) Formalize collaboration between the climate adaptation planning and natural hazard mitigation planning programs.

Objective 3.4. External Relationship-Building. Work with Oregon Tribes, federal, state, and local agencies, non-profits and other community organizations that serve to advance resilience and climate adaptation throughout Oregon.

3.4.a. (Continue) Establish and maintain regular communications with state agencies and community partners.

3.4.b. (Continue) Work with community-based and community-serving organizations to advance common objectives.

3.4.c. (Continue) Refine DLCD's role in State Recovery Function #1: Community Assistance based on lessons learned from past disasters.



*2020 wildfire recovery in the McKenzie River Valley.
Source: Patrick Wingard, DLCD*

Objective 3.5. Communication and Capacity

Building. Share success stories, lessons learned, and best practices with the public, media, stakeholders, and legislators.

3.5.a. (Continue) Communicate climate change and natural hazard associated risks associated with the Risk Assessment for the 2025 Natural Hazard Mitigation

Plan Update to decision-makers and the public through one-pagers, the DLCD website, GovDelivery, and other channels.

3.5.b. (Continue) Showcase natural hazards and climate change adaptation, mitigation, and recovery successes through the same channels.

3.5.c. (Continue) Promote grants and technical assistance funds to Tribal, local, and regional governments to increase applications for climate adaptation and hazards mitigation projects.

Focus Area 4: Promote Healthy and Equitable Communities

Improve the quality of life for current and future Oregonians by providing more options and clear pathways for housing, jobs, services, and transportation in ways that increase equitable outcomes and improve our natural environment and climate future.

Objective 4.1. Jobs and Housing—Affordability. Increase opportunities for housing that people can afford and for quality jobs in urban and rural communities.

4.1.a. (New) Continue to build and conduct outreach for the Housing Accountability and Production Office.

4.1.b. (New) Produce process improvement studies.

4.1.c. (New) Produce Evaluation of State Policies and Programs for housing development.

4.1.d. (New) Co-Facilitate the State Housing Interagency Partnership

4.1.e. (New) Produce a model code for small, medium, and large cities to foster production of housing.

4.1.f. (New) Leverage state owned lands for housing production.

4.1.g. (Continue) Strengthen partnerships with public agencies, non-governmental organizations, and the private sector through rulemaking and implementation of Oregon Housing Needs Analysis to create affordable housing and quality jobs in communities, while upholding the tenets of Oregon’s land-use planning system.

4.1.h. (Continue) Provide updated guidance regarding employment lands and housing capacity analyses methodologies; help communities understand how land use, housing, jobs, and transportation choices impact social vulnerability.

Objective 4.2. Jobs and Housing—Science-, Market- and Equity-Based. Pursue jobs and housing initiatives that result in more complete and equitable communities and reduce climate pollution.

4.2.a. (Continue) Work with local governments to promote more convenient options to live and work where they can access destinations by a range of transportation choices or modes; continue to clarify and modify the Climate Friendly and Equitable Communities rules accordingly.

4.2.b (New) Develop map products reflecting local government adoptions to reduce greenhouse gas emissions from the land use and transportation sector.



The Eugene Transit Center. Source: DLCD

4.2.c. (Continue) Maintain permitted and produced housing data information on the DLCD website.

4.2.d. (Continue) Assist communities in promoting economic development that results in benefits to the economy, while lowering greenhouse gas emissions.

4.2.e. (Continue) Support diverse, resilient, and climate-friendly economies through local economic development planning, with a focus on underperforming communities.

4.4.f. (New) Develop rules for Oregon Homes (HB 2258) and Middle Housing (HB 2138).

Objective 4.3. Jobs and Housing—Planning Support. Provide support and build capacity for local communities to plan and implement Oregon's planning goals.

4.3.a. (Continue) Build capacity by focusing grants, technical assistance programs, and guidance for local jurisdictions and other organizations. Look for opportunities to coordinate with partner agencies on funding strategies to achieve greater community benefit.

4.3.b. (Continue) Identify datasets and seek funding for updated data for communities to update their comprehensive plans. Partner with Business Oregon on the development of an employment lands methodology and inventory.

Objective 4.4. Jobs and Housing—Supported by Infrastructure. Promote safe, reliable, accessible, affordable, and efficient transportation options, energy options, and infrastructure.

4.4.a. (Continue) Strengthen agency coordination through regional solutions to help ensure that infrastructure investments result in broad community benefits in line with community need.

4.4.b. (Continue) Build upon partnerships with the Every Mile Counts agencies (Oregon Dept. of Transportation, Oregon Dept. of Environmental Quality, and Oregon Dept. of Energy), and others including Oregon Housing and Community Services, Oregon Health Authority, and Business Oregon to create healthy and complete communities.



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

4.4.c. (Continue) Help communities provide climate-friendly transportation, energy, and infrastructure ready to support housing and jobs across the community.

4.4.d. (Modified) Collaborate to help implement recommendations for reducing barriers to the siting and construction of childcare facilities.

