

Oregon Department of Land Conservation and Development

Biennial Report 2017-19



DLCD

Planning for thriving communities and protecting our natural resources legacy.

About this Report

This 2017-19 Biennial Report shares our department accomplishments, major themes in our work, and our response to direction from the legislature, the Governor, the Land Conservation and Development Commission (LCDC). It also features work inspired by the ideas and contributions of our staff and field representatives, many of whom are experts in their field. Agency initiatives come from listening to the needs of the public, sister agencies, our cities and counties.

This report illustrates the ways our department continues to evolve to meet the changing conditions in our state, our environment, changing economic development opportunities, and the political will of the state. Each biennium, DLCD works to improve agency effectiveness and efficiency. Our 2014-22 Strategic Plan creates the roadmap that guides our actions in this work and also creates the framework for the content and flow of this report. In the pages that follow, you will find numerous examples of the ways the department has responded to the legislature, requests from the public, to demonstrated need, or acting on staff initiatives. We are proud of the work we do and committed every day to making Oregon the best place it can be.

We welcome your review and feedback on this material and hope that it reflects the dynamic relationship the department has with the public and our partners.

Thank you,

Director Jim Rue



Figure 1. Central Oregon Landscape

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Mission Statement

To help communities and citizens plan for, protect and improve the built and natural systems that provide a high quality of life. In partnership with citizens and local governments, we foster sustainable and vibrant communities and protect our natural resources legacy.

Guiding Principles

- Provide a healthy environment;
- Sustain a prosperous economy;
- Ensure a desirable quality of life; and
- Provide fairness and equity to all Oregonians

DLCD Strategic Plan Goals

Goal 1: Conserve Oregon's Natural Resources

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

Goal 2: Promote Sustainable, Vibrant Communities

- Support local governments to have complete and current comprehensive plans with sufficient development capacity (land supply and infrastructure) to accommodate expected growth and economic development.
- Support community efforts to expand transportation choices for well-functioning, well-designed, and healthy communities.
- Enhance local efforts to revitalize communities, seek public infrastructure solutions, and build community participation.
- Support local planning efforts to develop resilience to natural hazards, including those exacerbated by climate change.

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

- Improve communication with and education of citizens and stakeholders.
- Develop strong, collaborative partnerships with people and communities through citizen involvement, outreach, and collaboration.

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

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

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

- Operate a professional organization that is efficient, operates according to best practices, and seeks to continually improve operations.
- Manage and provide services to local governments to support department and local objectives.

“The St. Helen’s Waterfront is a success story in real time. There has been strong local and State support for the project and these investments are coming to fruition. Just this past week they had a presentation from Staff and a prospective developer about a proposed \$50M plus private investment made possible in large part due to State and Federal resources. The presentation was met with resounding support and an excitement for the future of St. Helens.” - John Walsh, City Administrator, St. Helens



Figure 2. St. Helens Aerial, July 2015. Photo courtesy of the City of St. Helens.



Figure 3. St. Helens, Watercolor Rendering, future waterfront development on former Boise Cascade site. Courtesy of the City of St. Helens.

Who We Are

The Oregon Department of Land Conservation and Development (DLCD) is a small state agency. We work in partnership with local governments, and state and federal agencies, to address the land use needs of the public, communities, regions, and the state. The Land Conservation and Development Commission (LCDC) provides policy direction for the land use planning program and oversees DLCD operations.

The department is organized into interrelated divisions, all of which work collaboratively to accomplish the work of the agency.

Ocean and Coastal Services: Oversees Oregon's federally approved coastal program, and provides planning grants, delivers data and technical assistance to coastal communities relating to: coastal hazards and resilience, climate change adaptation, estuary program updates, and territorial sea plan implementation.

Planning Services: Provides technical expertise and services relating to transportation and growth management, natural hazards, climate change mitigation, and property rights.

Community Services: Delivers broad technical assistance to local governments and state agencies, reviews local plan amendments for consistency with the statewide planning goals, provides planning grants and represents DLCD on Regional Solutions Teams.

Administrative Services: Provides support for department operation, policy development, and LCDC.

Director's Office: Provides overall management and policy direction.

What We Do

We help carry out the vision and legacy of Senate Bill 100, which for 40 years has contributed to the quality and character of the natural and built environment of the state. The program has been charged by the Legislature with managing urban growth; protecting farm and forest lands, coastal areas, and natural resource lands; and providing for safe, livable communities in concert with the vision of the local communities.

Under the statewide land use planning program, each city and county is called upon to adopt and maintain a comprehensive plan and an implementing zoning code consistent with 19 statewide planning goals. Recognizing that each city and county has unique values and aspirations, our job is to provide planning guidance and technical assistance to help communities plan for their future while considering the needs of the region and the state.

Helping cities and counties address these functions in the context of a wide range of state and local interests requires that we be problem solvers. The department's mission reflects this active role.



Figure 4. Astoria, Oregon. Redevelopment for housing.

Land Conservation and Development Commission (LCDC)

Oregon’s Land Conservation and Development Commission (LCDC), assisted by the department, adopts state land-use goals and implements rules, assures local plan compliance with the goals, coordinates state and local planning, and manages the coastal zone program.

The seven commissioners are unpaid citizen volunteers appointed by the Governor and confirmed by the Senate. Commissioners are appointed to four-year terms and may not serve for more than two full terms. The statute establishing the commission, ORS 197.030, requires the members be representative of certain regions of the state. At least one member must be or have been an elected city official in Oregon and at least one member must be an elected county official at the time of appointment.

Current commission members:

- Jerry Lidz – Commission Chair
- Robin McArthur – Vice-Chair
- Anyeley Hallova
- Catherine Morrow
- Katie Pearmine
- Melissa Cribbins
- Sherman Lamb



Figure 5. Badlands Landscape, Oregon

The commission meets approximately every two months to conduct its business and direct the work of the department. In the 2017-19 Biennium, LCDC held meetings in Florence, Hood River, La Grande, Seaside, St Helens, and Salem. When the commission has a traveling meeting, it usually tours the local area, hosts a roundtable meeting for local, state, and tribal officials, and has an opportunity to hear from the Regional Solutions Team for that area. A restricted travel budget at direction of the Governor's Office for 2018 led to fewer travelling meetings than is typical.

The commission approves the department's biennial Policy Agenda, which together with the department's Strategic Plan, guides the policy creation and much of the programmatic agenda for the agency.

"From my upbringing on our family farm to my professional work with the food and agricultural sectors, I have witnessed first-hand the strengths of Oregon's land use planning program, protecting farms and forests and building a foundation for vibrant communities. I look forward to building on this work and making sure our policies continue to evolve to meet the needs of both rural and urban Oregon," - Newly appointed LCDC Commissioner Katie Pearmine



Figure 6. Long Creek, Oregon

Local Governments

Oregon's land use program serves all Oregonians through the work of 242 cities, 36 counties and one metropolitan service district, each of which is responsible for carrying out land use planning. It does this by ensuring that each local government engages its residents in planning for their future, and addresses issues that matter to the economic and environmental sustainability, resiliency, and vibrancy of the community. The department's regional representatives and program specialists provide technical and financial assistance to support local planning efforts.

Direct organizational links with cities and counties, such as the Commission's Local Official's Advisory Committee (LOAC), also support department's relationships with local governments.

Grants for Local Governments

DLCD offers grants to empower local and tribal governments to improve planning. The grants can be used to update comprehensive plans, modernize land use ordinances, or augment other planning activities. The department has a variety of grant options for communities to consider. However, these grant programs are often tied to state (general fund) or federal budget allocations and may be periodically unavailable.

General Fund Grant Program

DLCD's General Fund grants are used primarily for Oregon communities' comprehensive planning and plan updates. The fund is divided into functional categories and made available for specific types of projects. The Grants Allocation Plan provides guidance on the grant application categories and the available funds for each category. The plan is developed by the Grants Advisory Committee with assistance from DLCD staff. The plan is then approved by the Land Conservation and Development Commission at the beginning of each biennium. The general fund grants must be awarded and spent within the biennium the plan is approved.

The general fund grant program is managed by the Community Services Division.



Figure 7. Steens Mountains, Oregon

GENERAL FUND GRANTS	ALLOTTED MONEY
TOTAL	\$1,578,835
Population Forecasting – Portland State University Population Research Center	\$475,000
Columbia Gorge National Scenic Area Counties	\$240,000
Multi-County EFU Zoning Update	\$80,285
Grant Young Memorial Planning Assistance Grants	\$152,000
Dispute Resolution Grants	\$20,000
Technical Assistance Grants	\$611,550
Transportation and Growth Management	(see below)
Total	\$4,000,000

In 2016, the Oregon Department of Land Conservation and Development awarded the City of Beaverton a Technical Assistance grant to update the Comprehensive Plan Land Use Element. Beaverton’s land use goals and policies had last been updated in 2002. Now, they are considering addition of an Urban Reserve area to their UGB.

“One of the themes that emerged for us is ... recognizing not just the needs of this particular area in and of itself, but how this fits into the overall region both within Beaverton and in the neighboring communities,” said Anna Slatinsky, a principal planner with the city.

‘When it comes to infrastructure, stormwater, traffic, it doesn't stop at a political boundary, but doing planning for this full area allows us to really thoughtfully approach questions of how the traffic will flow, how the infrastructure will be provided, how the natural areas will work and do so in a comprehensive way.’”

¹ [“In Beaverton, Cooper Mountain is city’s ‘main growth area’ as it seeks UGB expansion,”](#) Metro News, by Cristina Rojas. February 26, 2018.

Technical Assistance Grant Recipients for the 2017-19 Biennium

- **Brookings**, to assess the economic impacts of the Chetco Bar Fire on the local economy;
- **Columbia City**, to perform an Economic Opportunities Analysis;
- **Coos County**, to plan for the development of workforce housing in the county;
- **John Day**, to study a method to help finance development of workforce and market rate housing;
- **Klamath Falls**, to identify appropriate large lot industrial development locations;
- **Lowell**, to develop a new downtown economic development plan;
- **Madras**, for creation of a Housing Action Plan;
- **McMinnville**, for a workforce housing study;
- **Medford**, to draft regulations and identify incentives that encourage housing development;
- **Newberg**, to evaluate long range land needs for the community using a new, simplified method for urban growth boundary expansion;
- **Pendleton**, to complete a local wetland inventory;
- **Scappoose**, to evaluate the use of an Urban Renewal District for infrastructure funding;
- **Sherwood**, to perform an economic opportunities analysis and develop policy recommendations for a housing needs analysis;
- **Wood Village**, to complete, with Fairview and Troutdale, an economic diversification study as part of the Main Street on Halsey Corridor Plan; and
- **Central Oregon Intergovernmental Council**, to perform a Regional Housing Needs Assessment.

Oregon Coastal Management Program (OCMP) - Coastal Grants

The OCMP assists coastal governments in their land use activities by providing federal money for comprehensive plan maintenance, plan amendments, and periodic review. All coastal jurisdictions that have acknowledged comprehensive plans, that are also approved by the National Oceanic and Atmospheric Administration (NOAA), are eligible for a coastal grant. However, these grants are only available if funds are provided by the federal government (NOAA).

At this time, any anticipated awards of new Coastal Planning Grants are suspended indefinitely. This is due to a funding penalty imposed by the January 30, 2015 EPA and NOAA disapproval of the State of Oregon's coastal nonpoint pollution control program. During the 17-19 biennium, the OCMP was able to award \$70,000 in technical assistance grant awards to 5 local governments from federal funds. Cities were awarded these funds to conduct special projects related to tsunami resilience land use planning and tsunami risk reduction.

COASTAL GRANT AWARDS

2017-19

City of Gearhart	\$14,000
Lincoln City	\$14,000
Newport	\$14,000
Port Orford	\$14,000
Rockaway Beach	\$14,000

The North Coast Business Park (NCBP) features approximately 162 acres of vacant land owned by Clatsop County within the city of Warrenton. The property's General Industrial (I1) zoning designation allows a variety of uses including manufacturing, business offices and distribution services. The property is predominantly flat, located entirely outside of the tsunami inundation zone and has immediate access to Hwy 101. Taking into account all identified wetlands on the property and proposed protection and mitigation measures, approximately 117 acres are available for development.

In January 2015, Business Oregon designated the NCBP as a Regionally Significant Industrial Area. A few months later, Business Oregon approved the county's application to include the property in an enterprise zone further enhancing development opportunities at the site.

- Regional Solutions Team briefing to LCDC, September 2015



Figure 8. Oregon's coastline is managed through a networked partnership of state and federal agencies.

Transportation and Growth Management (TGM) – Planning Grants

TGM Planning Grants help local communities plan for transportation and land use needs that will increase transportation choices.

TGM awards grants on an annual basis. In the 2017-19 biennium, the following grants were awarded:

TRANSPORTATION GROWTH MANAGEMENT GRANT AWARDS

2017

City of Gresham	\$231,020
City of John Day	\$192,150
City of McMinnville	\$212,300
City of Medford	\$100,000
City of Oakridge	\$149,700
City of Portland	\$244,140
City of Sandy	\$140,450
City of Sutherlin	\$207,020
City of Waldport	\$165,000
COIC \$214,520	\$214,520
South Clackamas Transit District	(no award amount yet)
Washington County	\$149,800

2018

City of Ashland	(no award amount yet)
City of Eugene	(no award amount yet)
City of Independence	(no award amount yet)
City of King City	(no award amount yet)
City of Monroe	(no award amount yet)
City of Ontario	(no award amount yet)
City of Sandy	(no award amount yet)
Clackamas County	(no award amount yet)
Coos County	(no award amount yet)
Klamath County	(no award amount yet)
TriMet	(no award amount yet)
Washington County	(no award amount yet)
Yamhill County	(no award amount yet)

Code Assistance

Cascade Locks	\$27,560
Donald	\$83,390
Dundee	\$63,068
Roseburg	\$88,470
Umatilla County	\$58,840

Education and Outreach

Dufur & Maupin	\$22,000
Keizer	\$20,400
The Dalles	(no award amount yet)

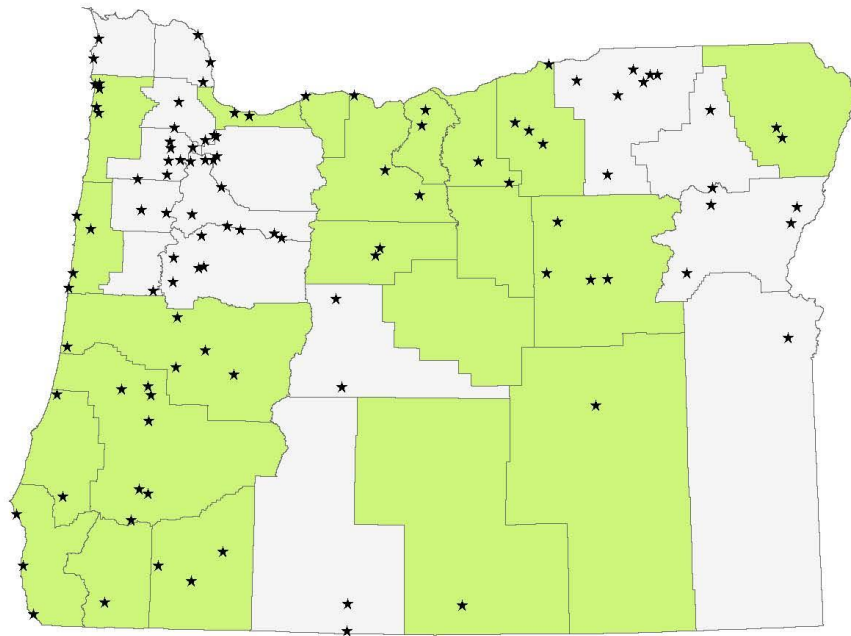
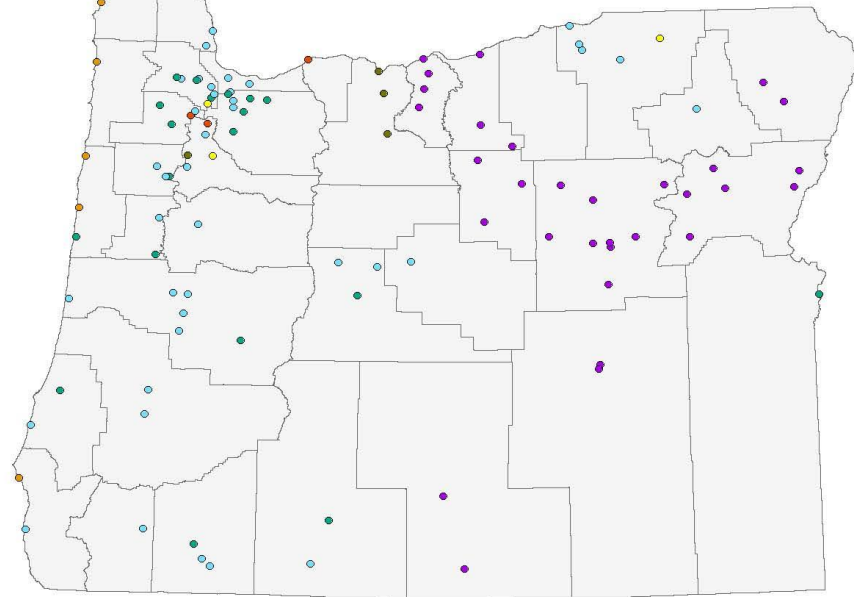
Quick Response

Sherwood	\$30,300
Silverton	\$51,000
Talent	\$76,120
Weston	\$48,770

"The thought is that small community models yield a better transportation system and lower VMT," says Schueler. "If you can bike or walk somewhere, then you lower VMT, and higher density areas often yield amenities and better transportation systems. It's very expensive to operate a public transport system if you only have a few people using it. You need to have that higher demand created by higher density."²

² ["The Missing Jigsaw Piece: Bend 2030 offers up 12 solutions to the Bend City Council to foster currently-elusive middle market housing,"](#) The Source Weekly, by Magdalena Bokowa, July 26, 2017.

