

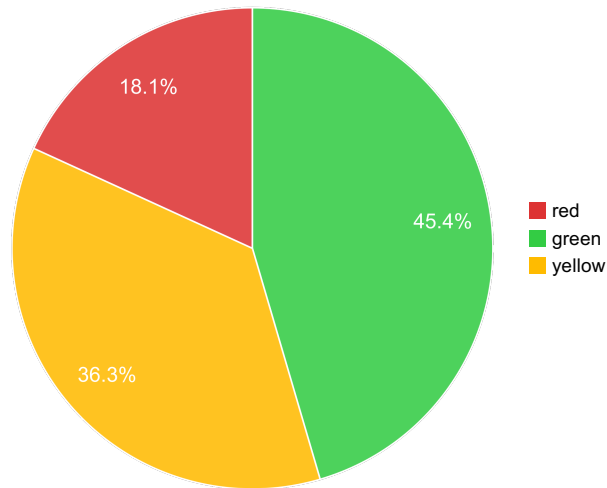
# Department of Land Conservation and Development

Annual Performance Progress Report

Reporting Year 2022

Published: 1/11/2023 2:46:09 PM

| 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.   |
| 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.  |
| 9     | URBAN GROWTH BOUNDARY EXPANSION - Percent of land added to urban growth boundaries that is not farm or forest land.  |
| 10    | GRANT AWARDS - Percent of local grants awarded to local governments within two months after receiving application.   |
| 11    | 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.           |
| 12    | BEST PRACTICES - Percent of total best practices met by the Board.   |
| 13    | 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.                              |
| 14    | 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. |

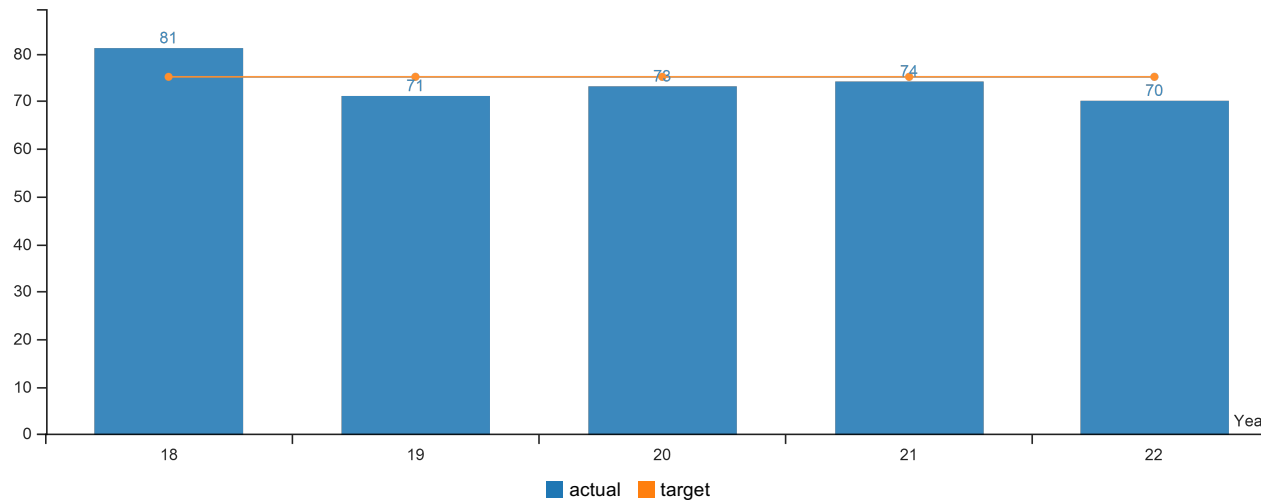


| Performance Summary   | Green           | Yellow               | Red             |
|-----------------------|-----------------|----------------------|-----------------|
|                       | = Target to -5% | = Target -5% to -15% | = Target > -15% |
| <b>Summary Stats:</b> | 45.45%          | 36.36%               | 18.18%          |

**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                   | 2018 | 2019 | 2020 | 2021 | 2022 |
|-------------------------------|------|------|------|------|------|
| <b>EMPLOYMENT LAND SUPPLY</b> |      |      |      |      |      |
| Actual                        | 81%  | 71%  | 73%  | 74%  | 70%  |
| 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 Analysis (EOAs), helps ensure enough land of the right type and amounts are available for the development of new employment uses in a community. Department staff and regional representatives provide regular technical and financial assistance to local governments for evaluations of the supply of industrial and other employment lands. For 2022, we report 70 percent of cities have updated land use plans within the previous 10 years.

**Factors Affecting Results**

Although more cities in total have completed an EOA, this represents a slight decrease from 2021, during which we reported 74 percent of cities currently in compliance. This decline is the result of seven cities passing the population threshold of 10,000 in the prior year to the sample. Astoria, Fairview, Independence, Lincoln City, Monmouth, Molalla, and North Bend are each newly considered under this KPM. Of these seven cities, Astoria and Lincoln City are compliant under the department’s employment lands KPM.

Portland, Warrenton, and Canby are working on updating their EOA with technical assistance from DLCD and expect to adopt new EOAs by June 2023.