Focus Area 5: Conserve Farm and Forest Lands, Coastal and Natural Areas

Conserve Oregon's natural and working lands – farm and forest lands, coastal, scenic, unique, and other natural resources.

Objective 5.1. Farm and Forest Protection. Conserve land suitable for agricultural and forest production consistent with existing and future needs for agricultural products, forest, and open space. (Statewide land use planning Goals 3, 4)

5.1.a. (Updated) Implement the work plan for the Farm Forest Modernization Program.

5.1.b. (Continue) Communicate the importance and mechanics of the working land conservation aspects of the land use program including sequestration.

5.1.c. (Continue) Evaluate and communicate the scale, nature, and location of farm and forest land conservation. Continue work with Oregon Department of Agriculture (ODA) and Oregon Department of Forestry (ODF) to evaluate and communicate the scale, nature, and location of farm and forest land conversion throughout the state.



*Working lands like the Nehalem River Ranch include agricultural and forest lands.
Source: Hilary Foote, DLCD*

Objective 5.2. Cultural and Natural Resource Protection. Improve contribution by government at all levels to the protection and conservation of natural and cultural resources. These include water, wildlife habitat, wetland, riparian, scenic, historic, energy, mineral/aggregate resources, and public open space. (Statewide land use planning Goals 5, 6, 15)

5.2.a. (Modified) Develop a project to assess Goal 5 implementation on urban and rural lands; propose changes to achieve Goal 5 objectives particularly related to riparian areas, wetlands, groundwater aquifers, and associated habitat.

5.2.b. (Modified) Implement the Goal 5 rule for cultural areas in consultation with Oregon's federally recognized Tribes, state agencies, local governments, and community members.

5.2.d (New) Develop urbanization and wetland rules to accelerate the production of housing outside of wetland areas.

Objective 5.3. Coastal and Marine

Protection. Protect and conserve coastal and marine resources for their ecosystem values; scenic and recreational values; cultural values; social and economic values; and mitigation values for climate change and coastal hazards that promote the well-being and resiliency of coastal communities and the state of Oregon. (Statewide land use planning Goals 16, 17, 18, 19)



*Yaquina Bay and Yaquina Bay Bridge, Newport.
Source: Andy Lanier, DLCD*

5.3.a. (Updated) Administer and implement the Territorial Sea Plan (TSP).

5.3.b. (New) Implement HB 4080 and develop an Offshore Wind Energy Roadmap that includes an enforceable policy analysis.

5.3.c. (Updated) Update estuary management plans.

5.3.d. (New) Implement a coastal resiliency program.

5.3.e. (New) Implement the Ocean and Coastal Management Strategic Plan including communications, engagement, coastal and marine management, data and tools for planning, federal consistency, and sustainable funding.

5.3.f. (New) Develop rules for coastal public access.

Definitions¹

Racial Equity means closing the gaps so that race can no longer predict any person's success, which simultaneously improves outcomes for all. To achieve racial equity, we must transform our institutions and structures to create systems that provide the infrastructure for communities to thrive equally. This commitment requires a paradigm shift on our path to recovery through the intentional integration of racial equity in every decision.

Diversity means honoring and including people of different backgrounds, identities, and experiences collectively and as individuals. It emphasizes the need for sharing power and increasing representation of communities that are systemically underrepresented and under-resourced. These differences are strengths that maximize the state's competitive advantage through innovation, effectiveness, and adaptability.

Equity acknowledges that not all people, or all communities, are starting from the same place due to historic and current systems of oppression. Equity is the effort to provide different levels of support based on an individual's or group's needs in order to achieve fairness in outcomes. Equity actionably empowers communities most impacted by systemic oppression and requires the redistribution of resources, power, and opportunity to those communities.

Historically and currently underserved communities include Oregonians who are: Native Americans, members of Oregon's nine federally recognized tribes, American Indians, Alaska Natives; Black, Africans, African Americans; Latino/a/x, Hispanic; Asian, Pacific Islanders; Arab/Middle Eastern/North Africans; immigrants, refugees, asylum seekers; undocumented persons, DACA, "Dreamers"; linguistically diverse; people with disabilities; LGBTQ+; aging/older adults; economically disadvantaged; farmworkers, migrant workers.

Inclusion is a state of belonging when persons of different backgrounds, experiences, and identities are valued, integrated, and welcomed equitably as decision-makers, collaborators, and colleagues. Ultimately, inclusion is the environment that organizations create to allow these differences to thrive.

Intersectionality. The concept of intersectionality describes the ways in which systems of inequality based on gender, race, ethnicity, sexual orientation, gender identity, disability, class and other forms of discrimination and oppression "intersect" to create unique dynamics and effects. Intersectionality is the acknowledgement that everyone has their own unique experiences of discrimination and oppression, and we must consider everything and anything that can marginalize people – gender, race, class,

¹ From the State of Oregon Diversity, Equity, and Inclusion Action Plan (2021)

sexual orientation, physical ability, etc. First articulated by Professor Kimberlé Crenshaw in 1989, intersectionality was added to the Oxford Dictionary in 2015 with its importance increasingly being recognized in the world of women's rights.