Community Assistance Funded by DLCD 2017-2019



DLCD Awarded Grants

- Coastal Grant Awards
- TGM Grant Awards
- Code Assistance
- Education and Outreach
- Quick Response
- EOA Assistance
- Housing Assistance

Technical/Planning Assistance

- ★ Cities
- Funded Counties



OREGON
Department of
Land Conservation
& Development

Community Assistance Funded by DLCD 2017-2019

Planning Assistance Grants		Coastal Grant Awards		Technical Assistance Grants		Housing Assistance		EOA Assistance	
Adams	Maywood Park	2017-19		Portland State University	Collaborative Dispute Resolution Services	Ashland	Arlington		
Amity	Metolius	City of Gearhart	\$14,000	Portland State University	Population Forecast Program	Bandon	Baker City		
Athena	Mill City	Lincoln City	\$14,000	Hood River County	Columbia River Gorge National Scenic Area Planning	Beaverton	Burns		
Aurora	Monroe	Newport	\$14,000	Multnomah County	Columbia River Gorge National Scenic Area Planning	Corvallis	Canyon City		
Banks	Monument	Port Orford	\$14,000	Wasco County	Columbia River Gorge National Scenic Area Planning	Cottage Grove	Condon		
Barlow	Moro	Rockaway Beach	\$14,000	RVCOG	Southern Oregon Regional Pilot Program	Creswell	Dayville		
Bay City	Mosier	Transportation Growth Management Grant Awards 2017		Angelo Planning Services	Multi County Code Update Project	Dallas	Fossil		
Bonanza	Mount Vernon	City of Gresham	\$231,020	Brookings	Chetco Bar Fire Economic Impact Analysis and Recovery	Echo	Granite		
Brownsville	Nehalem	City of John Day	\$192,150	COIC	Regional Housing Needs Assessment	Eugene	Grass Valley		
Butte Falls	North Powder	City of McMinnville	\$212,300	Columbia City	EOA and Industrial Park Target Industry Analysis	Florence	Haines		
Cannon Beach	Oakland	City of Medford	\$100,000	Coos County	Comprehensive Housing Study	Forest Grove	Halfway		
Canyonville	Port Orford	City of Oakridge	\$149,700	Cottage Grove	Charette	Gladstone	Hines		
Carlton	Powers	City of Portland	\$244,140	Dayton	Charette	Gold Beach	John Day		
Cascade Locks	Rainier	City of Sandy	\$140,450	Douglas County	Industrial Lands Inventory Update	Grants Pass	Joseph		
Cave Junction	Richland	City of Sutherlin	\$207,020	Harney County	Workforce Housing Roadmap	Gresham	Lakeview		
Coburg	Riddle	City of Waldport	\$165,000	Initiative		Hillsboro	Lonerock		
Columbia City	Rivergrove	COIC \$214,520	\$214,520	Independence	Targeted Industry Analysis	Keizer	Long Creek		
Condon	Rogue River	South Clackamas Transit District	(no award amount yet)	John Day	Housing Development District	Klamath Falls	Lostine		
Dayville	Scio	Washington County	\$149,800	Lowell	Downtown Master Plan	La Grande	Mitchell		
Depoe Bay	Scotts Mills	2018		Madras	Housing Action Plan	Lakeview	Monument		
Detroit	Shaniko	City of Ashland	(no award amount yet)	McMinnville	HNA/Strategy to Identify Workforce/Affordable Housing Needs	Lebanon	Moro		
Donald	Siletz	City of Eugene	(no award amount yet)	Medford	Housing Development Code and Process	Milwaukie	Mt. Vernon		
Drain	Sisters	City of Independence	(no award amount yet)	Newberg	2030 Phase 2	Monmouth	Paisley		
Dunes City	Sodaville	City of King City	(no award amount yet)	Pendleton	Periodic Review	Newberg	Prairie City		
Durham	St. Paul	City of Monroe	(no award amount yet)	Scappoose	Urban Renewal Feasibility Study	Oregon City	Richland		
Elgin	Stanfield	City of Ontario	(no award amount yet)	Sherwood	EOA and HNA	Paisley	Rufus		
Elkton	Tangent	City of Sandy	(no award amount yet)	Wood Village	EOA, Main Streets on Halsey	Pendleton	Seneca		
Enterprise	Turner	Clackamas County	(no award amount yet)			Portland	Spray		
Falls City	Ukiah	Coos County	(no award amount yet)			Prineville	Sumpter		
Garibaldi	Unity	Klamath County	(no award amount yet)			Redmond	Unity		
Gaston	Vale	TriMet	(no award amount yet)			Roseburg	Wasco		
Gearhart	Waldport	Washington County	(no award amount yet)			St. Helens			
Glendale	Wasco	Yamhill County	(no award amount yet)			Salem			
Gold Beach	Waterloo	Code Assistance				Scappoose			
Haines	Westfir	Cascade Locks	\$27,560			Sisters			
Halfway	Weston	Donald	\$83,390			Springfield			
Halsey	Wheeler (City)	Dundee	\$63,068			Stanfield			
Helix	Willamina	Roseburg	\$88,470			Sutherlin			
Hepburn	Yachats	Umatilla County	\$58,840			Talent			
Hines	Yamhill (City)	Education and Outreach				The Dalles			
Idanha	Yoncalla	Dufur & Maupin	\$22,000			Tigard			
Ione	Coos County	Keizer	\$20,400			Umatilla			
Irrigon	Curry County	The Dalles	(no award amount yet)			Warrenton			
John Day	Douglas County	Quick Response				Woodburn			
Joseph	Gilliam County	Sherwood	\$30,300						
Lakeside	Grant County	Silverton	\$51,000						
Lakeview	Harney County	Talent	\$76,120						
La Pine	Lake County	Weston	\$48,770						
Lexington	Lane County								
Lonerock	Lincoln County								
Lowell	Morrow County								
Lyons	Sherman County								
Malin	Tillamook County								
Manzanita	Wallowa County								
Maupin	Wheeler County								



Government to Government

The department's working relationship with Oregon's nine federally recognized tribes is guided by statute and executive orders. The department has an active relationship with the Legislative Commission on Indian Services (LCIS) that includes serving on several regularly scheduled cluster and working groups comprised of state agency staff and tribal representatives. A [report to the LCIS](#) documenting the department's Government-to-Government activity is issued annually and can be accessed through the department's web page.

In the 2017-19 biennium, the Oregon Coastal Management Program (OCMP) has also been working closely with the tribes through the West Coast Regional Planning Body and now the West Coast Ocean Alliance. The Oregon coastal tribes have been participating in these processes and the Ocean Data Portal. The department was pleased to have a fully participating tribal representative on the Ocean Policy Advisory Council.

In other coastal work, The Rocky Shores Management Strategy (TSP Part 3) update process has welcomed tribal involvement. Prior to the initial public scoping period, each coastal tribal council and specific tribal staff were formally contacted to welcome their participation and input. A staff member from the Confederated Tribes of Siletz Indians joined the Rocky Shores working group to aid in incorporating tribal interests into discussion and draft language. This tribal representative has since stepped down from her position at the Tribe, initiating another call for working group representation to coastal tribal councils and staff. OCMP staff met with the Confederated Tribes of Grand Ronde and the Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians to further understand their interests in the Rocky Shores update and other coastal matters. Finally, OCMP staff were invited to present on the TSP Part 3 update process at the Oregon Tribal Environmental Forum in October, 2018. The department anticipates continued participation and input from tribal nations and their staff in this important work.

The DLCD Hazard team attended the Intergovernmental Cultural Resource Council (ICRC) Meeting on November 2, 2018 presenting on the Oregon Natural Hazards Mitigation Plan (NHMP) update for 2020 and discussing with Tribes opportunities to be involved. The Hazards group also worked with the Burns Paiute Tribe beginning in December 2017, with a tribal representative who is serving on the Steering Committee for the update to the Harney County Multi-Jurisdictional Natural Hazards Mitigation Plan. The Burns Paiute Tribe is also working with DLCD staff to update their NHMP.

In 2016 - 2017, DLCD also performed an update to the City of Medford NHMP. The Emergency Manager for the Cow Creek Tribe was a member of the Steering Committee and the Siletz and Coquille Tribes provided comments on the plan. The completed Medford NHMP, includes a description of the history of those three tribes.

During 2017, several tribal governments continued work on Transportation Growth Management (TGM) planning grants awarded in prior years. As a partnership program

between DLCD and the Oregon Department of Transportation, TGM supports community efforts to expand transportation choices. The 2016 TGM grant award to the Klamath Tribes joins prior awards in 2014 and 2015 to the Coquille Indian Tribe, the Confederated Tribes of the Umatilla Indian Reservation, and the Confederated Tribes of the Coos, Lower Umpqua, and Siuslaw. The 2016 TGM grant award to the Klamath Tribes builds on a TGM Education and Outreach project focused on bicycle and pedestrian safety for the Klamath Tribes and the City of Chiloquin.

DLCD recognizes the importance of tribal relationships with local governments. In 2018, the department partnered with the Oregon Chapter of the American Planning Association to provide training to local government planners on tribal planning efforts and best practices for coordination with the Tribes. The event was held in Umatilla with training provided by the Confederated Tribes of the Umatilla Indian Reservation.

- DLCD Government to Government Report, 2018

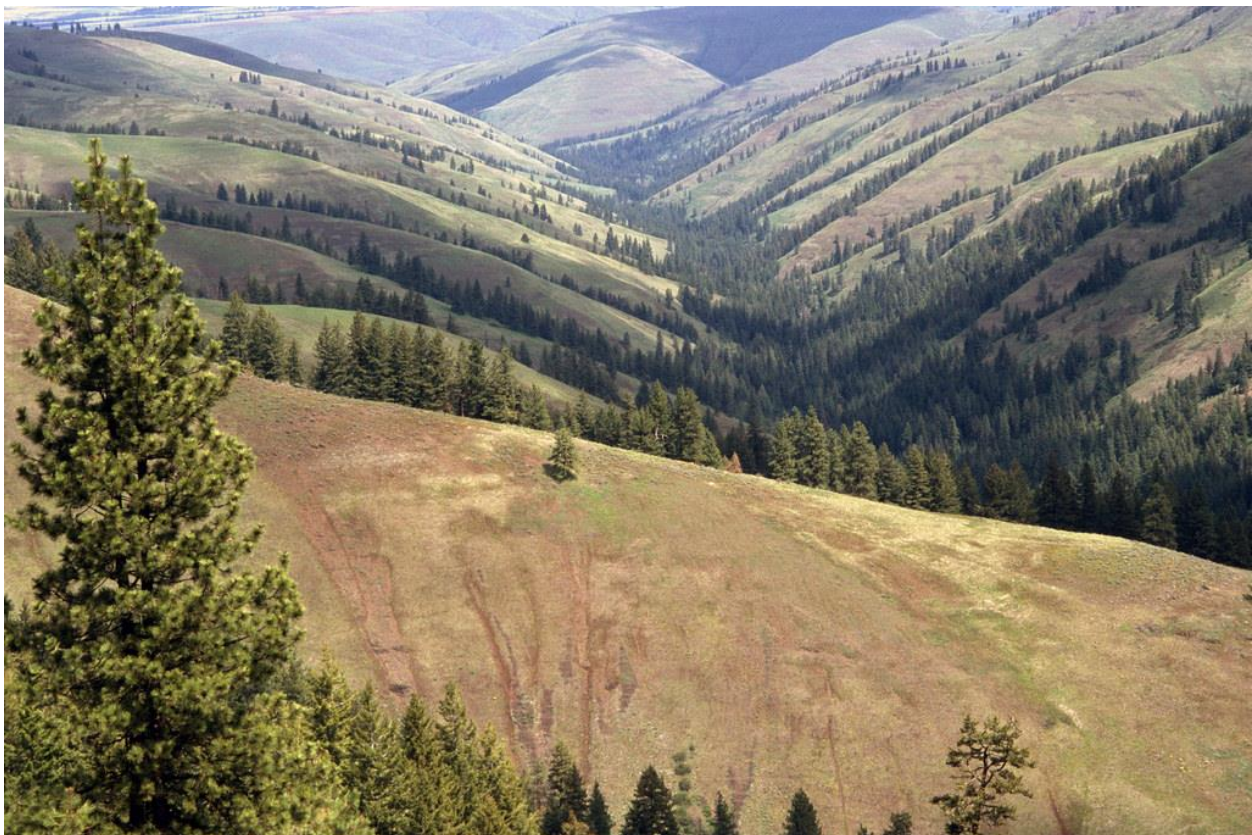


Figure 10. "Umatilla National Forest, Umatilla Breaks.jpg" by Forest Service Pacific Northwest Region is licensed under [CC PDM 1.0](https://creativecommons.org/licenses/by/4.0/).

Major Policy Initiatives 2017-19

Housing Planning for Rent Burdened Communities in Oregon

In 2018, the Oregon Legislature allocated \$1.73 million to the Department of Land Conservation and Development (DLCD) for housing planning technical assistance in House Bill 4006. The bill allocates funding “for the purpose of providing technical assistance to local governments in increasing the affordability of housing.” To provide this assistance, DLCD has contracted with consultants experienced in completing Housing Needs Analyses (HNAs) and updating land use codes. The consultants will work for specific cities – or group of cities within a county or region – to prepare draft updates to the comprehensive plan or code. For jurisdictions with up-to-date plans and codes, assistance with developing a strategy to implement the plan is also offered. Funding from this program must be expended by June 30, 2019. To date, 47 of Oregon’s rent burdened cities have received direct service assistance in planning for needed housing. (For updates and current information, see page XX.)

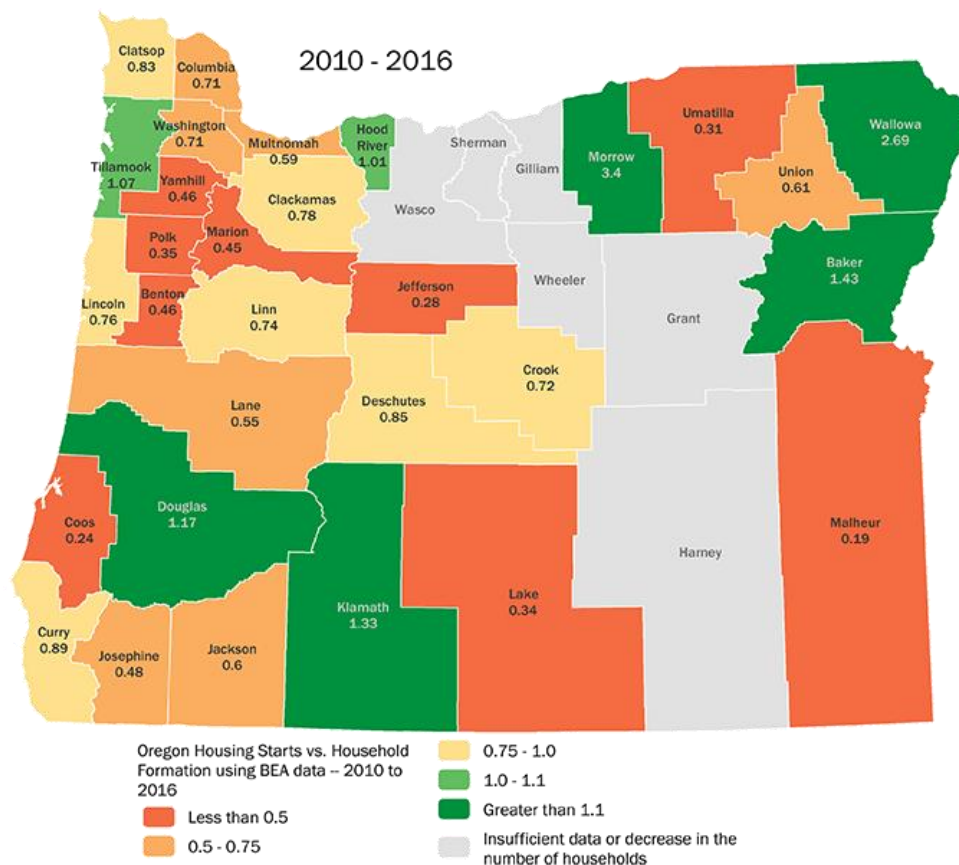
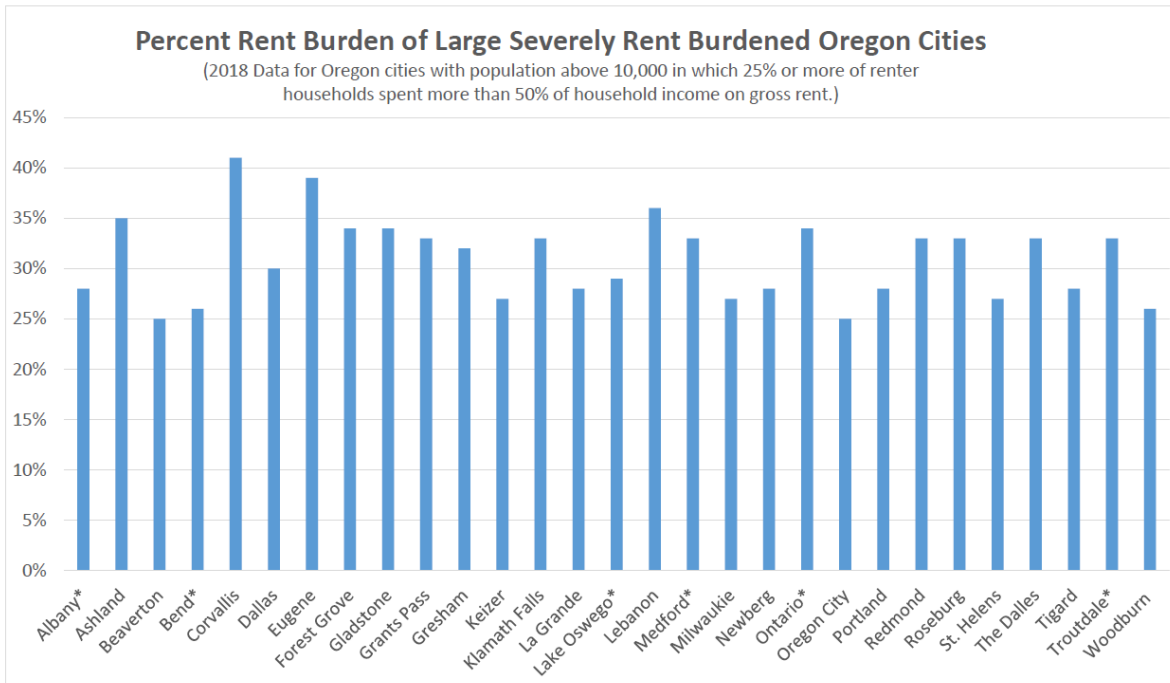


Figure 11. Housing Units vs. Household Formation, 2010 to 2016 "[Housing Underproduction in Oregon](#)," Up for Growth.



* Large, severely rent burdened communities that did not request assistance from the Oregon Housing Planning Program (HB 4006)

Figure 12. Statistics for Severely Rent Burdened Cities in Oregon

Eastern Oregon Economic Development Planning Project

In 2018, the Oregon Legislature allocated \$300,000 to the Oregon Department of Land Conservation and Development (DLCD) for economic development planning assistance in HB 5201. The bill allocates funding "for the purpose of providing technical assistance grants to eastern Oregon counties for economic opportunity analyses." Eastern Oregon is defined in state law as including 17 counties - Baker, Crook, Deschutes, Gilliam, Grant, Harney, Jefferson, Klamath, Lake, Malheur, Morrow, Sherman, Umatilla, Union, Wallowa, Wasco, and Wheeler. With the funds DLCD is contracting with consultants experienced in completing Economic Opportunities Analyses (EOAs) and associated public facility inventories. The consultant will work for a city – or group of cities within a county or region – to prepare draft updates to comprehensive plans according to a defined scope of work. Funding from this program must be spent in its entirety by June 30, 2019. In the 2017-19 biennium, 28 direct service grants for assistance in completing an EOA have been awarded to cities in Eastern Oregon. (For updates and current information, see page 86.)

“Across Oregon two start themes are emerging: Highly populated areas along the I-5 corridor are struggling to keep up with demand, while rural areas have struggled to generate any new development.” - Housing Underproduction in Oregon, Up for Growth

UGB Expansions for Affordable Housing – Pilot Project

In 2016, the Oregon Legislature passed HB 4079. The bill aimed to boost affordable housing by allowing two cities to develop affordable and market rate housing on lands currently outside urban growth boundaries (UGBs) without going through the normal UGB expansion process. The law directed the Land Conservation and Development Commission (LCDC) to set up a process and select two pilot projects, one for a city with a population up to 25,000, and one for a city with a population greater than 25,000. The proposed pilot project sites can be up to 50 acres, cannot be on high value farmland, and must meet other requirements. The pilot project cities must ensure the affordable housing on the sites remains affordable for the next 50 years, and must demonstrate efforts to accommodate and encourage needed housing within their existing UGBs. Full applications were submitted by Bend and Redmond in September, 2018. After considering both project proposals, in November 2018, Bend was selected as the first Oregon city to conduct a UGB expansion for affordable housing under HB 4079.