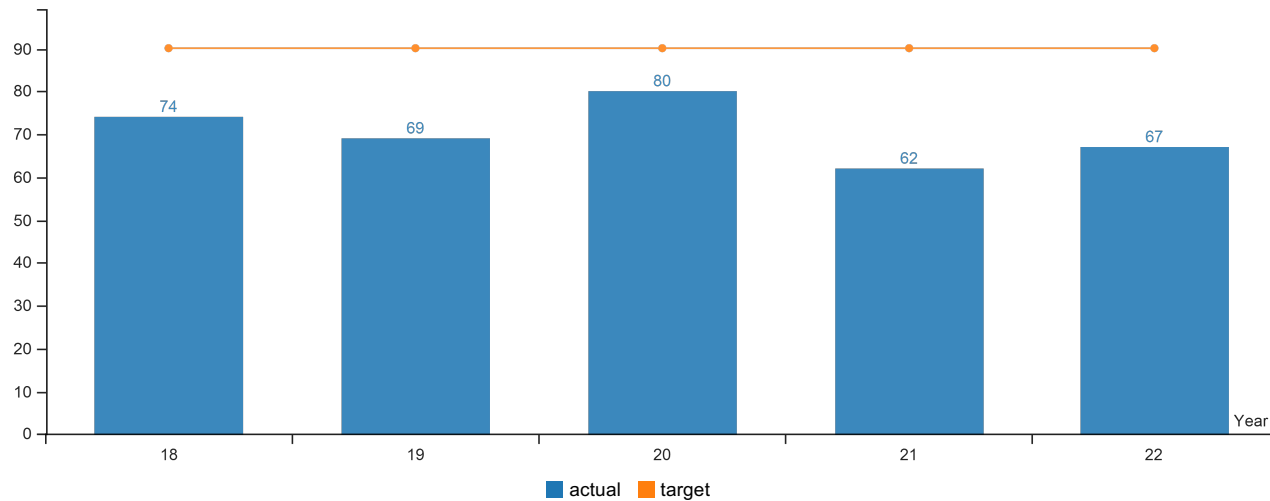
Several cities in Washington County also are currently in the process of adopting EOAs in anticipation of expansion of the semiconductor manufacturing industry. Hillsboro, North Plains, and

Sherwood are each working on updating their local employment lands supply with DLCD staff assistance.

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 demands. DLCD has proposed a 2023-25 policy option package (POP 207) with technical assistance funds to provide additional assistance to local governments.

|        |   |
|--------|---|
| KPM #2 | HOUSING LAND SUPPLY - Percent of cities that have an adequate supply of buildable residential land to meet housing needs. |
|        | Data Collection Period: Jan 01 - Dec 31   |

\* Upward Trend = positive result



| Report Year                | 2018 | 2019 | 2020 | 2021 | 2022 |
|----------------------------|------|------|------|------|------|
| <b>HOUSING LAND SUPPLY</b> |      |      |      |      |      |
| Actual                     | 74%  | 69%  | 80%  | 62%  | 67%  |
| 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 in order 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 needs analysis (HNA, but sometimes referred to as a "housing capacity analysis," or HCA), helps ensure 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 than 30 percent of their income for housing costs. This emphasizes the importance of the department's work with local governments to help ensure 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.

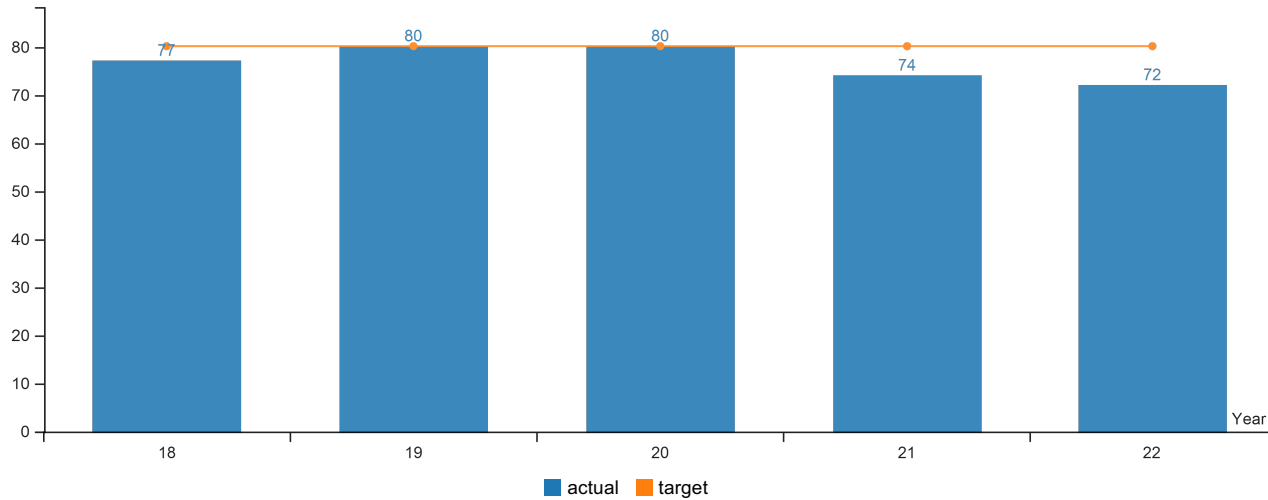
### Factors Affecting Results

The first HNA update requirements from HB 2003 (2019) apply to four cities. Per the adopted schedule, Grants Pass, Lebanon, Pendleton, and Newport are required to adopt updated HNAs by December 31, 2022. The department has funded HNA updates for all but Pendleton, and all cities are on track to adopt updated HNAs by the deadline, but outside the current review period from July 1, 2021 to June 30, 2022. Also, seven cities are now more than 10,000 in population. If the newly-added cities were not considered in the analysis of updated housing needs, this year's results would show that 74 percent of the cities had up to date HNAs, rather than 67 percent. Typically, smaller cities have fewer resources and staff to maintain updated housing plans, and these seven cities were not previously subject to the requirement to update HNAs established in ORS 197.296(2)(a)(B) with passage of HB 2003 (2019).

The most significant factors affecting results is the lack of local government staff capacity and financial resources to complete the work. DLCD has a 2023-25 policy option package (POP 204) to continue the \$2.5M/year for housing capacity updates, which include housing needs analyses.

|        |  |
|--------|--|
| 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                    | 2018 | 2019 | 2020 | 2021 | 2022 |
|--------------------------------|------|------|------|------|------|
| <b>PUBLIC FACILITIES PLANS</b> |      |      |      |      |      |
| Actual                         | 77%  | 80%  | 80%  | 74%  | 72%  |
| Target                         | 80%  | 80%  | 80%  | 80%  | 80%  |

### How Are We Doing

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. 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), including cost estimates and funding plans.