Multi-County Code Update Project

As statutes and rules affecting exclusive farm use (EFU) and forest zones are periodically amended, counties typically update their land use regulations for consistency with those amendments. When counties do not update their regulations, they are required instead to directly apply statutory and rule requirements. A number of counties have been unable to keep current with these changes, often lacking sufficient staff resources to do so. Because of the complexity of state laws involving EFU and forest zones, the direct application of these changes can be a challenge for county planning staffs to administer. To address this issue, DLCD allocated a portion of its grant funds from 2013 through 2019 to help counties update their farm and forest zones for consistency with state regulations. Since 2013, DLCD has provided assistance to 22 counties including: Benton, Clatsop, Coos, Crook, Curry, Gilliam, Grant, Jackson, Josephine, Hood River, Jackson, Josephine, Klamath, Lake, Lane, Lincoln, Morrow, Union, Wallowa, Wasco and Wheeler. Eight of those counties were updated in the 2017-19 biennium.

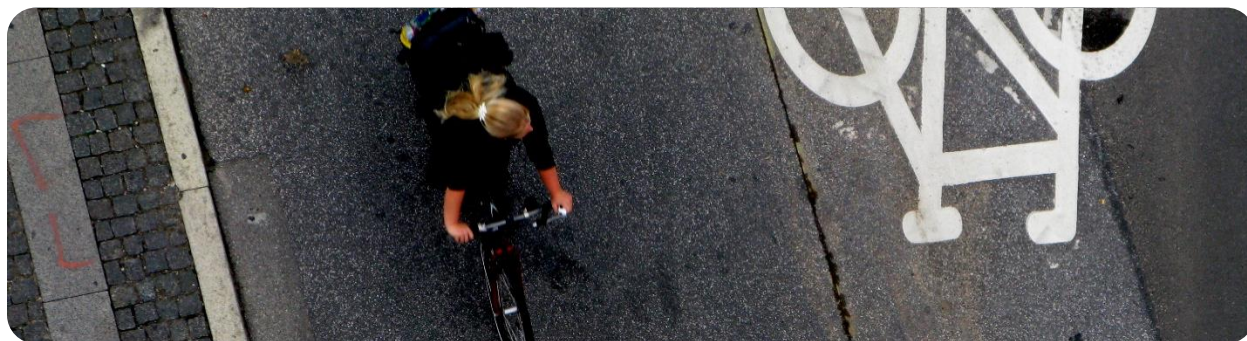


Figure 13. Woman on bike with sharrow

Guidance on Implementing the ADU requirement

SB 1051 passed in the 2017 legislative session. It requires that cities and counties of a certain population allow accessory dwelling units (ADUs) wherever zoning allows single-family dwellings. This new requirement became effective on July 1, 2018 and subject cities and counties had to begin accepting applications for ADUs inside urban growth boundaries (UGBs) starting July 1, 2018. Many local governments in Oregon already had ADU regulations that meet the requirements of SB 1051, however, some did not. Still others had regulations that, given the overall legislative direction to encourage the construction of ADUs to meet the housing needs of Oregon's cities, are not "reasonable." The Oregon Department of Land Conservation and Development (DLCD) issued guidance and model code language to help local governments comply with the legislation.

"We are encouraged by the positive response from the community so far and believe that ADUs can play a part in addressing our affordable housing needs," said Tom Boyatt, Springfield's interim development and public works director.³



Figure 15. Accessory Dwelling Unit by radcliffe dacanay, "[accessory dwelling unit.](#)" [Some rights reserved.](#)

³ "[Springfield paves the way for more backyard 'granny flats'](#)", Oregon Live, by Janet Eastman. April 11, 2018.

Metropolitan Transportation Planning Rulemaking

The Department of Land Conservation and Development (DLCD) initiated a Rulemaking Advisory Committee (RAC) to advise the department in the development of amendments to existing rules. The RAC considered technical amendments that would clarify procedures for transportation planning in metropolitan areas, building upon the recommendations developed by the 2016 Advisory Committee on Metropolitan Transportation Planning and Greenhouse Gas Reduction Targets. Prior to the commission hearing, the department concluded that the rulemaking should wait until after the 2019 legislative session, which will include greenhouse gas legislation.

Citizen Involvement and Land Use Program Outreach Improvements

The commission's Citizen Involvement Advisory Committee (CIAC) has been tasked with recommending methods to improve citizen involvement in the department's work, specifically as citizen involvement applies to inclusive and thoughtful outreach, rulemaking (process and membership on advisory committees), and the DLCD website. The commission will adopt updated "Public Participation Guidelines," revised and modernized by the CIAC to follow industry best practices, in January 2019. Also with guidance from the CIAC, update is in progress for a formative guidance documents written for Oregon's local governments called "Putting the People in Planning."

Washington County was recognized in 2018 with a DLCD Achievement in Community Engagement Award for their Transportation Futures project.

"Throughout the study, we collected input from the public and other city and agency partners. We asked the public to provide input on the study design, community values to consider, transportation options and study findings. Our partnership with JLA helped us to reach diverse audiences which provided comments that were really valuable." - Chris Deffebach, LUT Policy Analyst and Project Manager for the Washington County Transportation Futures Study.



Washington County
Transportation Futures Study
Exploring options • Informing choices

Rocky Shores Rulemaking

The Oregon Territorial Sea Plan (TSP) was adopted in 1994 and provides detailed guidance to state and federal agencies to manage uses within the state's territorial sea. State ocean resources are governed by multiple authorities at different government scales, and the TSP acts as a coordinating framework from which individual agencies establish regulations and management activities. The current Rocky Shores Management Strategy was included as a chapter of the initial TSP. The Oregon Ocean Policy Advisory Council (OPAC) has the responsibility to steward and periodically amend the plan as needs and conditions change, and as new information becomes available. Much has changed since the plan was adopted. The OPAC has determined it is time to assess and amend the Rocky Shores Management Strategy to reflect these changes and proactively manage Oregon's rocky shores. The commission received this information in a briefing at the March 2016 LCDC meeting. The OPAC working group has been tasked with conducting the review and recommendation process which is envisioned to require at least three years to complete. DLCD is assisting the OPAC in the policy process of amending the TSP. This rulemaking is in progress.

Territorial Sea Plan – Part 5

A July, 2018 Court of Appeals decision invalidates the commission's 2013 adoption of Part 5 Amendments to the TSP. Part 5 of the TSP addresses marine renewable energy (MRE). While demand for MRE permits has significantly decreased since work on Part 5 started ten years ago, the amendments do include significant improvements such as a Visual Assessment Methodology which will be applied to each MRE application. It was also the first marine spatial plan adopted on the west coast and serves as a model for other states. Staff anticipates bringing several alternatives for moving forward with rule re-adoption to an LCDC meeting in the first half of 2019, with an anticipated adoption date in the same year.

Solar Siting on High Value Farmland

The development of utility scale solar projects on high-value farmland has become a concern for some farmland protections advocates, commercial farmers, county governments and state agencies. LCDC has received letters and a variety of public comment on this topic, some urging rulemaking on this subject and others encouraging the commission to allow rules as written to stand. The Oregon Farm Bureau has expressed concerns and introduced legislation in the 2017 session (HB 3050) in an attempt to create additional safeguards for high-value farmland. This policy project will consider whether the existing rules for siting utility scale solar projects through a local conditional use process provide adequate protections for high value farmland, and if not, to consider rulemaking. This rulemaking is in progress. A public hearing with the intent of rules adoption is scheduled for the January 2019 commission meeting.

Goal 18: Pre-1977 Development Focus Group

The department will initiate and lead a Policy Focus Group of relevant stakeholders to review the policies contained in and related to Statewide Planning Goal 18: Beaches and Dunes. With the increase of erosion and flooding potential on the Oregon coast due to climate change, private and public investments along the oceanfront are increasingly at risk of damage or ruin. It has been demonstrated in certain instances that the policies encompassed by Goal 18, specifically those relating to the allowance of shoreline armoring (e.g. riprap, seawalls), may not be flexible or comprehensive enough to deal with the realities of a changing climate. A policy focus group has been convened by the department to analyze the current policy framework in order to proactively address identified issues and discuss potential recommendations.

Airport UGB Pilot Program

HB 2743 directed the Land Conservation and Development Commission to implement a process to select one pilot program site from a city located not less than 100 miles from a city with a population of 300,000 or more and located in a county with at least eight percent unemployment over the preceding five-year period. The site must satisfy specific location criteria. The bill exempts the selected pilot site from the usual urban growth boundary need and location justification process. The bill prohibits nomination, selection and inclusion of a site consisting of high-value farmland. The site must be planned, zoned and maintained for economic development purposes. The bill requires the commission and department to track the economic and employment impact on the city and region, and report back to the legislature in 2022. The commission will consider rules for adoption at their January 2019 LCDC meeting.

UGB Sequential Submittal/Approval

SB 418 provided an additional process for cities to expand urban growth boundaries. The process allows a city to submit adopted land needs analyses for DLCD approval, to be followed by a subsequent submittal of an action to address any land need. A city may make separate submittals of an economic opportunities analysis or a residential lands need analysis and housing needs analysis, to be followed by a subsequent submittal of any actions to accommodate any land found to be needed. Each submittal must be approved by the DLCD director, remanded by the director, or referred to LCDC, all within 90 days of submittal by the local jurisdiction. The commission will consider rules for adoption at their January 2019 LCDC meeting.

Old House ADUs on Rural Residential Lands

HB 3012 authorizes counties to allow construction of a new, additional single-family dwelling if the existing dwelling was built between 1850 and 1945, is on a lot at least two acres in size and is converted to an accessory dwelling unit (ADU). Additional limitations regarding land divisions, replacement, etc., are also proposed. The bill allows a county to impose additional conditions. These rules were adopted in January 2018.

Southwest Corridor MAX Land Use Final Order (LUFO)

HB 3202 required the Land Conservation and Development Commission to set criteria for a Metro land use decision on the Southwest Corridor MAX Light Rail Project. The measure provides for review of the LCDC decision and allows for appeals to the Supreme Court, gives Metro authority to adopt a “land use final order” in place of individual land use decisions by the cities and counties along the SW Corridor. The amendments require LCDC to adopt criteria that Metro will use to review and approve the order.

“When Rocky Plucar learned that he would need to move his Milwaukie business for the MAX Orange Line, he didn't take the news well. ...'I was worried about losing the exposure that we had.'

TriMet, the transit agency responsible for designing, building and operating the mass transit line, moved his business less than a mile away, to a spot near Holgate Boulevard.

Plucar recalls many sleepless nights, worrying about the future of his business. But some of his worries slowly melted away as he watched contractors get his new shop ready for business.

On his first day of business in the new shop, Plucar had record sales, which wiped away any lingering concerns. Four years later, he hasn't lost a single client. Instead, Plucar's business continues to grow.

'We've even had to hire another guy on because of the increase in business,' he said.’⁴

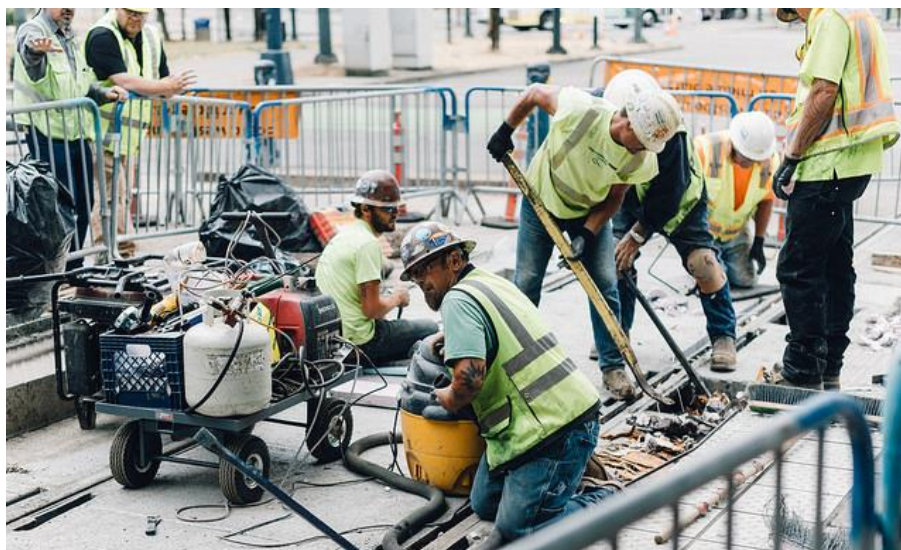


Figure 16. Work on Rose Quarter MAX line, Portland

⁴ [“The Southwest Corridor Plan invests in the success of businesses,”](#) Metro News, by Ambar Espinoze and Arashi Young. October 29, 2018.

Program Achievements

The department has five strategic goals. The remaining activities and outcomes in this report are arranged according to those goals. Subheadings within a goal indicate objectives that have been identified in DLCD's Strategic Plan.

- Conserve Oregon's Natural Resources
- Promote Sustainable Vibrant Communities
- Engage the Public and Stakeholders in Oregon's Land Use Planning Program
- Provide Timely and Dynamic Leadership to Support Local and Regional Problem Solving
- Deliver Services that are Efficient, Outcome-based, and Professional

Goal 1: Conserve Oregon's Natural Resources

Farm and Forest Lands, and Coastal, Scenic, Unique, and Other Natural Resources Lands are Planned and Managed to Provide a Healthy Environment, and Sustain Oregon's Communities and Economy

The protection of natural resources lies at the heart of Oregon's land use planning program. Oregon's agricultural lands, forest lands, rangelands, beaches, waters and other natural resources are important economic, environmental and social assets for local communities and for the state. The quality of life made possible by a healthy environment, open spaces, and access to recreation continues to attract new people and business to Oregon. Core department work and strategies identified in this first strategic goal apply primarily to rural areas outside urban growth boundaries.

***"Working lands support many different kinds of fish and wildlife habitats. Sagebrush habitat on large ranches is critical for sage grouse. Flood-irrigated hay meadows in southeast Oregon sustain seasonal wetlands for migratory birds. Oak woodlands and savannas support almost 200 species of wildlife. And streams and rivers crisscross most working lands, providing fish habitat and wildlife corridors. Keeping farmers and ranchers who are good stewards of these lands in business through generational changes will help maintain these important habitats for years to come."*⁵**

⁵ ["How – and why – to save the family farm,"](#) Capital Press by Doug Krahmer and Bruce Taylor. November 14, 2018.



Figure 18. A variety of Oregon's working landscapes.

Conserve productive farm and forest lands

For more than four decades, Oregon has maintained a strong policy of protecting farm and forestland. The state legislature adopted an agricultural land use policy in 1973. It calls for the “preservation of a maximum amount of the limited supply of agricultural land.” The purpose of this legislation was to retain agricultural land for food production and support the agricultural industries that are a critical component of Oregon’s economy. The Statewide Planning Goals similarly seek to ensure that forest resources remain available for timber harvest, wildlife habitat, and recreation. The main tool for carrying out these policies is the statewide planning program.

“It’s vital to the preservation and success of farming and ranching in Douglas County that the Farm Bureau continue to promote the importance of agriculture within our community.” - Shelley Wetherell of Umpqua, 2018 County Farm Bureau Woman of the Year

Counties are required to inventory and designate farm and forest lands in their comprehensive plans, to zone these lands for exclusive farm use (EFU) or forest use, and adopt provisions to protect these lands from incompatible development through limitations on allowed uses, restrictions on land divisions and special assessment tax incentives.

Land use laws allow a variety of uses that support farm and forest operations, and other uses not related to farming or forestry. These uses range from farm-related dwellings, farm worker dwellings, farm stands, and farm and forest product processing facilities to parks, schools, and wind farms, to events, destination resorts, and golf courses.

Oregon’s Agriculture Industry

Oregon agriculture has created 326,617 full and part time jobs, or 14 percent of all employment in Oregon. (Sorte & Rahe, 2015). Roughly 26 percent of Oregon’s land base – 16.3 million acres – is in nonfederal farm use, according to the 2012 USDA Census of Agriculture⁶. This includes all places from which \$1,000 or more is earned annually from the sale of agricultural products. In 2015, Oregon’s agricultural sector produced a farm gate value of \$5.7 billion or approximately 11 percent of the net state product. Agriculture is linked economically to approximately 13 percent of all Oregon sales and 11 percent of the state’s economy (Sorte & Rahe, 2015). Oregon is one of the most agriculturally diverse states in the nation, boasting the production of more than 225 different types of crops and livestock, and leading in the production of 12 crops (ODA, 2017, 2018). Approximately 97 percent of Oregon’s farms are family owned and operated (Sorte & Rahe, 2015).

⁶ [USADA Census of Agriculture](#).

(From the DLCD 2016-17 Farm and Forest Report)

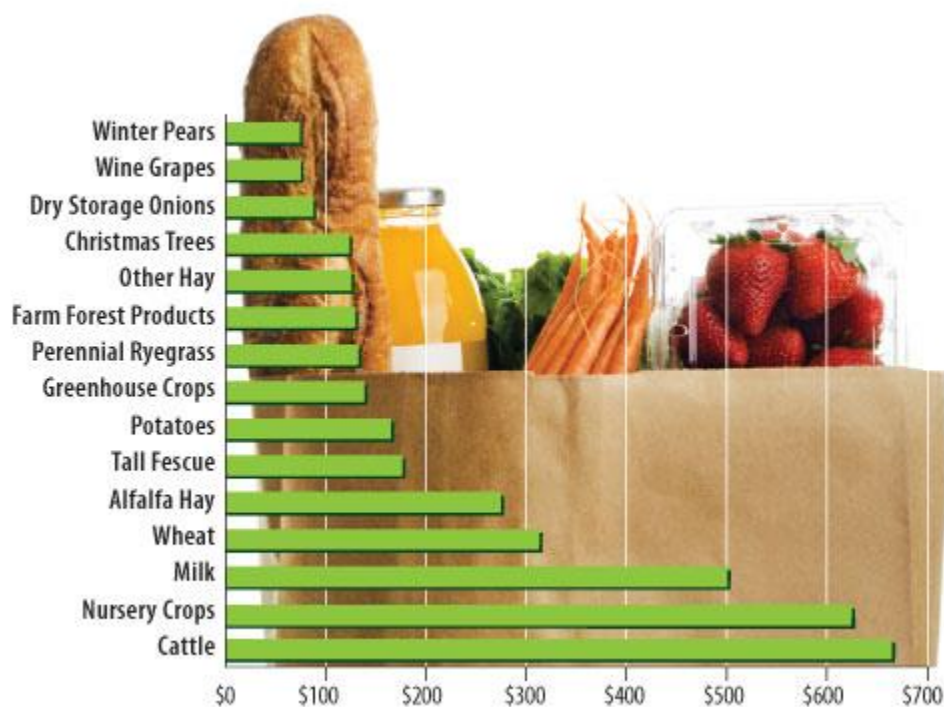


Figure 19. From Oregon Explorer: The numbers in the chart indicate annual farm gate sales, in millions. From the OSU Extension Service.

Trends in Oregon Agriculture

Viticulture: Oregon has experienced substantial growth in its wine grape industry over the last 50 years. Oregon now contains 1,144 vineyards and 769 wineries. Total planted acreage in 2017 was 33,996 acres, an increase of 11.7% from 2016. The overall number of wineries increased from 725 to 769 during the same time, with the biggest increases coming from Eastern Oregon. (Oregon Wine Board, 2017 Oregon Vineyard and Winery Report).

Agritourism: There has been a growing trend and interest in recent years in a wide variety of types of agritourism and non-farm related events and activities on farmland. Agritourism activities can provide supplementary income for farmers that helps support the agricultural enterprise and promotes awareness of local food sources. However, there are questions about the degree to which such activities should be in conjunction with or subordinate to farm use, or both.

Local Food Systems: There is growing interest nationwide in the development of local and regional food systems that help ensure the public's access to healthy, local, sustainable food sources. Oregon's urban growth boundaries facilitate ready access to u-picks, community supported agriculture, and farm stands near cities, while EFU

zoning has kept the price of farmland more affordable for new farmers than it otherwise would be.

Renewable Energy: Oregon has more than 3,000 megawatts of wind energy generation capacity, ranking eighth in the nation in installed wind energy capability (American Wind Energy Association, 2016). Solar energy development is rapidly growing in Oregon. In 2017, Oregon’s installed solar capacity was 462 MW with 220 MW added in 2017 alone (Solar Energy Industries Association, 2018). Many wind and solar energy installations are located in the EFU zone, partly because of the availability of large open farm landscapes and reduced land prices.

Marijuana: House Bill 3400 (2015) designated marijuana as a crop for the purposes of “farm use,” effectively granting marijuana production the same protections provided to other crops grown in an EFU zone. Although marijuana production is allowed in the EFU zone, commercial activities such as distribution of marijuana at a farm stand are prohibited. New dwellings in conjunction with a marijuana crop are not allowed in an EFU zone.



Figure 20. Oregon Wine Country, Willamette Valley Vineyards

“When Steve and Suzanne Fry began tilling Rogue Valley soil in 1990, they quickly moved to the forefront of a local organic farming movement.

More than a quarter century later, the rise of agritourism, led by the burgeoning wine industry, has created a new opportunity for Fry Family Farm.

Beginning this summer, Fry Family Farm will operate its own organic roadside farm stand and commercial kitchen at 2336 Ross Lane, near the Ross Lane-Hanley Road intersection west of Medford.

...An 8,400-square-foot building will house both a 1,400-square-foot farm stand and a 7,000-square-foot commercial kitchen. The kitchen will boost not only the Frys but other producers as well, with local farmers able to use it to bake pies, make jams, pickle cucumbers and take on other types of production.

...Josh LeBombard of the state Land Conservation and Development Department provided technical assistance when the Frys sought land-use approvals during 2015.

The unique project was an example of collaboration between a local agricultural entrepreneur and government agencies, LeBombard said, ‘with potential for great benefits to the local and regional agricultural community.’”⁷

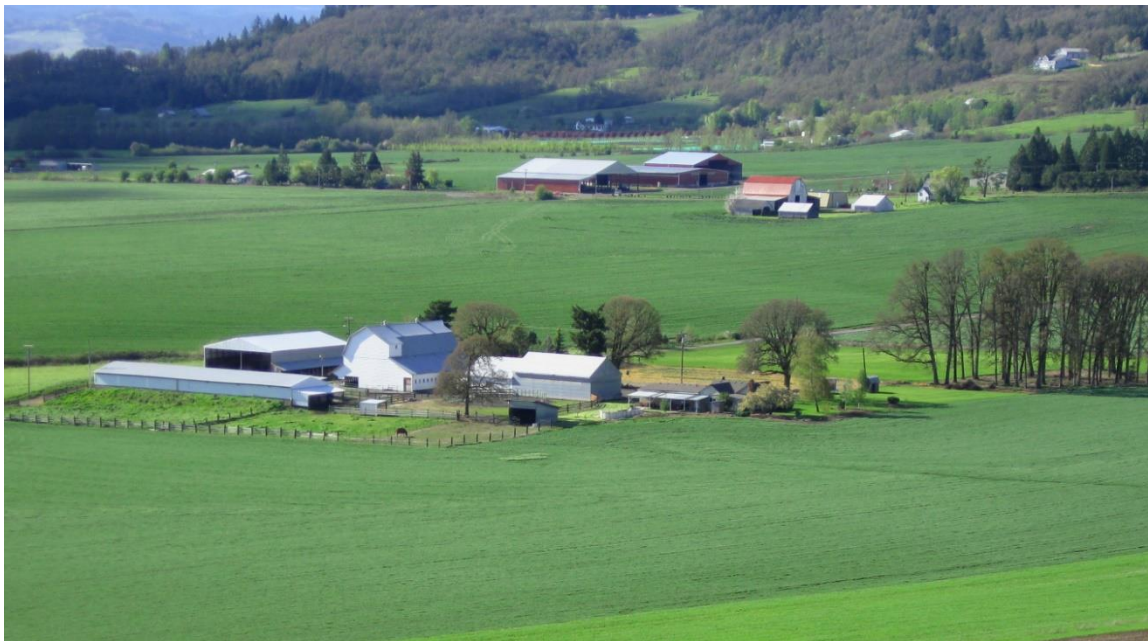


Figure 21. Oregon farms

⁷ [“Fry family grows collaboration,”](#) Mail Tribune by Greg Stiles.

Land Use Changes on Agricultural Land

One of the metrics by which DLCD is evaluated in the legislatively directed Key Performance Measures for the agency is the percent of land outside UGBs zoned for EFU in 1987 that retain that zoning. From a base of 16.1 million acres of EFU-zoned land in 1987, in 2017, the percentage retained was 99.80%. In the 30-year measurement period from 1987- 2017, a total of 34,925 net acres have been rezoned to other urban and rural uses.

One way the department seeks to prevent conversion of EFU to other uses, particularly conversion for rural residential or urban development, is to limit the number of new dwellings on land zoned EFU. In 2017, 1,972 acres of EFU land was rezoned or added to urban growth boundaries (UGBs). This includes 348 acres rezoned for rural development, 1,192 acres for urban development through UGB expansions, and 432 acres rezoned to forest zones.

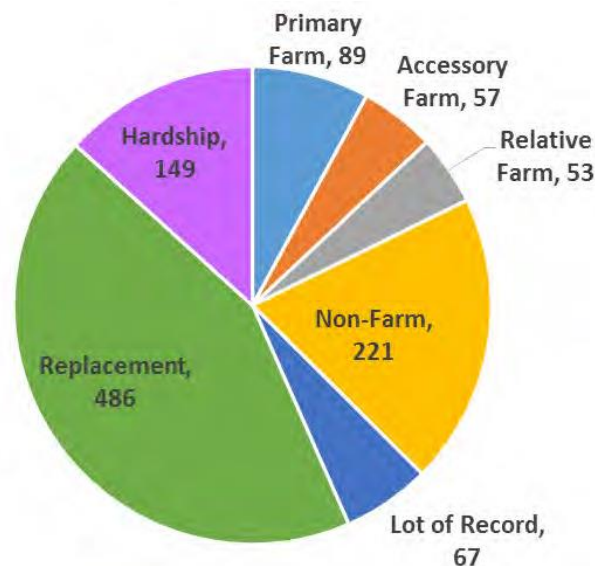


Figure 22. Types of dwelling approvals on farm land, 2016-17.

Oregon's Forest Lands

The conservation of forest land is one of the primary objectives of Oregon's statewide planning program. Oregon has determined that it is in the state's interest to protect the land resource foundation of one of its largest industries – forestry – as well as to protect other forest values, including soil, air, water and fish and wildlife resources. Approximately 19 percent of Oregon's land use base – 11.9 million acres – is in non-federal forest use according to the Oregon Forest Resources Institute.

Oregon's Forest Industry

Forestry products and services employ nearly 61,000 people directly in Oregon and are critical to Oregon's rural communities (OFRI, 2017). Global competition, environmental controls and rising forest management costs have created serious challenges to the continued economic viability of Oregon's working forests. Large areas of industrial forestland have changed hands in recent years and there is growing pressure to divide and convert forestland to residential and other developed land uses. Many mills across the state have closed. As less federal and industrial forestland is available to harvest, more privately owned woodlots are being harvested.

Oregon is the nation's top producer of softwood lumber and plywood (OFRI, 2017). Development of advanced wood products, such as cross-laminated timber, are opening new market opportunities for use of wood in large commercial and multifamily residential buildings.

Trends in Forest Use

Wildfire: Trends suggest that wildfires in Oregon are becoming more severe. The amount of acres burned in three of the past four years have exceeded the 10-year average (Northwest Interagency Coordination Center, 2017). A combination of high fuel loads, declining forest health, and a warmer climatic outlook suggest an unusually high level of fire risk in the future (ODF, 2017). In 2017, 665,000 acres of forest and rangeland burned, which is approximately the size of Tillamook County (OFRI, 2017).

Oregon requires residential and other developed uses in forest zones to incorporate fire safety measures, such as fuel-free breaks around buildings. Development in forest zones is still prone to wildfire damage and increases the cost of emergency wildfire protection. The existence of structures, particularly dwellings, can significantly alter fire control strategies and can increase the cost of wildfire protection by 50 to 95 percent (Gorte, 2013). Isolated forest dwellings particularly increase suppression costs. The cost of protecting two homes instead of one within six miles of wildfire is over estimated to be over \$31,000 (Gude et al, 2012). For comparison, the additional cost of protecting 100 homes instead of 99 homes within six miles of wildfire is estimated at \$319 (Gude et al, 2012).

Recreation and Tourism: Both public and private forest lands have long provided a variety of recreational opportunities for the public, and interest in outdoor activities continues to grow across the state. Forest zones allow a variety of recreation and tourism pursuits appropriate to a forest environment including parks and campgrounds.

Carbon Sequestration and Ecosystem Markets: Oregon's forests make an enormous contribution to carbon sequestration that will likely be increasingly tapped for ecosystem crediting purposes, providing a small stream of revenue for forest landowners.

Monitoring Development on Farm and Forest Lands

County planning departments have been required since the 1980s to provide DLCD with decisions on dwellings, nonresidential uses and land divisions occurring in farm and forest zones. The reporting system, along with plan amendment data, provide the information needed to regularly review and evaluate existing policy and regulations and to make appropriate adjustments in the program. In 2014, the department instituted an online reporting system for improved efficiency and accuracy and as a convenience to counties. All historic data have been migrated into the new system, enabling more detailed research capabilities. Expanding department GIS capabilities have enabled the production of mapping of development locations as part of the reports. For complete information, please refer to the online 2016-17 Farm and Forest Report.



Figure 23. Forest homes in Oregon

Land Use Changes in Oregon Forest Lands

Statewide Planning Goal 4 (Forest Lands) calls for maintaining the forest land base for protecting the forest economy by assuring that tree growth and harvesting is the leading use of forest land. One of the Key Performance Measures designated by the legislature to assess the success of the land use program is the retention of land zoned for this use. In 2017, 360 acres of forest and mixed farm/forest land were rezoned or added to urban growth boundaries (UGBs): 184 acres for rural development, 135 acres for urban uses in UGBs expansions, and 41 acres to exclusive farm use zoning. From a base of nearly 11.8 million acres of land zoned forest and mixed farm/forest in 1987, a total of 10,041 net acres have been rezoned to urban and other rural uses in the 30-year period through 2017. This means that 99.9 percent of land zoned forest and mixed farm/forest in 1987 was in the same zoning in 2017.

Dwelling approvals on Farm and Forest Lands, 2008-2017

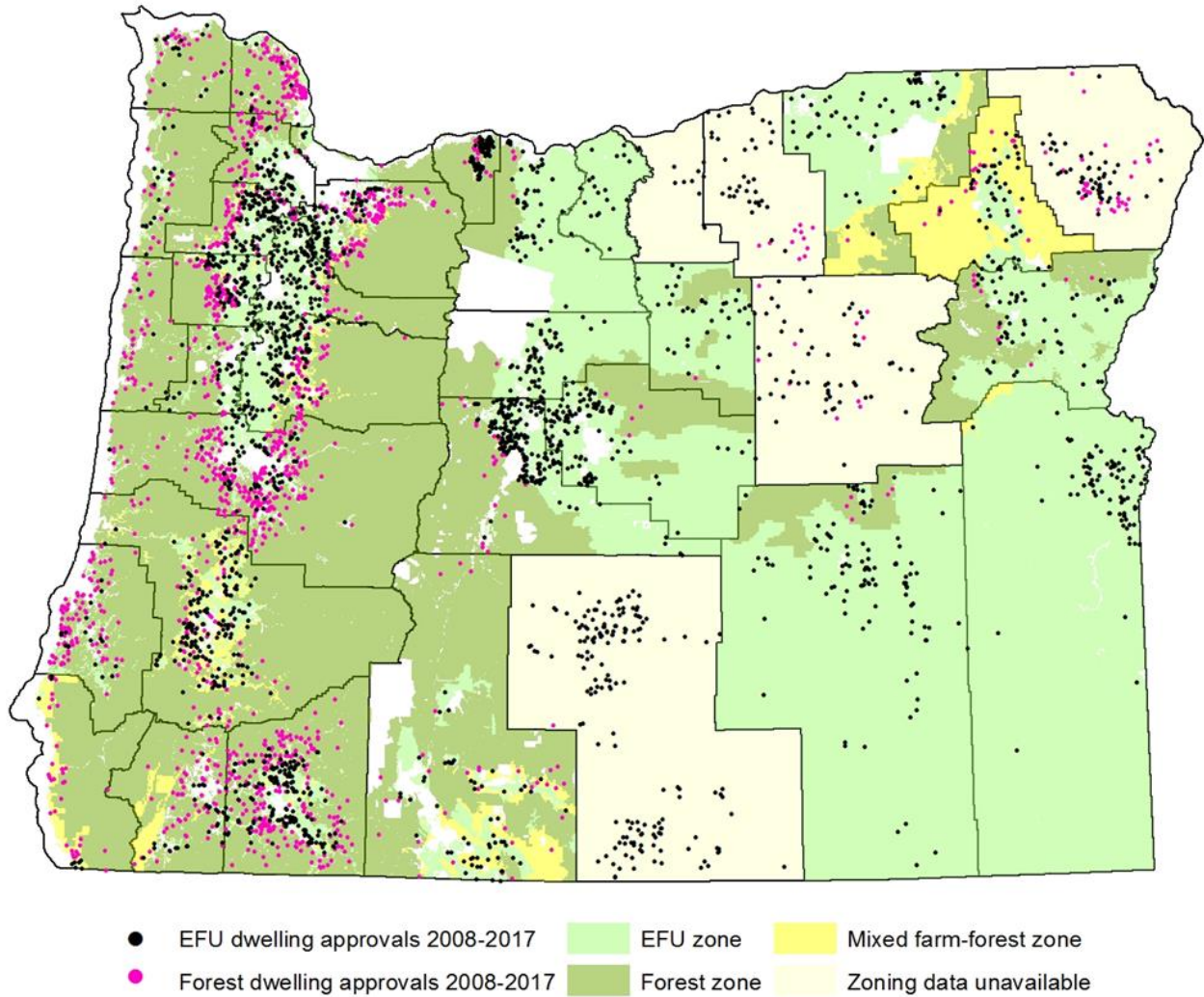


Figure 24. Land Division approvals on Farm and Forest Lands, 2008-2017. 2016-17 DLCDC Farm and Forest Report.

Farm and Forest Lands converted to Low Density Residential / Urban, 2008-2017

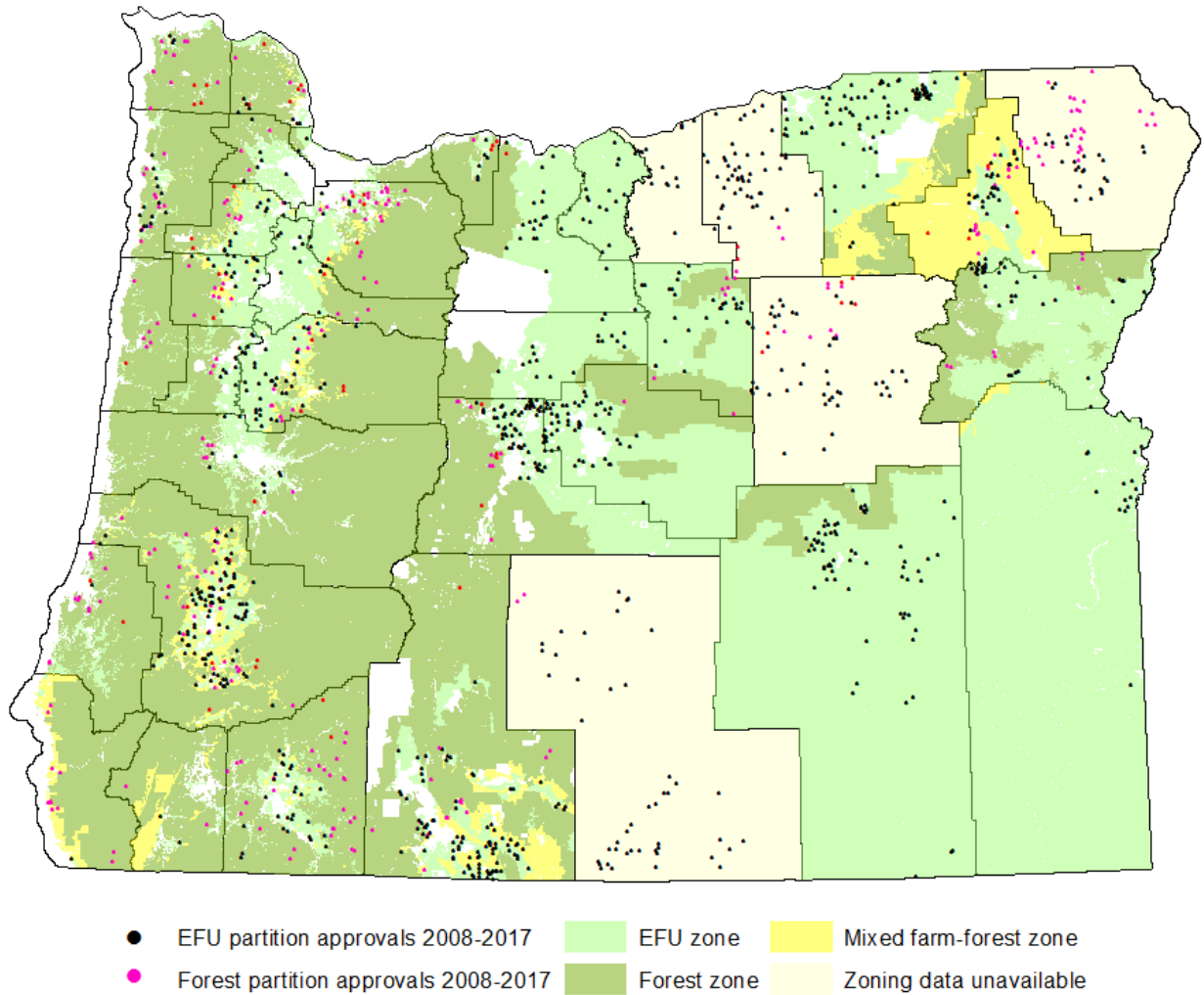


Figure 25. Acres of Farm and Forest Lands Converted to Low Density Residential and Urban (Gray et al, 2018)

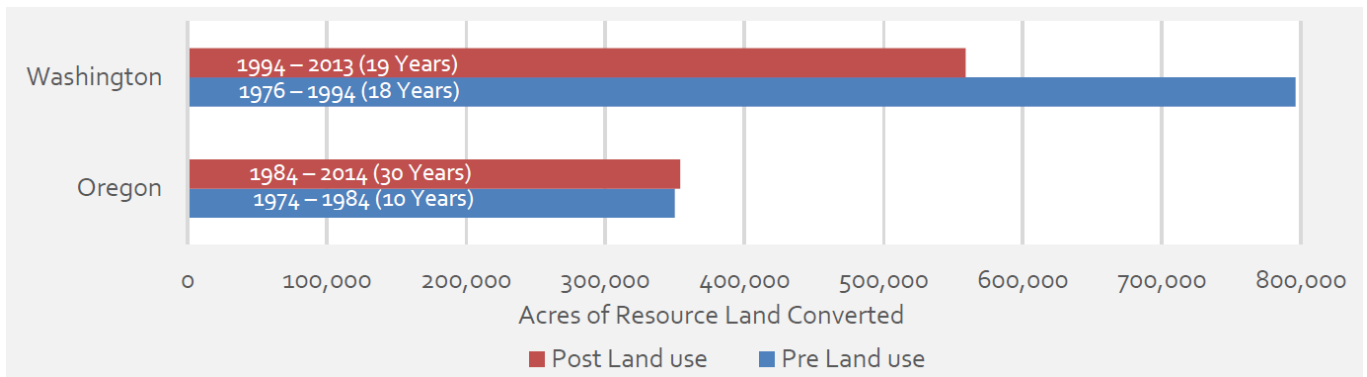


Figure 26. Source: Oregon Department of Forestry, 2017. Land use based on aerial photo interpolation.