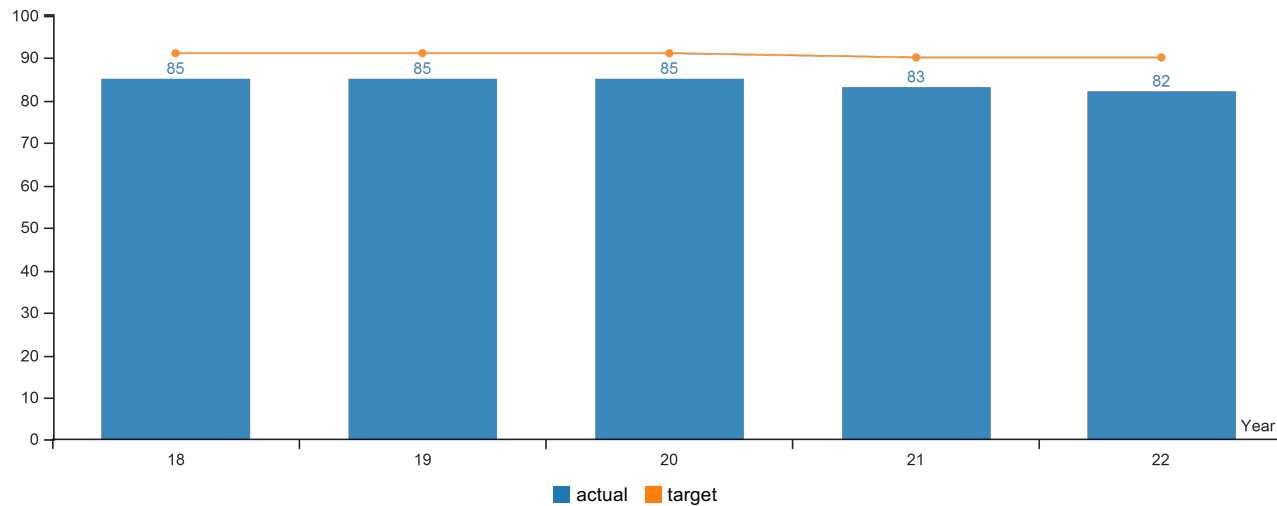
### Factors Affecting Results

Factors affecting results include local government staff capacity and financial resources to complete the work, and the limited provision of state technical assistance funding to help local governments complete new public facilities master plans. Factors leading to a positive outcome include: (1) a city is in periodic review, 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; and (3) evolving federal regulations and legal opinions regarding water quality standards have compelled some recent master plan updates to address new requirements.

Historically, department's grant funds cannot cover all qualified and needed local projects. Cities that are not experiencing significant growth would not collect significant systems development charges (SDCs) that could support necessary infrastructure plans and improvements, placing the local funding burden on existing rate-payers who have limited financial capacity. Public facilities master plans are sometimes adopted by resolution by local governments, which does not require a comprehensive plan amendment process and subjects the adopted plan to legal challenge as a land use decision. 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.

|        |   |
|--------|---|
| 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. |
|        | Data Collection Period: Jul 01 - Jun 30   |

\* Upward Trend = positive result



| Report Year                        | 2018 | 2019 | 2020 | 2021 | 2022 |
|------------------------------------|------|------|------|------|------|
| <b>TRANSIT SUPPORTIVE LAND USE</b> |      |      |      |      |      |
| Actual                             | 85%  | 85%  | 85%  | 83%  | 82%  |
| Target                             | 91%  | 91%  | 91%  | 90%  | 90%  |

#### How Are We Doing

This performance measure describes the percent of urban areas with a population greater than 25,000 that have adopted transit supportive land use regulations (i.e., assure that land use and public transit systems are integrated and mutually supportive). Transit-supportive 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.

Partners include local governments, transit districts, and the Oregon Department of Transportation through the joint Transportation and Growth Management Program.

The targets were largely achieved until a few years ago, as motivated local governments with sufficient staff capacity adopted transit-supportive land use regulations. Moving forward, the targets are increasingly difficult to meet as there are fewer jurisdictions where improvements are needed. As the compliance rate reaches 100 percent, the remaining cities are those who often have the most difficult challenges. The department expects the 2022 adoption of updated rules for land use and transportation planning in metropolitan areas will drive additional changes and updates to supportive land use regulations.

#### Factors Affecting Results

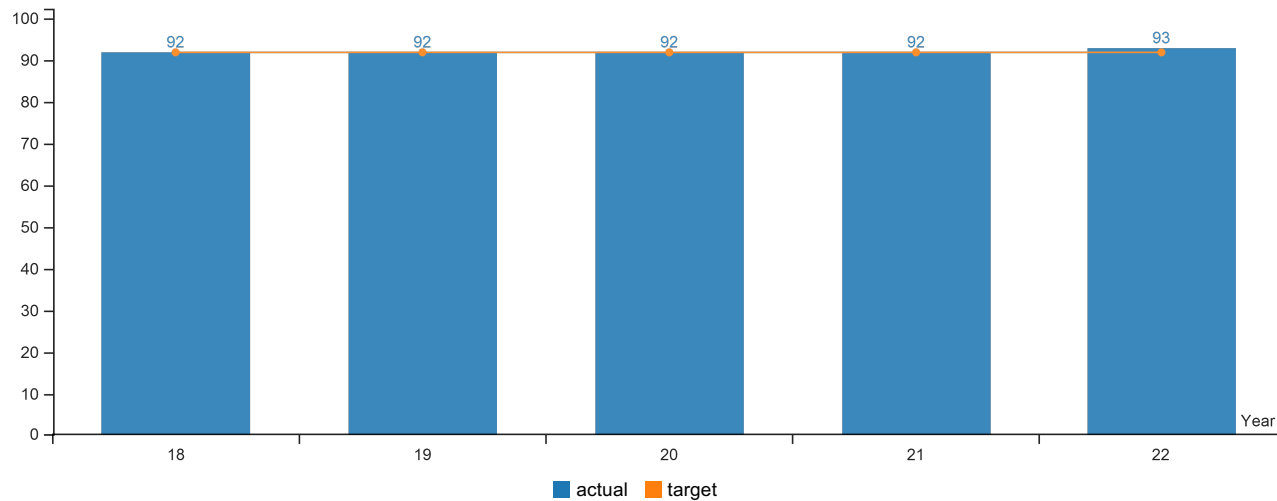
Factors that have improved results in recent years include increased concerns about housing affordability, demographic changes, and the desire to reduce greenhouse gas emissions. Factors that

continue to make progress difficult include limited funding to update plans, the complexity and controversy often associated with planning for transit supportive land uses, and limited public understanding of transit and related development regulations. In 2022 the Land Conservation and Development Commission amended the Transportation Planning Rules (Oregon Administrative Rules, chapter 660, division 12) as part of its Climate Friendly and Equitable Communities Rulemaking to increase the requirements for local transportation planning in metropolitan areas. These rules will require many cities and counties in metropolitan areas to update their transportation plans over the next seven years, which will likely bring them into compliance with this KPM. As state financial support is needed for this important work., DLCD has a 2023-25 policy option package (POP 203) for \$12M to support local governments with this work.