Protect and conserve coastal and marine resources

The department is home to the Oregon Coastal Management Program (OCMP). OCMP was approved by the National Oceanic and Atmospheric Administration (NOAA) in 1977. The OCMP is the state of Oregon's implementation of the national Coastal Zone Management Program, with a local mission. The program operates in partnership with coastal local governments, state and federal agencies, and other stakeholders to ensure that the resources in the Oregon coastal zone are protected.

Estuaries, coastal shorelands, beaches and dunes and ocean resources are a primary focus of the OCMP. The department's Ocean and Coastal Services Division staff work closely with coastal cities and counties to plan for economic and community development and to stay safe from coastal hazards, including landslides and tsunamis.

The federal approval of our OCMP is important because:

- Oregon, through the OCMP, has the authority to review federal agency actions and approvals that affect Oregon's coastal zone to make sure that they are "consistent" with Oregon's state laws, statewide planning goals and local government comprehensive plans and ordinances.
- The department receives federal funds from the National Oceanic and Atmospheric Administration (NOAA) to support coastal management. During the 2017-19 biennium, the department received \$4.02 million dollars to implement the OCMP.

Assisting Coastal Communities

Oregon's coastal communities face challenges found nowhere else in the state. In addition to land use and economic development issues common statewide, coastal local governments must also protect estuarine resources, ocean shores, dunes and other coastal resources. Many coastal communities are on the front line for ocean shoreline erosion, ocean flooding, severe storms, tsunamis and the effects of climate change. A highly seasonal economy, rugged geography, limited transportation options and reduced funding for local planning add to these challenges. During 2017-19, the OCMP assisted local governments through:

On-Site Advice and Assistance: During 2017-19, four OCMP staff members worked from a coastal services center in Newport and the Tillamook Regional Solution Center to assist cities and counties on a daily basis with overall planning advice and coastal hazards and shore lands issues. The staff were also involved in a number of Oregon Solutions projects that help resolve land use issues at the local level.

Financial Assistance: During the 2017-19 biennium the OCMP awarded \$70,000 in technical assistance grant awards to 5 local governments from federal funds for tsunami resilience, land use planning, and tsunami risk reduction:

Education and Information - The OCMP provided information and training for local planning staff, including:

- Local planner conferences: Six local planner conferences provided information on coastal planning, coastal hazard assessments, alternative energy development, and other topics.
- GIS technical assistance: OCMP's GIS specialist provided GIS assistance to local governments. This assistance helped local staff to avoid the costs of implementing a GIS, acquiring specialized tools, or hiring a contractor.
- Oregon Coastal Information: The OCMP is home to a NOAA-funded server that hosts a wide array of coastal and ocean web sites, data archives and planning related tools. The webserver hosts seven major web sites and associated web services, including a large collection of data and information for different coastal systems, a large collection of photos and video of the Oregon coast, training materials related to land use planning in the state of Oregon, a directory of online geospatial analysis tools, interactive map applications, and an archive of planning and natural resource geospatial data sets.

Federal grant money awarded to the Department of Land Conservation and Development (DLCD) is supporting the efforts of five coastal communities in preparing for a local Cascadia tsunami. The project, which began in January 2018, will result in new tsunami evacuation maps, improved evacuation actions, and innovative land use strategies for Port Orford, Newport, Lincoln City, Rockaway Beach, and Gearhart, Oregon.

"Lincoln City is very excited to partner with DLCD on this tsunami study. We think the results will provide valuable input to our Cascadia event mitigation and preparedness activities," said Debra Nicholson, Senior Planner for Lincoln City, "The results will inform our evacuation strategy and long range planning efforts for appropriate redevelopment."



Figure 27. Beach at Lincoln City

Emerging Coastal Issues

Tsunami Planning: The greatest hazard facing the Oregon coast is a Cascadia Subduction Zone (CSZ) earthquake and tsunami that could occur at any time. OCMP is coordinating with coastal communities to help them prepare for a local tsunami through land use planning. This work uses tsunami inundation and evacuation maps produced by the Oregon Department of Geology and Mineral Industries (DOGAMI). The maps allow communities to understand their risk and vulnerability to a tsunami event. With this understanding, they can look for ways to improve evacuation, and implement land use strategies to improve community resilience. 'Resilience' is the ability of a community to "bounce back" after a disaster. This type of land use planning can influence the development of the landscape over time, improving both the short- and long-term resilience of a community.

"Our main focus is to get people out of harm's way as quickly as possible through land use planning strategies. We are trying to balance how you make a community safer from tsunami hazards without changing a community's character. That's why we are focused on safety first." - Meg Reed, Coastal Hazards Specialist, Oregon Department of Land Conservation and Development's Oregon Coastal Management Program, from <https://coast.noaa.gov>

Hazard Mitigation: Oregon's dramatic and beautiful coastline is the result of dynamic, powerful, natural forces of weather, climate, ocean waves and currents, and plate tectonics. These forces continually shape the coast, creating an environment that is beautiful but dangerous. Most development on the Oregon coast has taken place in less hazardous areas. New development is increasingly proposed for hazardous areas, such as steep slopes, ocean bluffs, landslide-prone sites, and low-lying areas subject to ocean flooding, coastal erosion, and tsunami inundation. People may purchase or occupy developments in hazard prone areas with no knowledge of the risk.

King Tides: Every year in early winter, high tides in Oregon are higher than usual. These extreme high tides, commonly called "King Tides," occur at a few specific times during the year when the moon is closest to the Earth, and the Earth is closest to the sun. These tides are being documented all over the world to help visualize and understand the impacts of sea level rise (like flooding and erosion) in the coming decades. These tides are especially important to document in the winter when storm surge and high winds and waves are more frequent, creating even higher water levels. Through the King Tides Photo Initiative, citizen scientists all over the world are contributing to the study of sea level rise and the changing climate.

[Link to King Tides Photo Gallery](#)

“This is the ninth year that Oregon has participated in this international citizen science effort.

The [King Tides] project is sponsored by the CoastWatch Program of the Oregon Shores Conservation Coalition, the Oregon Coastal Management Program of the Department of Land Conservation and Development, and local partners...

King Tide photos can be taken anywhere affected by tides, whether on the outer shoreline, in estuaries, or along lower river floodplains. Photos showing high water in relation to infrastructure (roads, bridges, seawalls, and the like) can be particularly striking, and reveal where flooding problems threaten.

But shots of marshes or other habitats being inundated, or coastal shorelines subject to flooding and erosion, are also useful. The goal of this long-term citizen science project is to document the highest reach of the tides on an ongoing basis, for comparative study over a period of many years.”⁸



Figure 28. Photo by E Cortes, King Tides in Yaquina Bay, Oregon.

⁸ “KING TIDES: Ocean in focus,” The NEWS Guard, Lincoln City. Submitted by Coastwatch. December 20, 2018.

Goal 18: Pre-1977 Development Focus Group: The department has initiated a Policy Focus Group of relevant stakeholders to review the policies contained in and related to Statewide Planning Goal 18: Beaches and Dunes. With the increase of erosion and flooding potential on the Oregon coast due to climate change, private and public investments along the oceanfront are increasingly at risk of damage or ruin. It has been demonstrated in certain instances that the policies encompassed by Goal 18, specifically those relating to the allowance of shoreline armoring (e.g. riprap, seawalls), may not be flexible or comprehensive enough to deal with the realities of a changing climate. A focus group will be convened by the department to analyze the current policy framework in order to proactively address identified issues and discuss potential recommendations.

Climate Change Adaptation: With additional federal dollars, the OCMP was able to hire a Climate Change Adaptation Coordinator who will be working with the Governor's Office, other agencies and interested parties to update Oregon's 2010 Climate Change Adaptation Framework. A draft will be available by the end of the biennium.

Conserving and Managing Coastal Resources

The OCMP carried out several program activities that help conserve and manage the unique and valuable resources of the Oregon coast.

Estuary Updates: The OCMP is working with local government and other stakeholders to update the estuary resource inventory information available for understanding some of the most important natural resources on the coast. OCMP staff published a comprehensive update of estuarine habitats in Oregon using the Coastal and Marine Ecological Classification Standard (CMECS). This same classification system is being applied West Coast wide. The information which will be used to update estuary management plans, is available to local governments, partner agencies, and NGO's to use in a variety of ways, including through an online estuary planning atlas tool, a catalog of GIS data and services, and through training workshops.

Sea-Level Rise Inventory for Estuaries: In 2010, the "Oregon Climate Change Adaptation Framework" had identified sea-level rise as an expected climate risk for Oregon with far ranging effects, including habitat disruption, destruction of roads and urban landscapes, impacts on the state's economy, and threats to public health and safety. Responding to these needs, OCMP created a sea-level rise exposure inventory for coastal estuaries including infrastructure. The resulting work paints a picture for areas that will experience an increase in the severity and frequency of flood events with sea-level rise.

Rocky Shores Update: Managing Oregon's rocky coastline is a shared responsibility. In fall 2017, DLCD providing staff to the Ocean Policy Advisory Council, begin an amendment to the Rocky Shores management chapter of the Oregon Territorial Sea Plan. The plan acts as a coordinated vision for Oregon coastal resources and guides the actions of state and federal agencies responsible for managing coastal and ocean

resources in the public trust. The amended rocky shores plan will incorporate the best available science and consider the needs, concerns, and values of Oregonians balanced with the state's goals for a resilient coastal ecosystem that can provide enduring opportunities for its users. This rulemaking is in progress.

Coastal Habitat Tool: The OCMP created an ArcGIS online tool to simply and clearly relay which coastal habitats were of concern in nationwide federal permit reviews and whether or not an applicant for a permit would need to go through individual consistency review. If the project location is within any of the habitat polygons, or may impact a habitat because of close proximity, individual review is necessary.

Oil Spill Response Plans: The OCMP was successful in acquiring a NOAA Coastal Fellow who is updating all of the oil spill response plans for the Oregon coast. Final updated plans should be completed by the end of the biennium. The new plans provide much more useable information on actions and locations to minimize damage following an oil spill on the Oregon coast.



Figure 29. Seals resting on Oregon's rocky coast.

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

Conservation of natural resources is a priority for Oregon and an important element of the land use program. The quality of life made possible by a healthy environment and open spaces continues to attract new people and business to the state. Statewide planning goals and administrative rules require local governments to address a variety of resources such as wetlands, fish and wildlife habitat, renewable energy sources, and water quality when making land use decisions.

Department staff routinely provide assistance to cities and counties that pursue natural resource protection objectives and other Goal 5 updates to their comprehensive plans. At least 20 local governments will have made adjustments to the Goal 5 plans with assistance from staff in the 2017-19 Biennium.

Supporting Native Species

The Sage Grouse conservation efforts to which the department contributed, and that successfully prevented listing of the Sage Grouse as an endangered species by the US Department of Fish and Wildlife in 2015, authored its first two annual reports and presented them to commissioners in September 2017, and [January 2019](#) (for 2018). The department created a central registry, also called the Sage-Grouse Development Registry, in a collaborative process involving counties, state agencies, federal agencies, and key stakeholder groups. The registry is an online, geo-spatial tool for recording development in key habitat areas. In 2017-18, the annual Sage-Grouse report to the commission reported that four of the six affected counties reported no new development in the Priority Area for Conservation. The remaining two counties reported a total of nine acres of new development approved in 2018. The Year over year data trends suggest that efforts to preserve this critical habitat are largely successful.



Figure 30. "GREATER SAGE-GROUSE" by Aquila-chrysaetos is licensed under CC BY-NC 2.0

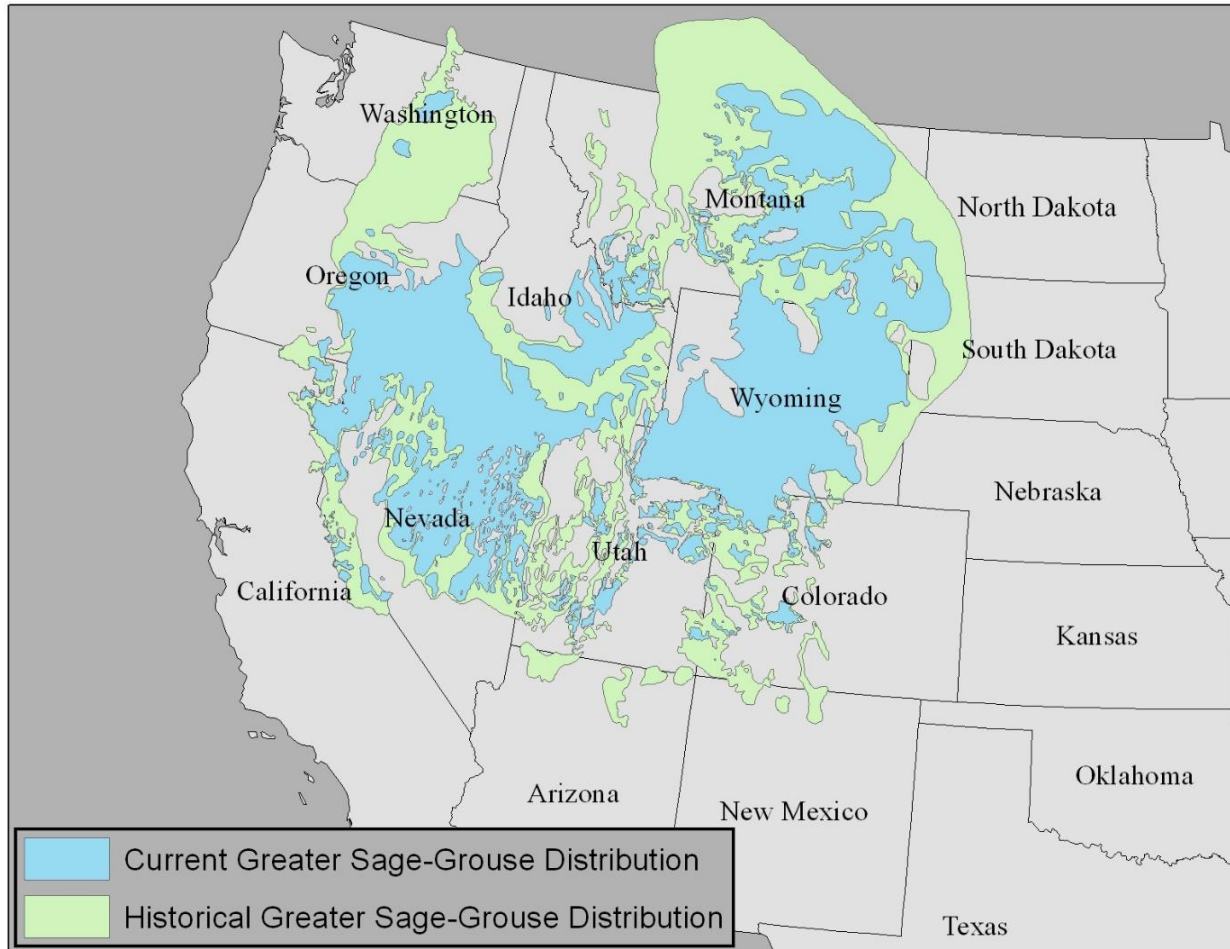


Figure 31. Greater Sage-Grouse Range, Nevada Fish and Wildlife Service

Floodplain and Habitat Protection

The NFIP provides flood insurance for homeowners and property owners generally. In Oregon, 261 cities, counties, and tribes participate in the NFIP.

For several years, the National Oceanic and Atmospheric Administration, National Marine Fisheries Service and the Federal Emergency Management Agency (FEMA) have been discussing potential changes that would reduce negative impacts from the National Flood Insurance Program (NFIP) on salmon, steelhead and other species listed as threatened under the Endangered Species Act (ESA). As the coordinating agency for Oregon’s participation in the NFIP, DLCDC participated in these conversations.

DLCDC held numerous workgroup meetings throughout 2017 to develop a series of stakeholder recommendations for FEMA. Workgroups selected priority issues from those raised during the outreach meetings held around the state and contributed to development of several technical memos on these issues. Workgroups provided

information on: potential conflicts between a federal program and state laws; workable approaches to assessing habitat impacts and documenting mitigation measures; and the capacity of local governments to take on new review and enforcement tasks. The latest information on the NFIP and ESA is available online: <https://www.oregon.gov/lcd/NH/Pages/BiOp.aspx>

Protecting Historic Resources

Statewide Planning Goal 5 includes protection of historic resources. DLCD, in coordination with the State Historic Preservation Office, and with recommendations developed by an advisory committee composed of heritage community veterans, updated the historic resource-protection rule to make the requirements more usable by local governments and more protective of historic resources.



Figure 32. Historic City Hall in Baker City, Oregon

Goal 2: Promote Sustainable, Vibrant Communities

How communities are built and developed touched nearly every aspect of our lives: where we live, work, and play; how we get there; and whether we have livable communities and a clean environment. Planning for the full range of what makes a community livable – providing transportation and housing choices, strengthening economies, preserving open spaces and parkland, investing in improvements to public infrastructure, and protecting the environment – improves our quality of life.

The department’s contributions to development of sustainable communities recognize the diversity, richness and aspirations of each community. Successful local comprehensive plans address the unique character of that community: the diversity of the populations, landscape, culture, and situation within a region.

Oregon continues to successfully absorb population growth while consuming less land per capita than other states. This success reduces costs for public facilities, transportation, and infrastructure and protects productive farm and forest lands that contribute to regional economies. Community resilience, enabling communities to reduce exposure to natural hazards and respond to climate change is part of the department’s core work.

“Over the past decade, Oregon City has had to redefine its Main Street. When the downtown association formed, Clackamas County was moving its government offices from downtown to its Red Soils Campus, and the Blue Heron paper mill, once towering over Main Street, had filed for Chapter 11 bankruptcy. From a peak of some 2,000 workers, just 175 employees remained when the mill closed in 2011.

Yet in the last few years, residents and business owners have seen a noticeable shift downtown. The city reports that a net 28 businesses have opened in the area since 2009.

...

‘It surprised me what a tourist destination Oregon City is,’ [said local business owner, Christy Rein]. ‘I would have never thought, but I think if you’re on a road trip and you Google the area - first incorporated city, Lewis and Clark - there’s so many historical elements that bring people in.’”⁹

⁹ [“Oregon City has one of the country’s best Main Streets,”](#) Clackamas County News. April 6, 2018.



Figure 33. City of Oregon City, Urban Renewal Statistics.

Increasing Oregon’s Housing Supply

An adequate housing supply is a fundamental building block of a healthy community, and planning to fulfill the housing needs of all Oregonians is more crucial than ever. Provision of housing for a community is one of the primary elements in a comprehensive plan for cities in Oregon. DLCD encourages cities to provide adequate housing for Oregonians at every level of income. Goal 10 provides planning guidelines for addressing the housing needs of local communities. The guidelines, tools, and resources provided by the department are employed at a local level to assist planners in the implementation of Goal 10 at a community level.