|        |   |
|--------|---|
| 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. |
|        | Data Collection Period: Jul 01 - Jun 30   |

\* Upward Trend = positive result



| Report Year                      | 2018 | 2019 | 2020 | 2021 | 2022 |
|----------------------------------|------|------|------|------|------|
| <b>TRANSPORTATION FACILITIES</b> |      |      |      |      |      |
| Actual                           | 92%  | 92%  | 92%  | 92%  | 93%  |
| 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 LCDC's Transportation Planning Rules (OAR chapter 660, division 12) and Statewide Planning Goal 12. These TSPs address transportation facilities and services, including pedestrian, bicycle, public transportation, and roads, streets, and highways. TSPs are intended to guide local and state efforts to improve transportation facilities and services.

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 development regulations. Government partners include local governments, transit districts, and the Oregon Department of Transportation through the joint Transportation and Growth Management Program.

The commission recently adopted amendments to the Transportation Planning Rules that will require cities in metropolitan areas to put more emphasis on reducing driving when updating transportation system plans, thus reducing the pollution that causes global climate disruption. Most cities that are counted under this measure have adopted Transportation System Plans. There has not been a much change in the past few years. For the 2022 report, there are 100 cities with a population above 2,500 that have acknowledged TSPs and eight cities with a population above 2,500 that do not have acknowledged TSPs. The eight cities that have a population above 2,500 that do not have an acknowledged TSP are: Coquille, Gervais, King City, Millersburg, Ontario, Seaside,

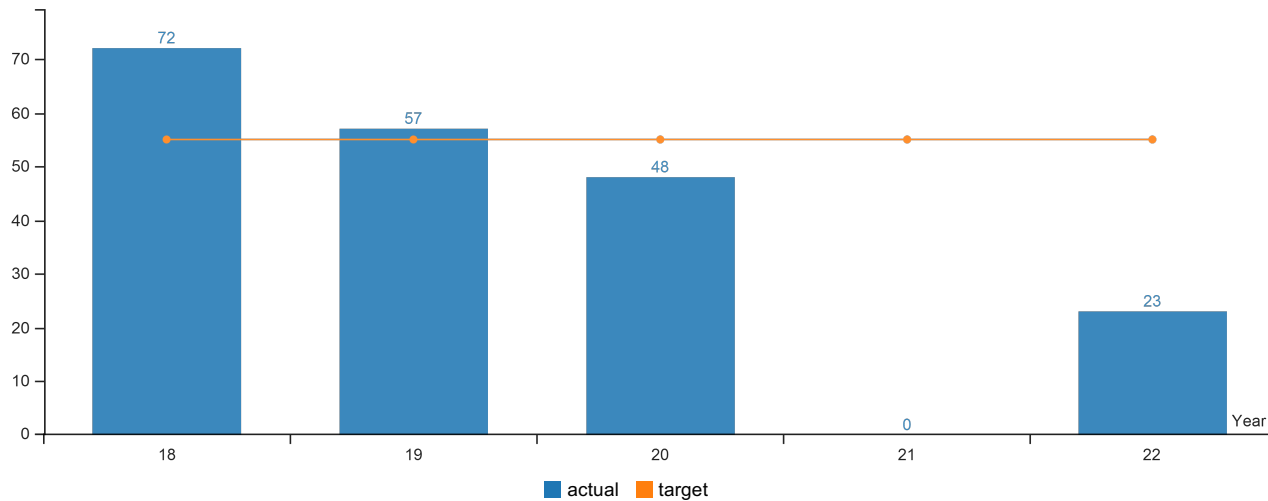
Shady Cove, and Sublimity.

**Factors Affecting Results**

The slow rate of completion in recent years is not surprising because 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 #9 | 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                            | 2018 | 2019 | 2020 | 2021 | 2022 |
|--|------|------|------|------|------|
| <b>URBAN GROWTH BOUNDARY EXPANSION</b> |      |      |      |      |      |
| Actual                                 | 72%  | 57%  | 48%  | 0%   | 23%  |
| Target                                 | 55%  | 55%  | 55%  | 55%  | 55%  |

### How Are We Doing

Statewide Planning Goal 14 requires establishment of an urban growth boundary (UGB) around each city. A UGB is used to designate where a city expects to grow over the next 20 years. Cities may amend their UGB as needed to accommodate city growth. The use of UGBs, and the review process for UGB expansion, helps to preserve Oregon’s agriculture, forest, and open space, and control the sprawl of each city. Land added to a UGB must be selected consistent with priorities set forth in ORS 197A.320 (ORS 197.298 for Metro) and Goal 14 intended to conserve natural and working lands as much as possible. Those priorities require that farm and forest lands are the last priority for inclusion in UGB expansions. This Key Performance Measure documents the percentage of land added to UGBs annually that was previously zoned exclusive farm, forest, or mixed farm-forest.

3,727 acres were added to UGBs statewide in 2021. 2,873 acres (77 percent) added to UGBs in 2021 were previously zoned for resource use (EFU, forest & mixed farm-forest). 2021 additions included a single 2,181-acre expansion by Metro for four cities in the metro planning area and an 862-acre expansion of the McMinnville UGB that that was initiated almost a decade ago. 1,918 acres of the resource land that was urbanized in 2021 had been previously designated as urban reserve for the city of Central Point and for Metro but were still zoned for farm, forest, or mixed farm/forest use. In 2014 the legislature approved several significant adjustments to the Metro UGB and reserve designations. The 55% target was not met in 2021.

While performance on this measure has varied widely from year to year depending on the number and location of expansions acknowledged, the average over the past 10 years has been 53%

meaning less than 55% of land added to UGBs over the past decade was converted from farm and forest zoning.

**Factors Affecting Results**

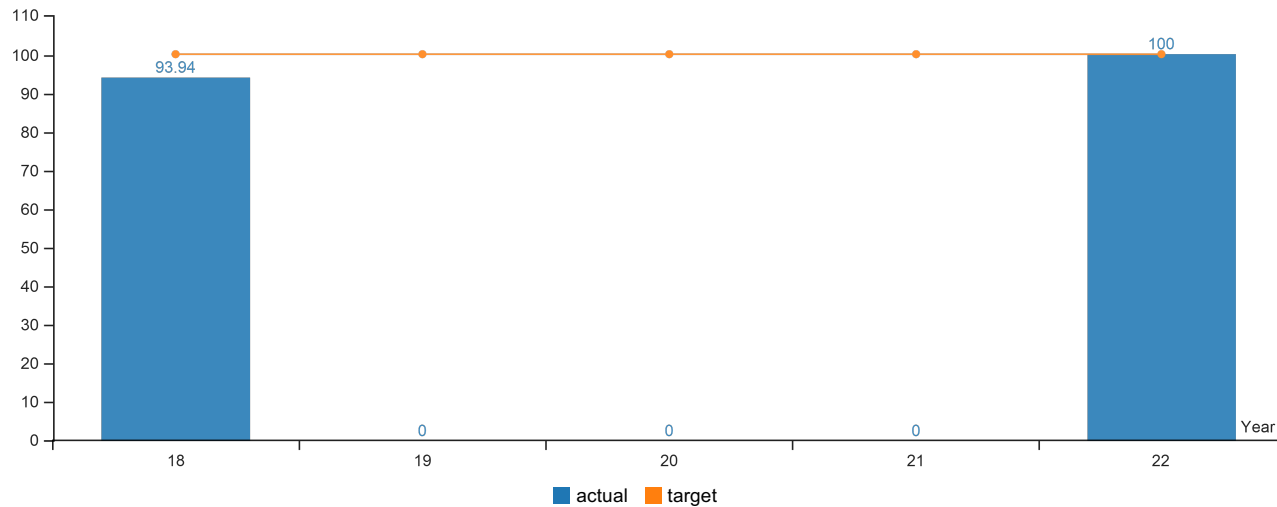
Land use decisions are subject to state statutes, planning goals, and rules design to limit the conversion of agricultural and forest lands to urban use. Decisions to include EFU, forest, or mixed farm/forest zoned land in a UGB expansion are made by local elected officials. Such decisions are subject to appeal, which helps ensure that land use decisions comply with applicable statutes and rules. LCDC has some authority to remand, or return, to local governments any UGB amendments that do not follow statutory priorities regarding agricultural and forest land.

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.

DLCD is considering requesting amendment of this target going forward, as expansions in the Portland Metro area, while technically still zoned farmland, have been designated as urban reserves, the first priority for urbanization when needed.

|         |  |
|---------|--|
| KPM #10 | 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         | 2018   | 2019 | 2020 | 2021 | 2022 |
|---------------------|--------|------|------|------|------|
| <b>GRANT AWARDS</b> |        |      |      |      |      |
| Actual              | 93.94% | 0%   | 0%   | 0%   | 100% |
| Target              | 100%   | 100% | 100% | 100% | 100% |

**How Are We Doing**

The strategy ensures that technical assistance local government grantees are awarded the funds early enough in the biennium that they have adequate time to complete the project, including any delays.

The measure reflects Technical Assistance (TA) and Periodic Review (PR) grant awards made by DLCD during the fiscal year. These competitive grant applications are awarded on a biennial basis. DLCD satisfied the KPM target during this reporting period, as all of the 41 applications got a response within 60 days.

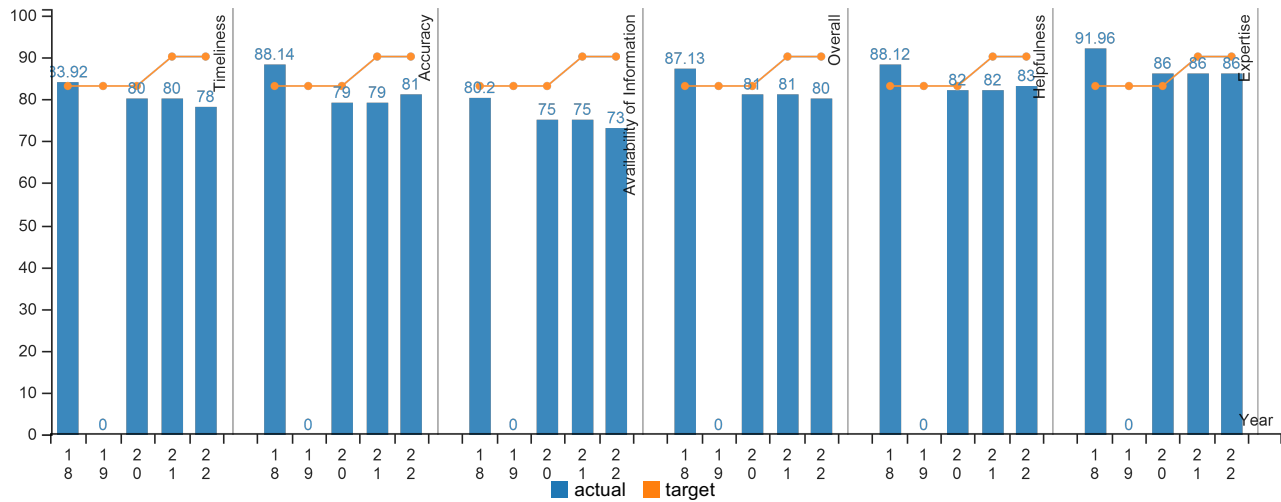
By way of a success story, the City of Springfield was one of the 25 applicants receiving funding. It is using the funds to complete a study of wetlands within an area on the northwest side of the city that was added to the city’s urban growth boundary in 2017 to meet a demand for new industrial lands. The city is scheduled to complete this work by June 30, 2023.