DLCD staff has developed guidance, model code, and tool kits for local governments to promote healthy, inclusive housing markets. These publications have been inspired by the urgent local government need for information about housing alternatives, code barriers, and the need to present these ideas in a fresh and appealing way

- September 2018: “Housing Choices Guide Book” is published by the TGM program (a joint program of DLCD and ODOT). A pictorial guide for local government use in creating community will for housing alternatives, density, and “missing-middle” housing.
- March 2018: “Guidance on Implementing the Accessory Dwelling Units (ADU) Requirement” is published by the department. It includes model code and guidance related to Accessory Dwelling Units, in response to SB 1051. In the 2017-19 biennium, in many cases inspired by the passage of this legislation, at least 48 cities and counties have adopted up to date local code related to ADUs.
- February 2017: “Measures to Encourage Affordable Housing” is published by the department. A one-page guidance and reference tool and summarizes possible local code provisions to encourage more affordable and needed housing.
- May of 2016: “Character-Compatible, Space-Efficient Housing Options for Single-Dwelling Neighborhoods” is published by the TGM program to help local governments encourage more space-efficient housing options in Oregon’s cities.

- November 2015: “Model Code for Small Cities” is published by the TGM program to give cities guidance and technical expertise in zoning, development standards, review procedures, and implementation of state planning rules and statutes.

A Housing Needs Analysis, or HNA, is an important step in the development readiness of Oregon communities. It allows a community to assess current housing stock, identify gaps in supply or demand, determine local needs, and prepare for the future by rezoning, incenting development of a certain type, or redefining areas needed for housing. Our regional representatives, urban planners, and economic development specialist offer technical assistance to communities going through a Housing Needs Analysis (HNA). Prior to the designation of specific legislative funding as a result of HB 4006, in the 2018 legislative session, in the 2017-19 biennium, at least 11 local governments have completed a HNA. This is a critical step in addressing the housing shortage we continue to face in cities all over the state. Thanks to an increase in legislative funding in 2018, the department will assist 47 additional communities in performing an HNA or other housing planning related work before June 30, 2018. (See the section on the Oregon Housing Planning Project below for more details and information.)

“The studies show resident incomes are not keeping up with housing costs, more residents are living in poverty and fewer people in the county are working. Those who are working but who cannot afford housing are grouping in available housing, leaving the area or becoming homeless.”¹⁰



Figure 34. Buckman Heights housing.

¹⁰ [“Analysis: Data points to spike in homeless,”](#) by Boyd C. Allen. Curry Coastal Pilot – Serving Brookings Harbor. January 22, 2018.



Figure 35. Ashland Creekside Housing.

Affordable Housing Pilot Project

DLCD is administering a new pilot program intended to boost affordable housing in Oregon as directed by the Oregon legislature in 2016. The legislation that passed, HB 4079, indicated that both a small and a large city (defined by legislation) could qualify as participants in the pilot project. Cities participating in the pilot program will add up to 50 acres of land dedicated to affordable housing to their urban growth boundary without following the traditional UGB amendment process if selected. Full applications for this pilot program have been submitted by two “large” cities: Bend and Redmond. The department determined both applications to be complete and in November 2018, after careful deliberation, the commission selected Bend’s proposal for participation in the pilot.



Figure 36. Buckman Heights, Portland

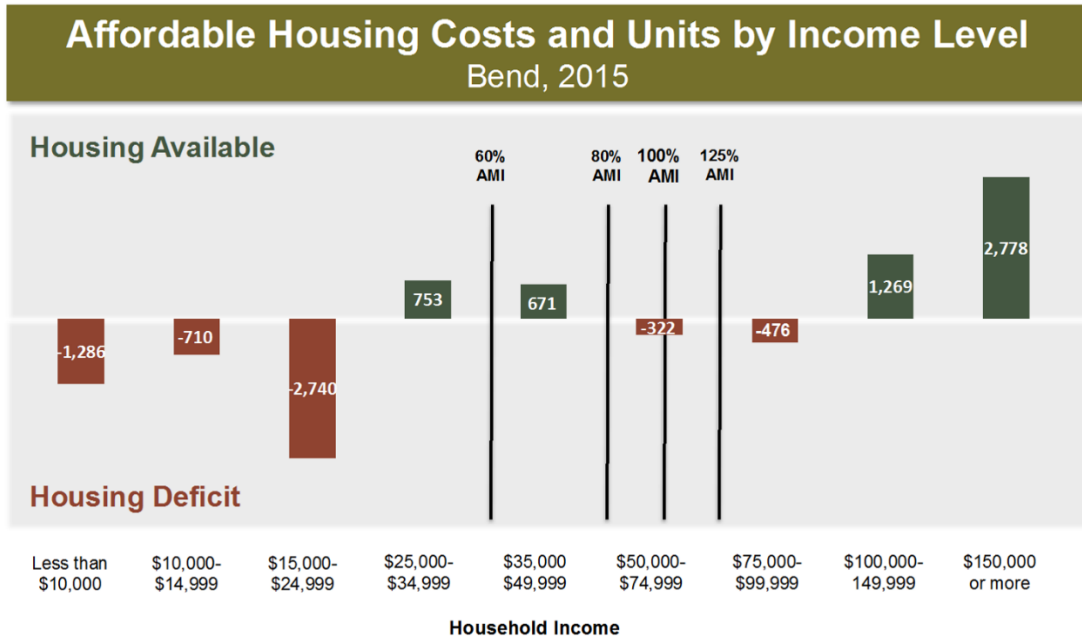


Figure 37. Housing Need: Current housing need calculated using US Census Bureau data. City of Bend. www.bendoregon.gov

Oregon Housing Planning Project

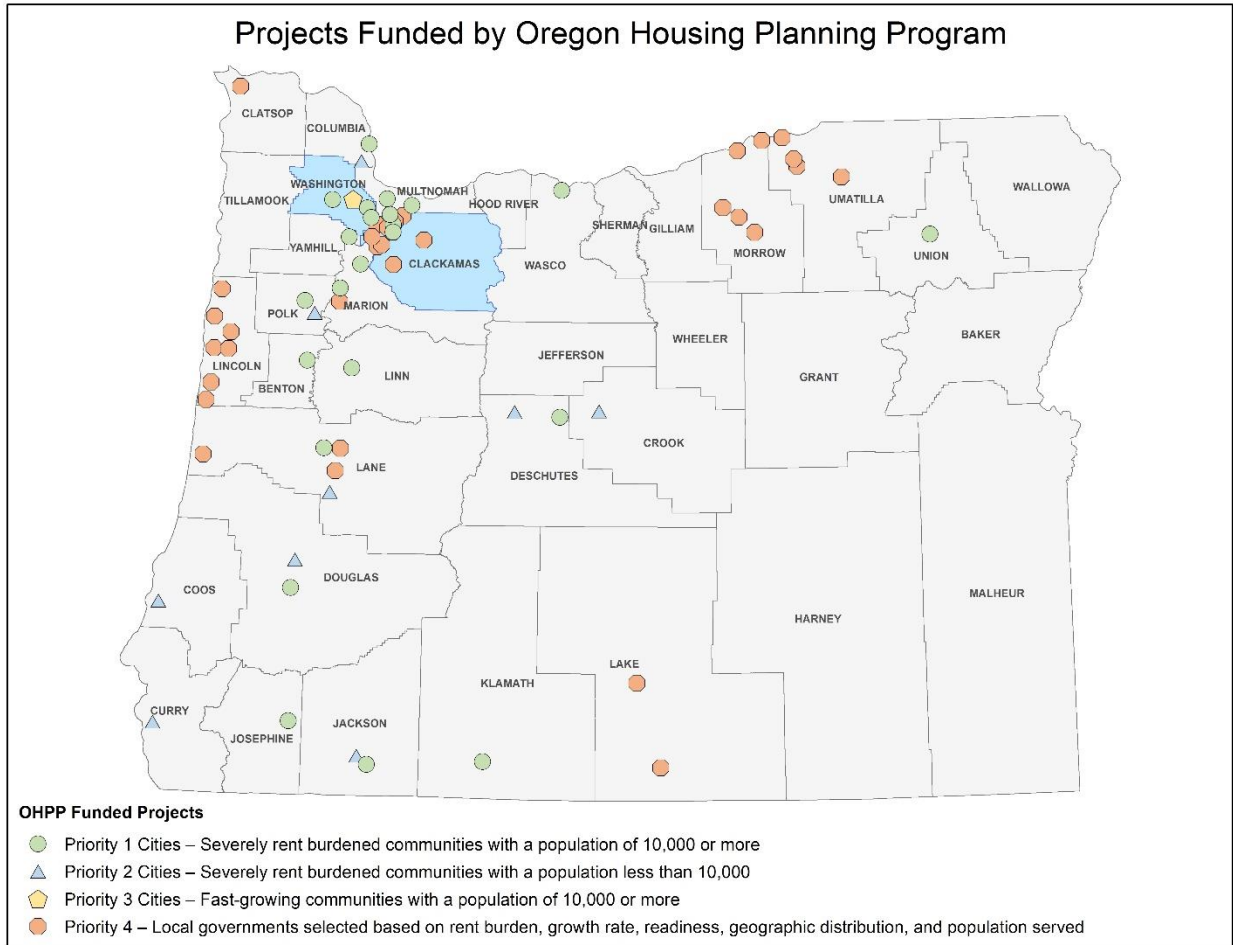
In 2018, the Oregon Legislature allocated \$1.73 million to the Department of Land Conservation and Development (DLCD) for housing planning technical assistance in House Bill 4006. The bill allocates funding “for the purpose of providing technical assistance to local governments in increasing the affordability of housing.” The primary focus of the effort (per HB 4006) is on Oregon cities with a population over 10,000 that are considered severely rent-burdened.

Technical assistance will include an analysis of housing needs, audits of land use codes (to identify barriers to housing development), revisions to land use codes (to remove barriers), and implementation plans for increasing housing supply.

To provide this assistance, DLCD has contracted with consultants experienced in completing Housing Needs Analyses (HNAs) and updating land use codes. The consultant will work for a city – or group of cities within a county or region – to prepare draft updates to the comprehensive plan or code and produce “hearings ready” proposals for local governments to consider. For jurisdictions with up-to-date plans and codes, assistance with developing a strategy to implement the plan is also offered.

The projects must be completed by June 30, 2019.

In response to the department’s solicitation of requests for assistance, 99 cities and counties responded with applications. The department was able to fund 47 of these requests, including all 23 requests from cities with populations over 10,000 that are considered severely rent-burdened. The department hopes to fund the remaining requests with approval of additional funding provided during the 2019-2012 biennium.



POP 101: Development Readiness

DLCD is requesting general funds to provide 1.5 permanent positions to support the Development Readiness Initiative. DLCD will also request a renewal of the 2018 one time funding of \$2.03 million for direct service grants. The funds will be used to provide technical assistance to local governments for housing and economic development planning from department staff, as well as direct service grants to local governments to conduct HNAs, EOAs, Implementation Plans and updated public facilities plans.

The program created will provide direct service grants for:

- Housing Needs Analyses
- Economic Opportunities Analyses
- Implementation plans
- Updates to public facilities plans and capital improvement strategies to ensure priority areas are development-ready.

This program will allow cities to update comprehensive plans for the purposes of attracting development and assuring that housing meets the community’s needs.

Updated comprehensive plans in our Urban and rural communities

In January 2016, the department adopted a new Chapter in rule that allowed cities to follow a Simplified Urban Growth Boundary (UGB) amendment process (division 38). Reducing the cost, complexity, and time necessary for a growing city to expand their UGB, this process allows cities to more easily add land needed for housing and employment growth. The process is designed to encourage cities to increase development capacity, improve planning and provision of infrastructure, and maintains a supply of land that is ready for development. It provided a range of policy choices for cities in determining their future growth, and reduces the likelihood of state or local appeal. To date, no cities have undertaken a UGB expansion using the simplified method.

In this biennium, the department has done work to further streamline the UGB amendment process, completing rulemaking that allows cities to submit completed portions of a UGB application as they are completed, rather than all at once; and by refining some definitions and flaws in the originally adopted ruled for Division 38.

While it remains true that some cities lack the capacity or expertise necessary to perform the work necessary for an urban growth boundary expansion, DLCD works diligently to make the process as accessible and manageable as possible.



Figure 38. The City of Salem, Oregon is in the process of updating the city's Comprehensive Plan.

Urban growth around the state

All cities amending their UGBs must submit information about the proposed UGB expansion, both before and after adoption, to the department as a Post Acknowledgment Plan Amendment (PAPA). In 2016, a process for online submission of PAPAs was created as part of the department's Information Modernization and Management Initiative. At present, 76% of cities use the online system instead of submitting hard copies, creating an efficiency for both cities and the department. Using those records, we can see that during the past biennium 20 cities have submitted PAPAs for a UGB adjustment, among those: 11 expanded land for housing or employment, 5 expanded to include industrial lands, 3 expanded for schools, and 1 expanded for a golf course.

There were some notable planning successes for cities around the state this biennium:

- Portland wrote and adopted a new comprehensive plan for development that completely rethinks the way they involve the public in planning, and created a more robust, inclusive public participation plan. The city's plan also included new policies to promote increasing diversity of residential development types within the city.
- Bend successfully adopted a comprehensive plan update after their original proposed plan was remanded. The remand process gave them an opportunity to re-engage the community in a thoughtful, thorough, and ultimately successful plan for future development
- Eugene expanded their UGB to accommodate new land for employment, but determined through analysis that they had an adequate supply of land for housing, if they rezoned some areas for greater density
- Medford, whose UGB expansion was an outgrowth of a regional planning process that involved six cities, added over 4,000 acres that included land for natural areas, increased housing opportunities, and redesignated a share of their employment lands to better meet the needs of their economy
- Sutherlin engineered a UGB land-swap, in which they did not increase the overall footprint of the city, but removed areas from the urban growth boundary that were steeply sloped or otherwise inappropriate for development, and bringing in areas that will better accommodate the anticipated increased need for housing and employment land over the next 20 years
- Springfield completed a UGB expansion to accommodate 20-year needs for commercial and industrial land. In addition to the expansion, the city is counting on redevelopment of existing industrial and commercial site to meet much of the need.
- Donald expanded its urban growth boundary by 80 acres to accommodate housing needs. The city partnered with a large local employer to complete the analysis, which will, among other objectives, provide housing opportunities for employees.

Total Population

Definition: The total number of individuals living within a county's designated boundaries.

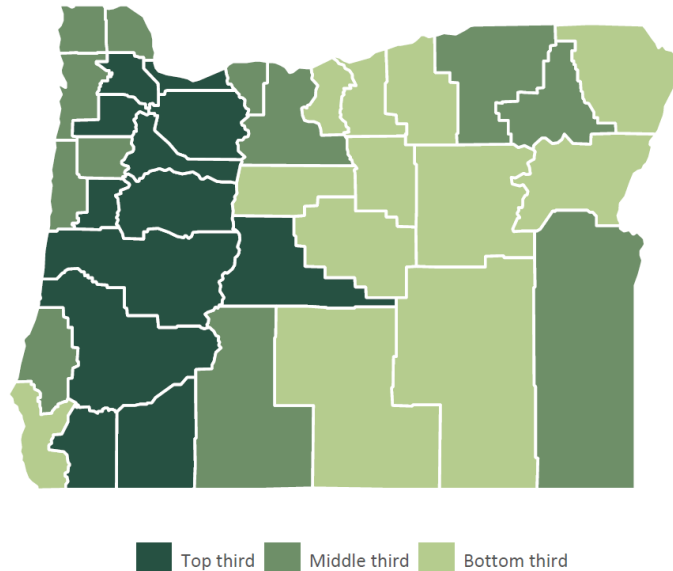


Figure 39. "Oregon By The Numbers: 2018," The Ford Family Foundation. Source data: US Census Bureau, American Community Survey, Table B01003. Total Population: 2012-2016.

The Oregon Department of Land Conservation and Development (DLCD) approved a 969-acre expansion of the Eugene urban growth boundary (UGB). The UGB expansion provides space for the city to grow to accommodate jobs, open space, and schools for the next 20 years. "We are pleased to approve this action for Eugene," said Jim Rue, the agency director. "It's clear the city made an effort to listen to their community and involve them in the decision. They found a solution that works."



Figure 40. "Golden Gardens Park in Eugene, OR" by Rick Obst is licensed under [CC BY 2.0](https://creativecommons.org/licenses/by/2.0/).



Figure 41. "Medford OR View" by revger is licensed under CC BY-NC-SA 2.0

"Medford cleared a major hurdle recently when state officials approved adding 4,046 acres to the city, pushing boundaries outward and paving the way for sizable tracts of houses around Centennial Golf Club and southeast Medford.

'It's good for our community,' said Randy Jones with Mahar Homes. 'It needed to take place.'

By the end of the year, developers such as Jones may be able to file applications to annex property."¹¹

"Medford made necessary and sometimes hard decisions to provide for current and future housing and employment opportunities," said DLCD Director Jim Rue, "Medford's methodology is a model for other cities. The result is a very high quality urban growth boundary decision."

¹¹ ["Let the building begin: Medford gets thumbs-up on expansion,"](#) The Mail Tribune, by Damian Mann. May 24, 2018.

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

The integration of land use and transportation decisions is critical to urban development in Oregon: land use decisions are supported by investments in transportation infrastructure, and transportation projects support revitalization and other goals that communities set for themselves in their local comprehensive plans.

Transportation planning at DLCDC includes three related programs: Transportation and Growth Management, greenhouse gas reduction, and Land Use and Transportation Policy.

Transportation and Growth Management

Through the Transportation and Growth Management Program (TGM), DLCDC and the Oregon Department of Transportation (ODOT) work with local governments to expand transportation choices and promote compact urban development. The program promotes community efforts to expand transportation choices. By linking land use and transportation planning, TGM works in partnership with governments to create vibrant, livable places in which people can walk, bike, take transit, or drive where they want to go.

TGM Planning Grants (see page 16) help local jurisdictions plan for streets and land to lead to more livable, sustainable, and economically vital communities. This planning increases opportunities for transit, walking and bicycling. At the end of 2017, TGM had funded over 700 grant projects. In addition to grants, DLCDC manages four community assistance services within TGM:

- Quick Response
- Code Assistance
- Education and Outreach
- Transportation System Plan (TSP) Assessment

“These grants reflect how planning can help resolve transportation and land use issues in a wide variety of communities,” said Erin Doyle, Intergovernmental Relations associate of the League of Oregon Cities, and chair of the TGM Program Advisory Committee. “TGM is funding projects in seven cities with populations from 620 to 168,000 and is supporting TriMet, which serves a large metropolitan area of 1.5 million people. The five-county projects include first-time awardee Coos County, which means TGM has now provided assistance to all 36 county governments – assistance that moves projects closer to reality.”¹²

¹² [“ODOT, TGM Award Planning Grants to 13 Communities,”](#) Oregon.gov. September 25, 2018.

TGM Quick Response Program

The Quick Response (QR) program helps cities find ways to implement transportation and land use plans and assists with multi-modal problem solving. QR projects are typically site specific, small scale, and short term. They facilitate future development that can occur within three years. These projects meet local goals, as well as TGM goals. Using consultants, the program provides direct assistance to communities. Here is an example of Quick Response assistance offered in the 2017-19 biennium.

- A TGM Quick Response project in Weston, looked at ways to help kids walk to school safely, in a community with few sidewalks. The community has identified pedestrian safety as a key priority and is looking to invest in its schools with an \$8 million capital bond.
- TGM helped the City of Talent plan for development of a key 4.5 acre downtown property owned by the Talent Urban Renewal Agency. The Gateway Site Development Plan was prepared as part of a public-private partnership. The site design process was based on compact, mixed-use, pedestrian-friendly, and sustainable development principles. The plan is based on a phased program for future mixed-use development that includes workforce and senior housing, retail and food service, a public plaza, and a “makerspace” building. The plan also documented the economic feasibility of the development program, identified barriers to and potential incentives for development, and identified off-site transportation improvements to connect to pedestrian and transit networks.
-



Figure 42. School buses in Salem, Oregon

TGM Code Assistance

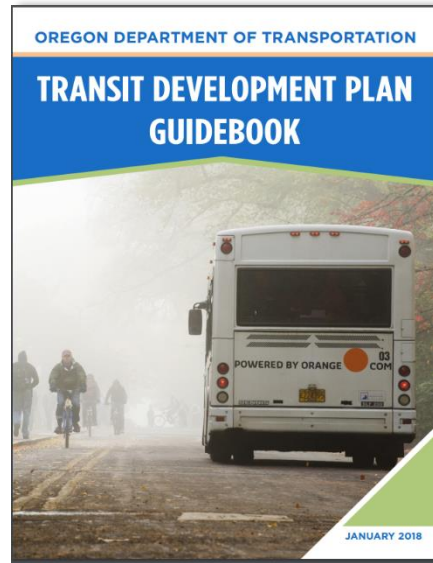
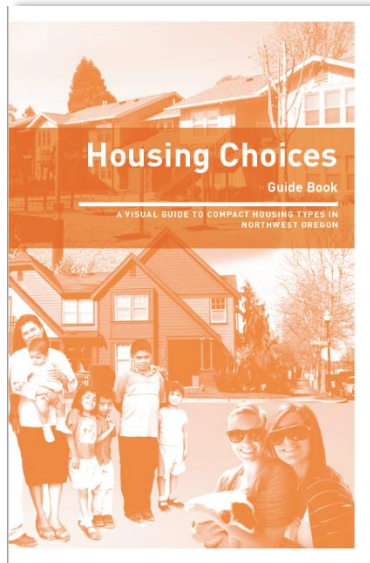
Code Assistance helps local governments identify and update regulations to promote efficient land use and transportation. Out of date code can be at odds with local transportation goals. Among the Code Assistance projects completed during the 2017-19 biennium are:

- Springfield
- Molalla
- Cascade Locks
- Donald
- Coburg
- La Pine
- Yoncalla
- Roseburg
- Dundee
- Umatilla County

The Education and Outreach Program

Education and Outreach services include workshops, lectures, conferences and public forums for local governments at no charge. The program also provides publications, references, and guidance documents to support local transportation and land use planning. Some of the notable publications in the 2017-19 biennium are:

- To help communities address local housing needs, TGM published a [Housing Choices Guide Book](#), which provides 43 concrete examples of housing options in Northwest Oregon. Each example is more compact than detached single dwellings; most are more affordable. This publication supported a housing choices community presentation in North Plains, Oregon.
- Publication of the [Transit Development Guidebook](#), which provided best practices and recommendation for preparing transportation development plans. It also draws on the policies, procedure, and experiences of transit providers and other transportation agencies nationwide.
- The [Guide to Funding Walking and Biking Improvements](#) was published in September 2018. This guide reviews over 40 ways to fund improvements to walking and biking. It covers local options, state funds, federal funding, and private options.
- The [Klamath Falls Downtown Streetscape plan](#) was completed. It details a strategy for improving the aesthetic, operations, and safety standards and design of Klamath Falls' city streets. Key safety, design, and placemaking concepts that were co-created with City and community input are included in this report.
- TGM has hosted workshops on housing choices and design (North Plains), safe routes to school (Dufur and Maupin), fiscal impacts of growth (Grants Pass, Medford, and Salem), and changing one-way streets to two-way streets (Klamath Falls).



Transportation System Plan Assessment

TGM helps communities evaluate their Transportation System Plans (TSPs) for potential issues and solutions at no charge. A TSP is a long-range document local governments use to plan for future transportation investments. The TSP assessment is the first step in finding out next steps to update an old transportation system plan. In the 2017-19 biennium, TGM assisted the City of Dallas, Douglas County, and Umatilla County in their TSP assessment.

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

There are several land use planning goals that have a direct impact on the economic development and success of our cities. The one that resonates most with cities, counties, and Oregon residents who are struggling right now is Goal 10: Housing.

Housing and employment opportunities are critically important to every city in the state. However, many cities are unprepared for development opportunities due to outdated city comprehensive plans and development codes. Local capacity to address these planning needs has decreased over time. Without assistance, many cities are unable to address the barriers to development of new housing that exist within their own communities.

In 2018, the Oregon Legislature allocated \$1.73 million to the Department of Land Conservation and Development (DLCD) for housing planning technical assistance

in [House Bill 4006](#). The bill allocated funding "for the purpose of providing technical assistance to local governments in increasing the affordability of housing." Through this work, the department has identified a significant demand for development planning technical assistance at the local level: more than 100 applications were submitted for housing planning. The first round of contract awards have been made to 23 cities with severe rent burden, as defined in HB 4006, and an additional 22 cities. The 2018 resources cover less than one-half of the requested, known demand (99 cities submitted requests for assistance).

The technical assistance made available as a result of this funding includes an analysis of housing needs, audits of development codes (to identify barriers to housing development), revisions to development codes (to remove barriers), and implementation plans for increasing housing supply. Minimal local government resources are required. No matching funds and no procurement or contract management are required to participate in the program.

To provide this assistance, DLCD has contracted with a team of consultants experienced in completing Housing Needs Analyses (HNAs), development code audits and updates, and housing strategy implementation plans. These consultant will work for a city – or group of cities within a county or region – to prepare draft updates to the comprehensive plan or code. For jurisdictions with up-to-date plans and codes, assistance with developing a strategy to implement the plan is also offered.

"When combined with eligible cities that did not apply, the department estimates the 2019-21 request will cover approximately 25 percent of the communities with need."

The department also received \$300,000 for economic development planning assistance from the Oregon Legislature via [HB 5201](#). The bill allocates funding "for the purpose of providing technical assistance grants to eastern Oregon counties for economic opportunity analyses (EOAs)." Similar to the housing planning work, DLCD is contracting with consultants experienced in completing EOAs and associated public facility inventories. Over 30 applications were submitted for economic development planning assistance.

The purpose of an EOA is to ensure that cities have an available land supply to support economic growth. An EOA includes analysis of local and regional economic trends, evaluation of the community's opportunities and barriers to economic growth, and a determination of the types and amounts of land and infrastructure needed to support expected employment.

Over 30 applications were submitted for economic development planning assistance. Contracts have so far been awarded to: Johnson Economics, ECONorthwest and

Anderson Perry with FCS Consultants. Again, requests for assistance demonstrate a level of need the department is unable to meet with current funding.

To address the unmet demand for this assistance in cities and counties around Oregon, DLCD has included a Policy Option Package 101 for 2019 to continue this work in coming biennia. In order to respond to current unmet demand for these services the legislature will need to allocate \$3.6 million over the next two biennia.

Support local planning efforts to develop resilience to natural hazards, including those exacerbated by climate change

The mission and vision of Oregon's natural hazards program are: to create a disaster-resilient state of Oregon such that natural hazard events result in no loss of life; events cause minimal property damage; and the long-term impacts to the economy are reduced. Increased attention has been given to Oregon's natural hazards in recent years as the state has struggled with drought, more and bigger wildfires and a longer wildfire season, rising sea levels and higher tides, large storms that lead to landslides and flooding, and the ever present threat of a Cascadia Subduction Earthquake. The DLCD Natural Hazards Program includes five elements:

- Coastal Hazards (specific coastal hazards and related climate change initiatives can be seen on pages 41-46, "Protect and Conserve Coastal and Marine Resources.")
- Natural Hazards Mitigation Planning
- National Flood Insurance Program (NFIP)
- Oregon's Risk MAP Program
- Planning for Climate Change



Figure 43. Oregon has a variety of hazards that affect the lives and property of residents. DLCD helps communities plan effectively for resilience to these risks.

The City of Turner's 5th Annual Customer Service Award was awarded "to David Lentzner, Risk Map Coordinator for the Oregon Department of Land Conservation and Development. David was a critical staff support person for the complicated public process for adopting new maps for regulating Turner's floodplain. He helped develop comprehensive, yet individualized, packets that were sent to hundreds of citizens throughout the Turner community. Of even greater importance, when he suspected that there might be an error in part of the map data, he pursued that systemically, resulting in agency admission of problems and a new opportunity for citizens to provide input."¹³



Figure 44. Turner City Administrator David Sawyer, left, presents the city's 5th Annual Customer Service Award to David Lentzner, a risk map coordinator for the Oregon Department of Land Conservation and Development. Photo: Courtesy of city of Turner.

¹³ "Announcing the 2017 Customer Service Award," City of Turner press release, January 24, 2018.

Natural Hazards Mitigation Planning

A natural hazards mitigation plan (NHMP) identifies and examines the hazards, vulnerabilities, and risks facing local, state, and tribal governments. DLCDC maintains the Oregon NHMP and assists local governments and tribes with developing and maintaining their local NHMPs. These plans are most effective when implemented with comprehensive, long-term planning.

Oregon's Natural Hazards Mitigation Plan (NHMP) provides statewide and regional information on the natural hazards most likely to occur in the state. The Plan also reports on the potential impacts of natural hazards on people, property, and the environment, and establishes a mitigation strategy to reduce those impacts. The first Oregon NHMP was completed in 1992.

Each five-year update to Oregon's NHMP must be approved by FEMA so that the state can receive federal funds to carry out mitigation planning and projects. As long as Oregon's NHMP meets the "enhanced plan" standard, the state will continue to receive extra funding after a disaster. Oregon's latest NHMP was approved on September 24, 2015 as an enhanced plan. It will need to be updated and re-approved in 2020.

"The DLCDC Hazards Team always bends over backwards to assist our jurisdiction and our partners. They provide thorough responses and support and have attended every meeting we have invited them to (about three last year); and have provided technical support on many occasions (Marian! and Dave! in particular) Any short coming has been a function of asking for something that simply does not yet exist. For example, we have repeated needs for model code and best practices. In the absence of these being a priority of the department, we are limited as is the hazards team's ability to provide the more in depth technical assistance that is in high demand." - Open-ended response to 2018 DLCDC Customer Service Survey

The National Flood Insurance Program

The National Flood Insurance Program (NFIP) aims to reduce the impact of flooding on private and public structures. It does so by encouraging communities to adopt and enforce floodplain management regulations. In exchange, flood insurance is made available to property owners and renters. These efforts help mitigate the effects of flooding on new and improved structures.

As the coordinating agency for Oregon's participation in the National Flood Insurance Program, DLCDC helps local governments participate in this important program. The department offers assistance and training to local floodplain managers, property owners, surveyors, real estate agents, and others. Through an agreement with the Federal Emergency Management Agency (FEMA), two hundred sixty-one Oregon cities,

counties and tribes participate in the NFIP, making flood insurance available to nearly all residents and businesses in the state of Oregon.

In the 2017-19 biennium, 36 Oregon cities or counties have updated their flood map information to continue to qualify for NFIP. The department maintains a database of Floodplain Managers and communicates critical information about the NFIP on an as-needed basis.

The NFIP has three basic components: 1) flood hazard mapping; 2) flood insurance; and 3) regulation of areas of special flood hazard.

Oregon's Risk MAP Program

DLCD coordinates the Risk MAP (Mapping, Assessment, and Planning) Program in Oregon. Risk MAP is the Federal Emergency Management Agency (FEMA) program that produces Flood Insurance Rate Maps, multi-hazard maps and data, and risk assessment tools. FEMA supports local disaster resilience programs and funds Risk MAP projects in Oregon each year.

Planning for Climate Change

Climate change is a consideration for land use, transportation, natural hazards, and coastal management planning. It involves a two-pronged approach: mitigation and adaptation. Mitigation consists of actions taken to slow or stop climate change – to keep the problem from occurring. Reduction of greenhouse gases is an obvious example. Adaptation refers to actions that deal with the effects of climate change, such as revising floodplain ordinances to address higher water levels. In general, there are planning strategies that can be applied to address both the causes and effects of climate change.

There are three main policy areas for mitigating, or reducing, carbon emissions from the transportation sector: improving fuel efficiency, lowering the carbon content in fuels, and reducing Vehicle Miles Traveled (VMT). Building walkable, bikeable neighborhoods that allow residents to access schools, grocery stores, jobs, and the other goods and services needed for day to day life is a good way to meet these goals. By reducing the number of trips that require us to get into our car, we make walking, biking, and transit trips feasible.

Climate change has the potential to make Oregon's natural hazards more frequent and severe, and to bring new natural hazards that we haven't typically experienced. The [Oregon Natural Hazards Mitigation Plan](#) identifies eleven natural hazards in Oregon. The natural hazards that will continue to disrupt the lives of Oregonians include: coastal erosion, drought, dust storms, earthquakes, wildfire, floods, landslides, tsunamis, volcanic eruptions, windstorms, and winter storms. While it is impossible to predict when an event will occur or the extent to which it will affect a community, we know there will be an interaction between natural systems, the built environment, and social systems.

With careful planning and collaboration we hope to reduce the loss that occurs and build resilient communities.

On the Oregon coast, sea level rise means waves will break closer to the coastline and reach bluff bases more frequently, increasing the rate of erosion and cliff retreat. Dunes are also predicted to retreat under rising sea levels and larger waves. Dunes provide a natural buffer against erosion and flooding. Their retreat will jeopardize their natural buffering function as well as any development located behind the dunes. With higher sea levels, especially in areas with hardened shorelines (e.g. riprap), beach accessibility is likely to decline as the width of the beach decreases. This is problematic not only for people who wish to access the beach, but also for marine animals who utilize the beach, such as seals for haul-out sites, and other tidally-dependent organisms. Hardened shorelines can also prevent habitat (like dunes or wetlands) from migrating upland with sea level rise. With increased levels of erosion and flooding, the threat to oceanfront development will increase, including to private property, and public facilities and infrastructure.

DLCD has a Policy Option Package proposed which will add a position for Climate Change Adaptation. The first goal of this position will be to assist the Governor's Office and other agencies and interested parties update the 2010 Oregon Climate Change Adaptation Framework. Upon completion of this document, the position will focus on assisting other agencies and local governments address climate change adaptation in their planning and projects.

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

A 2013 statewide survey¹⁴ found that Oregonians value the state's natural beauty, outdoor recreation opportunities, and relatively clean air and water. The survey reported that economic development is seen by Oregon residents as something that needs to take place while simultaneously recognizing the importance of our state's natural environment on the quality of life here. Protection of clean air and water was judged important by 74% of respondents, and 58% say growth should be directed to take place inside existing cities and towns. 57% favor protection of the environment even at the risk of slowing economic growth.

DLCD employs 9 Regional Representatives (two for the Metro region) that actively work with local governments within a region to assist with land use decisions and processes, build relationships, and actively collaborate with other members of the state's Regional Solutions Teams in creating good outcomes for their coordinated efforts. Regional representatives receive frequent recognition and praise for the role they serve in local planning processes from the planning community and beyond.

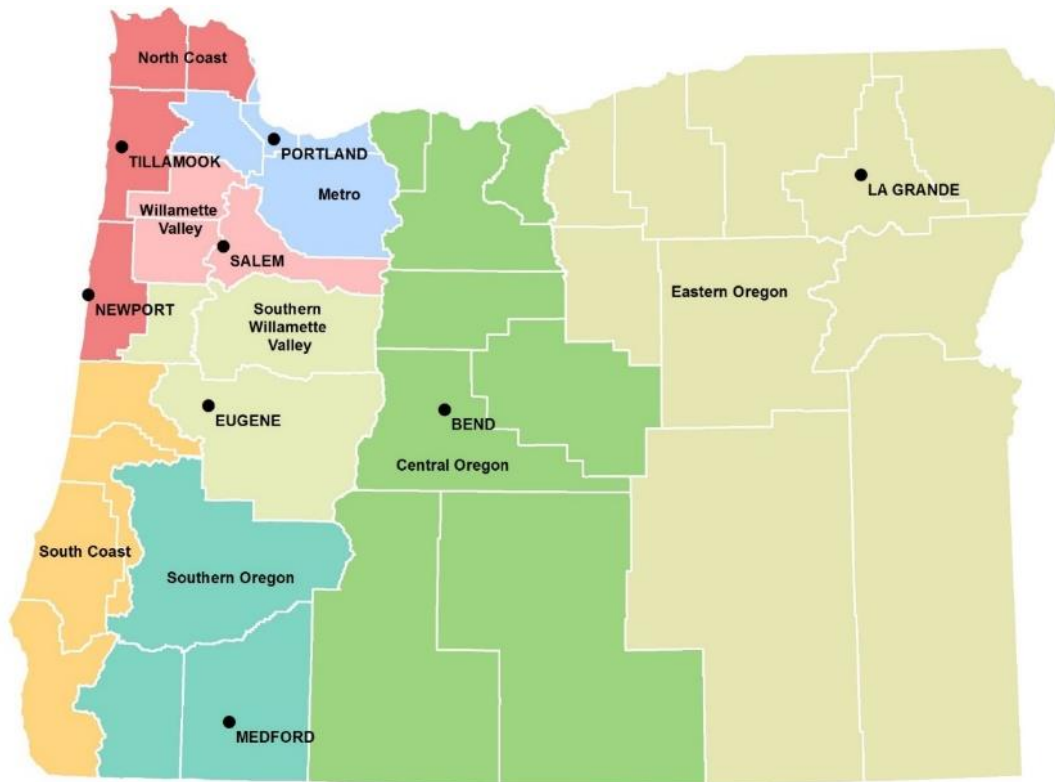


Figure 45. DLCD Regional Map

¹⁴ <http://oregonvaluesproject.org/findings/top-findings/>

In the 2017-19 biennium, DLCD drafted an official Communications Plan. One element of the plan was a website migration. In realizing the website migration, the department completed a robust outreach process to interested parties. As with all state website migration projects, the agency was required to follow the NIC USA guidelines, which helped the department identify the most sought content and consider the ways we presented our department work and teams to an outside audience. The result is a much more intuitive and useful website; with better searchability of staff reports, rulemakings, and publications.

This strategic goal contains two related, but distinct aspects: 1) communicating with and informing the public; and 2) engaging and collaborating with other entities throughout the state.

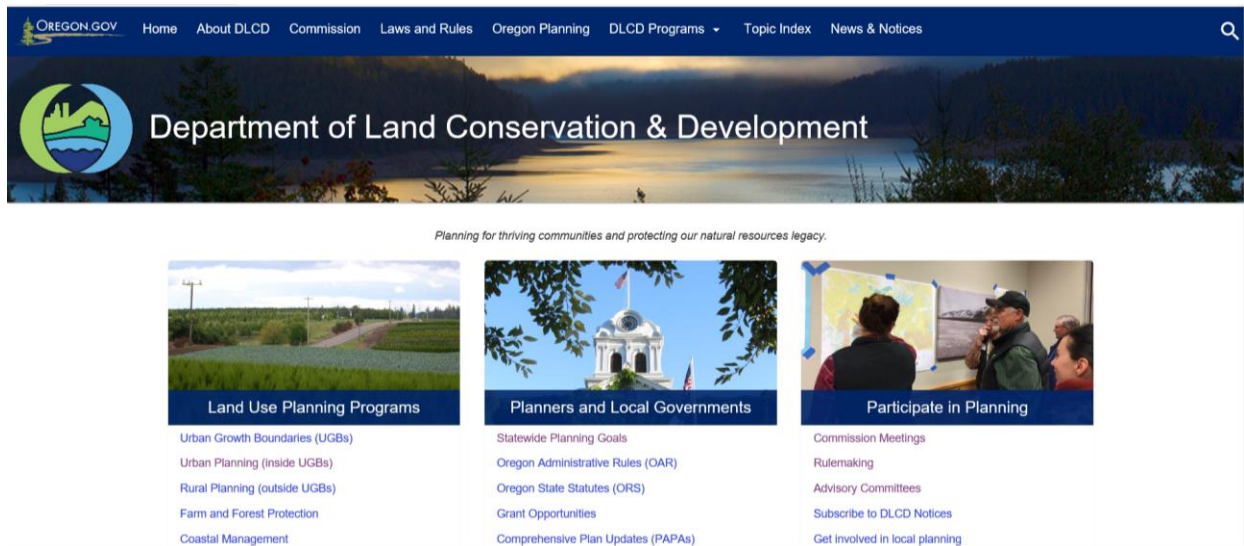


Figure 46. Screenshot of the landing page for DLCD's updated website

Develop strong, collaborative partnerships with people and communities in all regions with diverse populations throughout the state through community engagement, outreach and collaboration.