**Factors Affecting Results**

The department has established a streamlined system for review of applications based on criteria set by the department with advice from our Grants Advisory Committee. The review involves the community services division manager and the department’s regional representatives. The department grades and ranks projects in a streamlined manner, and then makes decisions based upon the amount of funding appropriated by the legislature for the biennium.

The department’s streamlined system allows quick and efficient decisions on all of the grant applications, because the department has already set forth the criteria for review and department staff work together as a team to make prompt decisions on all of the applications.

KPM #11 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                        | 2018   | 2019 | 2020 | 2021 | 2022 |
|------------------------------------|--------|------|------|------|------|
| <b>Timeliness</b>                  |        |      |      |      |      |
| Actual                             | 83.92% |      | 80%  | 80%  | 78%  |
| Target                             | 83%    | 83%  | 83%  | 90%  | 90%  |
| <b>Accuracy</b>                    |        |      |      |      |      |
| Actual                             | 88.14% |      | 79%  | 79%  | 81%  |
| Target                             | 83%    | 83%  | 83%  | 90%  | 90%  |
| <b>Availability of Information</b> |        |      |      |      |      |
| Actual                             | 80.20% |      | 75%  | 75%  | 73%  |
| Target                             | 83%    | 83%  | 83%  | 90%  | 90%  |
| <b>Overall</b>                     |        |      |      |      |      |
| Actual                             | 87.13% |      | 81%  | 81%  | 80%  |
| Target                             | 83%    | 83%  | 83%  | 90%  | 90%  |
| <b>Helpfulness</b>                 |        |      |      |      |      |
| Actual                             | 88.12% |      | 82%  | 82%  | 83%  |
| Target                             | 83%    | 83%  | 83%  | 90%  | 90%  |
| <b>Expertise</b>                   |        |      |      |      |      |
| Actual                             | 91.96% |      | 86%  | 86%  | 86%  |
| Target                             | 83%    | 83%  | 83%  | 90%  | 90%  |

How Are We Doing

Generally, survey respondents were equally satisfied with DLCD customer service in 2022 as they were in 2020. Small increases were seen in survey results related to DLCD employees' ability to provide services correctly the first time, and helpfulness of employees. Small decreases were seen in survey results related to DLCD's timeliness of service, availability of information, and overall quality of service. The knowledge and expertise of DLCD employees was rated as good or excellent by 86 percent of survey respondents for both biennia.

According to the customer service targets set by DAS, DLCD met and exceeded the knowledge and expertise goal for the 2021-2023 biennium. We did not meet our targets in the other areas.

40 percent of respondents chose to share comments about how what DLCD staff could do to better serve them or their organizations. In these comments, respondents commended DLCD's efforts to create more diverse, equitable, and inclusive planning activities. One respondent commented: "In the last year DLCD has been proactive about working to include city's that have not been historically engaged in their work (rule make, housing studies, etc.) and continuing/building on this proactive approach to including diverse/less heard from communities would be fantastic."

Other supportive comments included: "You've always been available, responsive and helpful," "They were helpful with all my questions," and "Keep doing what you're doing!"

The open-ended comments from our survey help to illustrate challenges that are obvious to staff and leadership within the agency, and that have become clear to those on outside as well. Many critical comments, summarized below, are related to under-staffing and lack of agency capacity:

- Staff have too many projects at once
- Agency needs enhanced research capacity and better data availability
- DLCD needs to provide a standardized land use application system for local governments, so data collected/needed does not vary jurisdiction to jurisdiction
- Agency needs greater communications capacity and provide local governments with materials, communication plans and execution strategies
- Hire more and have less turnover
- Have more regional staff to help local governments
- More general staff availability
- DLCD need more staff availability for local-level public meetings
- More ability to provide local-level analysis

As documented by the Secretary of State (Feb. 5, 2018 letter), DLCD lacks adequate staff in critical areas. The broad mission of the agency and the task of supporting Oregon's statewide planning program is an ambitious assignment, and necessarily coordinated with local governments. Recent additions of staff and legislatively directed money have been issue-specific (housing, undersea cables, wildfire, rural transportation equity), rather than addressing central operations such as communications, information technology, and human resources. As an agency, we are reliant upon the general fund for our core services. With the lack of funding for periodic review of comprehensive plans, DLCD lacks the consistent funding necessary to keep local comprehensive plans up-to-date, has low administrative support, and needs to stagger our work to staff and support rulemaking and policy activities.

In 2020, due to COVID-19 AY '21-related budget reductions, DLCD had only seven of our nine regional representative positions filled, and experienced a 22 percent reduction in front line staff. One of the regional representative positions temporarily eliminated was responsible for ten counties and more than 50 cities in Eastern Oregon. Remaining regional representatives attempted to cover these

counties, in addition to their existing duties, and response times were slower. This was noted by survey participants. DLCD also lost 1.5 FTE in the policy office and our entire communications staff. As such, it is not surprising to see a drop in customer service, although agency staff did their best to serve local governments and implement our statutory mission.

#### **Factors Affecting Results**

Staff constraints and lack of adequate resources is an ongoing issue for DLCD. The statutory mission of the agency is broad, and a challenge to support at times. Local governments are in a similar resource constrained environment and are consistently seeking support from DLCD staff. DLCD has also had some vacancies that have caused frustration in the field while we work to fill those positions. Limited human resources capacity and scarcity of qualified applicants have made some positions difficult to fill in a timely fashion.

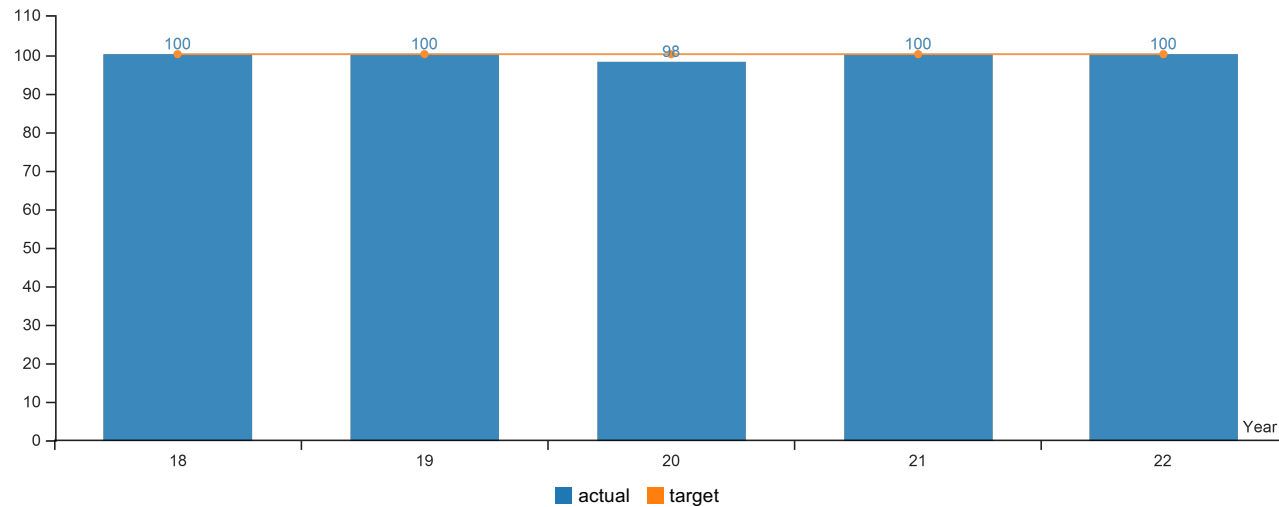
Additionally, DLCD undertook a complex and controversial rulemaking that affected the eight largest metropolitan regions around the state. The rules (adopted in July 2022) were not universally popular and the resulting frustration from local jurisdictions may be reflected in the results of the customer service survey.

Lack of communications capacity and adequate staffing at times leads to slower information availability, resulting in frustration from local planning staff and other stakeholder and interested groups. In the face of these challenges, we are proud of the work we do, and look forward to doing the best job we can to serve Oregon's communities with the resources available.



|         |  |
|---------|--|
| KPM #12 | BEST PRACTICES - Percent of total best practices met by the Board. |
|         | Data Collection Period: Jul 01 - Jun 30                            |

\* Upward Trend = positive result



| Report Year           | 2018 | 2019 | 2020 | 2021 | 2022 |
|-----------------------|------|------|------|------|------|
| <b>BEST PRACTICES</b> |      |      |      |      |      |
| Actual                | 100% | 100% | 98%  | 100% | 100% |
| Target                | 100% | 100% | 100% | 100% | 100% |

#### How Are We Doing

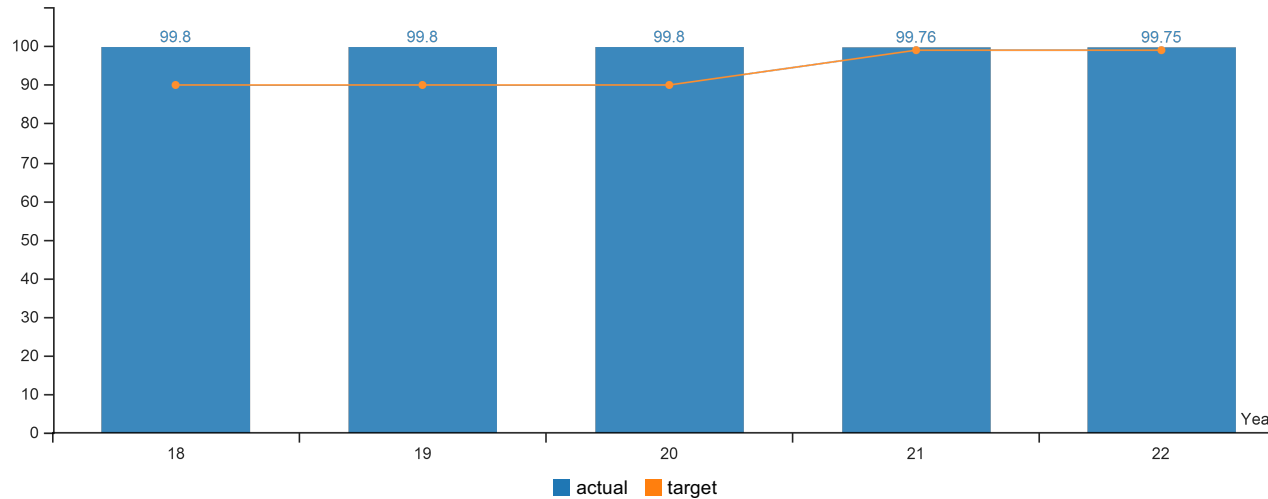
The 2007 Legislature approved a Statewide Best Practices Measure and required certain boards and commissions to report on their ability to meet established criteria. Implementation of this performance measure for affected boards and commissions includes an annual commission self-assessment of the state 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. In September 2022, commissioners completed its best practices scorecard for fiscal year 2022.

#### Factors Affecting Results

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

|         |   |
|---------|---|
| KPM #13 | 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      | 2018   | 2019   | 2020   | 2021   | 2022   |
|------------------|--------|--------|--------|--------|--------|
| <b>Farm Land</b> |        |        |        |        |        |
| Actual           | 99.80% | 99.80% | 99.80% | 99.76% | 99.75% |
| Target           | 90%    | 90%    | 90%    | 99%    | 99%    |

### How Are We Doing

The state's Agricultural Land Use Policy in ORS 215.243 and Statewide Planning Goal 3 (Agricultural Lands) call for the preservation of a maximum amount of the limited supply of agricultural land. Exclusive farm use (EFU) zoning limits the conversion of agricultural land to non-farm uses. KPM #13 documents how much land has been removed from protective EFU zoning or added to urban growth boundaries (UGBs) during the previous year and since 1987.

3,070 acres of exclusive farm use land were rezoned or added to urban growth boundaries in 2021. The majority of conversion was related to three large UGB expansions (McMinnville, Metro and Central Point) which are further discussed under KPM 9, 'UGB Expansions'. Another 211 acres was rezoned to Forest or Mixed Farm-Forest. Exceptions to Goals 3 or 4 are not required to change one resource zone for another. Typically, a resource-to-resource zone change occurs when a landowner proposes a development opportunity that is available in one zone and not the other such as property that might qualify for a forest template test dwelling but is zoned as agricultural land.

From a base of 16.1 million acres of EFU-zoned land in 1987, a total of 42,206 acres have been rezoned from EFU to other urban and rural uses through 2021.

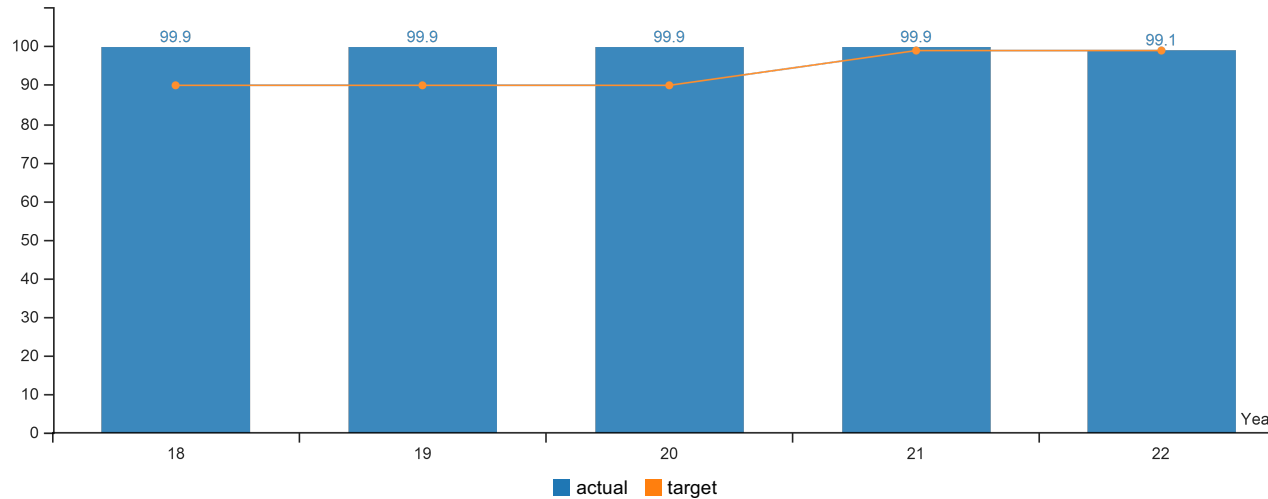
This means that 99.74 percent of land zoned EFU in 1987 was still zoned EFU in 2021. The 2021 KPM target was met. Of note: at the rate of rezoning of EFU lands over the past 34 years, the state will have lost 10 percent of its land currently zoned EFU in approximately 1,300 years.

**Factors Affecting Results**

While this performance measure provides insight into the longevity of EFU zoning over time, the modest amount of land rezoned or added to UGBs from EFU over the past 40 years is relatively minimal compared to the large amount of agricultural land in Oregon. 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, healthy, and nutritious food for the people of the state and nation.

|         |  |
|---------|--|
| KPM #14 | 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        | 2018   | 2019   | 2020   | 2021   | 2022   |
|--------------------|--------|--------|--------|--------|--------|
| <b>FOREST LAND</b> |        |        |        |        |        |
| Actual             | 99.90% | 99.90% | 99.90% | 99.90% | 99.10% |
| Target             | 90%    | 90%    | 90%    | 99%    | 99%    |

#### How Are We Doing

Statewide Planning Goal 4 (Forest Lands) calls for maintaining the forest land base and protecting the forest economy by ensuring that the continuous growing and harvesting of trees is the leading use of forest land. Forest and mixed farm-forest zoning provides limits on the conversion of forest and agricultural land to non-resource uses. KPM #14 documents how much land has been removed from forest and mixed farm-forest zoning and/or added to urban growth boundaries (UGBs) during the previous year and since 1987.

The results for calendar year 2021 show that the state's land use program continues to work well to maintain forest lands for commercial forest and other forest uses. The KPM target of maintaining 90 percent of the 1987 forest land base under protective zoning designation has consistently been met over time.

One hundred and thirteen (113) net acres of forest or mixed farm-forest zones were added in 2021. In the past ten years more than 1,850 acres have been added to forest zones, while 2,321 acres have been removed from protective forest zoning resulting in a net redesignation of only 452 acres of forestland over the past decade. However, 96 percent of land added to forest zoning has been converted from EFU meaning this does not represent a positive addition to resource lands.

This target has been consistently met over time with just over 10,000 acres of forest land being removed from protective forest zoning since implementation of the program. Prior to implementation of land use planning, conversion of nonfederal resource lands in Oregon was vigorous and dispersed. Since implementation, conversion in has been more directed, supporting the retention and functionality of resource lands for timber and farm use as well as ecosystem services (habitat, air, and water quality). In Oregon, net average annual conversion of private resource land (as measured

by groundcover) declined by 54 percent after implementation of land use planning<sup>[1]</sup>. The avoided conversion of resource lands comes with significant environmental benefits including reduced emissions, carbon sequestered in our forests and improved air and water quality.

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[1] Gray, A.N., Hubner, D., Lettman, G.J., Thompson, J.L., Tocarczyk, J. (2018). Forests, farms & people: Land use change on non-federal land in Oregon 2018 Update. Oregon Department of Forestry.

#### **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. Decisions to include forest or mixed farm-forest zoned land in a zone change or UGB expansion are made by local elected officials. 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 nonforest 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. Those conversions are not documented by this KPM but are instead addressed in the biennial report to the legislature prepared pursuant to ORS 197.065.

While this performance measure provides an assessment of the longevity of forest and mixed farm-forest zoning over time, the modest amount of land rezoned or added to UGBs compared to the very large base of current forest and mixed farm-forest zoning is relatively minimal. 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. It is estimated that several times as much acreage is converted within forest and mixed farm-forest zones as is rezoned each year.