Community engagement is a hallmark of Oregon’s planning program. Each city and county plan describes how the public can participate in each phase of the planning process. Local governments must periodically evaluate their efforts to involve the public in decision making, and if necessary, update their program. These requirements are established by Statewide Planning Goal 1: Citizen Involvement.

Citizen Involvement Advisory Committee (CIAC)

Oregon Revised Statute Chapter 197 established the Citizen Involvement Advisory Committee (CIAC) to advise LCDC and local governments on matters pertaining to citizen involvement in land use planning. CIAC is an advisory body only; it has no authority over local governments or state agencies. The committee does not set policy or review local land use plans (except for Citizen Involvement Programs). The CIAC can have up to eight members, one from each of Oregon's five congressional districts and three chosen at-large. CIAC members are unpaid volunteers, appointed to four-year terms by LCDC. The committee meets bi-monthly. At least once a year, the committee meets with the LCDC to review themes in citizen involvement, large scale issues, and to make recommendations for improving citizen involvement throughout the state.

During the 2017-19 biennium, the CIAC:

- In collaboration with a graduate level class on Participatory Planning at Portland State University, developed a new program for recognizing outstanding local efforts to include the community in land use decision making called the Achievement in Community Engagement (ACE) Awards;
- Used an ACE Award to recognize the public engagement efforts of four local governments in 2016 (Bend, Carlton, Eugene, and Metro), and two local governments in 2017 (Salem, and Washington County);
- Participated in review of and recommendations for the website migration process as it related to public involvement and website accessibility/usability;
- Released an RFP to retain a consultant to assist with an update and rewrite of "Putting the People in Planning", a well-used but outdated guidance document on Community Engagement used as a planning resource by many communities and practitioners around the state;
- Drafted an update to the department's Citizen Involvement Guidelines;
- Offered feedback on the outreach plan for development of the Policy Agenda;
- Offered comment on the department's Policy Agenda;
- Offered feedback on the outreach plan and membership proposed for agency rulemaking advisory committees;
- Assisted a number of communities in developing and improving Citizen Involvement Programs;
- Completed development of a Public Involvement Checklist for local governments to use; and
- Met with the Commission twice in annual meetings to determine priorities for the coming year.

Current committee membership:

- Sebastian Bannister Lawler (Vice-Chair), District 1
- Bill Snyder, District 2
- Steve Faust (Chair), District 3
- Jennifer Gervais, District 4
- Leah Rusch, District 5
- Marissa Grass, At-Large
- Zecheriah Heck, At-Large

Local Officials Advisory Committee (LOAC)

Oregon Revised Statute Chapter 197 established the Local Officials Advisory Committee (LOAC) to advise LCDC and the department on matters involving local governments.

The LOAC is made up of seven members representing cities, counties and Metro. They are appointed by LCDC in consultation with the League of Oregon Cities and the Association of Oregon Counties.

LOAC is specifically charged by statute with the responsibility to review and advise LCDC on proposed goal amendments.

Current committee membership:

- Mark Davidson, County Commissioner (Union County)
- George Endicott, Mayor (City of Redmond)
- Larry Givens, County Commissioner (Umatilla County)
- Dick Gordon, City Councilor (City of Medford)
- Bob Stacey, Metro Councilor
- Jerry Lidz, LCDC Commissioner
- Ken Kestner, County Commissioner (Lake County)
- Peter Truax, Mayor (City of Forest Grove)
- Stan Primozich, County Commissioner (Yamhill County)



Figure 47. Public Participation in Planning is Goal 1 in the statewide land use planning goals.

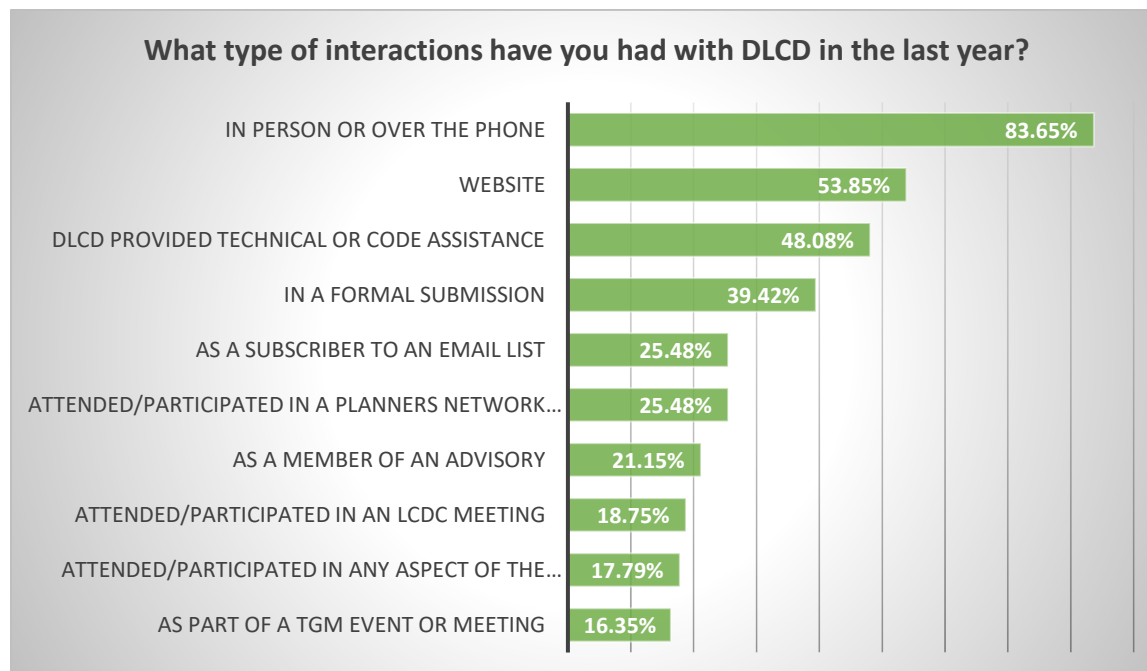
Government to Government: Working with Oregon’s Tribes

The department’s working relationship with Oregon’s nine federally recognized tribes is guided by statute and executive orders. The department has an active relationship with the Legislative Commission on Indian Services (LCIS) that includes serving on several regularly scheduled cluster and working groups comprised of state agency staff and Tribal representatives. A report to the LCIS reporting on the department’s Government-to-Government activity is issued annually and can be accessed through the department’s web page.

Activity for the 2017-19 biennium is discussed in detail on the DLCD Biennial Report Government to Government section on page 20-21. The [2018 Annual Government to Government Report](#) is also available to view on DLCD’s website.

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

DLCD staff consistently receives high marks in our evaluation of employee helpfulness, knowledge and expertise, and timely provision of services. The results of our 2018 Customer Satisfaction Survey indicate that over 80% of our survey audience interacts with the agency at least a few times annually.



The primary public communication tool for the agency is the department website, which was migrated to the new state platform in 2018. Robust community, customer, and internal feedback was considered as the agency built out a new version of the website

that answered not only to department needs, but also the DAS standards for accessibility and readability.

The updated website has been put in place with an employee team to manage it, governance standards, and expectations that information on the website remain current and be easy to locate.

Other public education and communication accomplishments in the 2017-19 biennium include:

- The department held seven Planners Network Meetings around the state, to engage with and educate local planning staff and train new planning commissioners
- The department held 6 Planning Commissioner Trainings, in conjunction with Planners Network Meetings, focused on newly appointed commissioners, staff to planning commissions, and commissioners wanting to freshen up their understanding of the role and responsibility of a Planning Commission member.
- The department held additional, one-on-one Planning Commissioner trainings on an as-needed basis, typically using Regional Representatives as trainers.
- The TGM program hosted education and outreach events in three Oregon cities
- DLCD natural hazards staff participated in community events in eight counties
- DLCD Coastal staff held training meetings for NOAA in 8 locations

Ongoing education and communication efforts include:

- The department continues to perform extensive outreach efforts in development of the biennial Policy Agenda, reaching out to a list of hundreds to solicit input on drafts and inviting public comment at multiple public hearings
- LCDC meeting materials are available to the public in a timely and organized manner
- Within limits imposed by travel restrictions, the commission held travelling meetings as frequently as they were able, engaging with different communities and areas of the state
- The DLCD Coastal Program continued their partnership in the King Tides Project, a citizen science effort to better document the effects of rising ocean levels by encouraging members of the public to photograph and share their photos through an online, collaborative platform
- The department continues to host an annual Student Planning Day with students pursuing a master's degree in Planning at Portland State University and University of Oregon
- In collaboration with the Oregon Chapter of the American Planning Association (OAPA), DLCD created a storymap that outlines the history of the land use planning program in Oregon and was introduced as an educational resource at the 2018 OAPA conference.

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

The department is a small agency with a big mission. We help carry out the vision and legacy of Senate Bill 100, which for 40 years has contributed to the quality and character of the natural and built environment of the state. The program has been charged by the Legislature with managing urban growth; protecting farm and forest lands, coastal areas, and natural resource lands; and providing for safe, livable communities in concert with the vision of the local communities.

Our mission includes not only stewardship of the land use program and the 19 statewide land use planning goals that direct our work, but support and assistance for the 279 local jurisdictions – city governments, county governments, and regional governments – that implement the program on the ground. Many land use issues intersect with the interests of multiple state agencies, impact regions of the state differently; or implicate conflicting state and local policies. “Leadership,” as it is being used here, means selectively and strategically choosing which of these intersecting issues the department will invest time and energy in addressing and resolving.

Ensure short and long-range policy development for the commission and the department

Policy development at DLCD is conducted through the Director’s Office. Each biennium a Policy Agenda is developed to assist in identifying and prioritizing the policy items the department will pursue over the coming two years. When the policy agenda is created, it is done so with an approach that considers a variety of inputs:

- Legislatively directed work
- The authority of the department and commission
- Staff capacity
- The need for change to help local governments to carry out their land use planning activities



Figure 48. Goal 8: Recreation seeks to ensure that cities have adequate open space and recreational areas for residents of all ages and demographics.

Approved LCDC Policy Agenda for 2017-19

In November 2017, the LCDC approved an update to the biennial Policy Agenda. The projects included were chosen because they improve statewide land use policies, clarify the intention of existing rules, and implement legislation. A summary description of the included policy items and progress in realizing them follows.

Ongoing Projects from the 2015-17 Biennium

- Citizen Involvement and Land Use Program Outreach Improvements: The commission's Citizen Involvement Advisory Committee has been tasked with recommending methods to further citizen involvement in the department's work, specifically as citizen involvement applies to inclusive and thoughtful outreach, rulemaking (advisory committees and process), and the DLCD website.
- Rocky Shores Rulemaking: The Oregon Territorial Sea Plan (TSP) was adopted in 1994 and provides detailed guidance to state and federal agencies to manage uses within the state's territorial sea. The current Rocky Shores Management Strategy was included as a chapter of the initial TSP in 1994. The Oregon Ocean Policy Advisory Council (OPAC) has the responsibility to steward and periodically amend the plan as needed, as conditions change, and as new information becomes available. In 2016 the OPAC opened an amendment process for the Rocky Shores Management Strategy to reflect these changes and proactively manage Oregon's rocky shores. The OPAC working group has been tasked with conducting the review and recommendation process which is envisioned to require at least three years to complete. DLCD staff is assisting the OPAC in the policy process of amending the TSP through a 3 phase process including a general text update (Phase 1), implementation of a community based proposal system for site management (Phase 2), and the incorporation of site based management recommendations (Phase 3). These updates will be brought to the OPAC and LCDC for adoption twice, once at the conclusion of the Phase 1 work plan, and finally at the conclusion of the Phase 3 work plan. The process is currently nearing the end of Phase 1 work.
- Non-Resource/Other Resource Lands: A Hatfield Fellow, who joined DLCD in this work in September 2018, is helping the department assemble data and develop recommendations for writing new policy around "non-resource lands." The resulting work will integrate resource lands protection strategies, including consideration of carrying capacity, environmental and habitat protection, infrastructure requirements and availability, and other factors into the consideration and development of lands currently zoned as "non-resource." There are currently no standards to guide counties in identifying and zoning lands which do not meet the definition of agricultural or forest resource lands. To date, several stakeholder conversations have helped further define the issue. State agencies, in particular, are identifying issues of mutual interest.

Policy Projects Required by the 2017 Legislature

- HB 2743 – Airport UGB Pilot Program: Directs the Land Conservation and Development Commission to implement a process to select one pilot program site from a city located not less than 100 miles from a city with a population of 300,000 or more and located in a county with at least eight percent unemployment over the preceding five-year period. The site must satisfy specific location criteria. The bill exempts the selected pilot site from the usual urban growth boundary need and location justification process. *Rulemaking Complete.*
- SB 418 – UGB Sequential Submittal/Approval: Provides an additional process for cities to expand urban growth boundaries. The process allows a city to submit adopted land needs analyses for DLCDC approval, to be followed by a subsequent submittal of an action to address any land need. A city may make separate submittals of an economic opportunities analysis or a residential lands need analysis and housing needs analysis, to be followed by a subsequent submittal of any actions to accommodate any land found to be needed. *Rulemaking in progress.*
- SB 1051 – Housing Supply Bill: This bill mandates local governments to implement several practices with the intent to increase housing supply. The bill requires local governments to expedite affordable housing project permits, prohibits denial of urban residential development based on discretionary design guidelines, prohibits the reduction of residential density, requires local governments to allow urban accessory dwelling units, and allow religious institutions to build affordable housing in conjunction with the institution. *Rulemaking complete.*
- HB 3012 – Old House ADUs on Rural Residential Lands: This bill authorizes counties to allow construction of a new, additional single-family dwelling if the existing dwelling was built between 1850 and 1945, is on a lot at least two acres in size and is converted to an accessory dwelling unit (ADU). *Rulemaking complete.*
- HB 3202 – Southwest Corridor MAX Land Use Final Order (LUFO): Required the Land Conservation and Development Commission to set criteria for a Metro land use decision on the Southwest Corridor MAX Light Rail Project. *Rulemaking complete.*
- HB 2179 – Biosolids Mixing: Permits onsite treatment septage prior to application of biosolids on exclusive farm use land using treatment facilities that

are portable, temporary and transportable by truck trailer during authorized period of time. *Rulemaking complete.*

- HB 2730 – Golf Course in Curry County: The bill amends ORS 215.283(2) related to the list of uses conditionally permitted in exclusive farm use (EFU) zones. The bill allows a golf course west of Hwy 101 and surrounded entirely by an approved golf course on high value farmland in EFU. *Rulemaking complete.*
- HB 3456 – Solar Siting in Columbia Valley AVA: Permits the establishment of photovoltaic solar power generation facility on certain high value farmland in the Columbia Valley Viticulture Area under specific conditions, including located outside an irrigation district and has not had water applied to the land for the immediately preceding 20 years. *Rulemaking complete.*
- SB 644 – Non-Aggregate Mineral Mining Permits: Creates special, preferential treatment for non-aggregate mining that largely replace existing county comprehensive plans and state land statutes and rules governing non-aggregate mining. Makes substantial changes to how mining of a “significant mineral resource site” is authorized in EFU zones located in Baker, Grant, Harney, Lake, Malheur, Union and Wallowa Counties. *Rulemaking complete.*
- SB 677 – Cider Business: Establishes standards for establishment of cider businesses on land zoned for exclusive farm use or on land zoned for mixed farm and forest use. Allows cider businesses to be permitted outright with the same allowances for marketing, food service, agritourism events, and bed and breakfasts that are allowed for wineries under ORS 215.452. *Rulemaking complete.*

New Policy Projects Recommended by the Department

- Simplified UGB – Minor Revisions: The rules establishing the Simplified Urban Growth Boundary (UGB) Method became effective in January 2016 (OAR chapter 660, division 38). Through subsequent analysis, as well as practical application working with cities, the department has identified minor revisions that could be made to make the rules function better. In addition, there are issues that have been raised and/or identified by the department that merit additional evaluation. *Rulemaking in progress.*
- Farm Capability Dwellings: Rulemaking is necessary to ensure a data source referenced in the rule is current and that the statute continues to be useful to and useable by counties. *Rulemaking not yet started.*

- Soil Classifier Qualifications: The number and availability of soil scientists available to conduct an on-site soil assessment was limited. This rulemaking added a new type of soil scientist to the list of qualified soil assessors in hopes of increasing the number and geographic diversity of professionals qualified to conduct a soils assessment. *Removed from Policy Agenda.*
- Solar Siting on High Value Farmland: The development of utility scale solar projects on high-value farmland has become a concern for some farmland protections advocates, commercial farmers and state agencies. LCDR has received letters and a variety of public comment on this topic, some urging rulemaking on this subject and others encouraging the commission to allow rules as written to stand. The Oregon Farm Bureau has expressed concerns and introduced legislation in the 2017 session (HB 3050) in an attempt to create additional safeguards for high-value farmland. Temporary rules were adopted in July 2018 in response to a hearings officer interpretation of existing rules that was inconsistent with the original intention of the rule, and inconsistent with DLCD's mission to protect agricultural land. Consideration of permanent rule changes is currently underway with a rulemaking advisory committee. This rulemaking process is considering whether the existing rules for siting utility scale solar projects through a local conditional use process provides adequate protections for high-value farmland. *Rulemaking in progress.*
- Goal 5 Rule – Technical Revisions: In January 2017, the commission adopted amendments to OAR 660-023-0200, the rule addressing protection of historic resources under Goal 5. The department has identified an error in the amended rule at OAR 660-023-0020(10), resulting in the rule requiring a 120-day demolition delay in unintended circumstances. The rule was intended to implement ORS 197.772(2) only, but as written applies in other situations. The department proposes to amend the rule in order to give it the intended effect. *Rulemaking complete.*



Figure 49. Oregon Solar Farm, Willamette Valley

Improving capacity of local governments to carry out their land use responsibilities

The department, particularly through the regional staff, provides technical assistance and limited grant assistance to local governments.

Model Codes

DLCD uses staff experts and consultants to develop model code that can be used by cities and counties. Model code is typically created to help a local government follow best practices, or adhere to new state standards, rules, or statutes. Model codes are often tailored to suit the needs of a community. DLCD offers the following model codes as a tool or resource for local planning departments in Oregon.

- Guidance on Implementing the Accessory Dwelling Units Requirement
- Model Development Code for Small Cities
- Multi-County Code Update Project
- Preparing for a Cascadia Subduction Zone Tsunami: A Land Use Guide for Oregon Coastal Communities
- Smart Development Code Handbook
- Transportation Demand Management Module

DLCD additionally published the following manuals and toolkits to assist local planning efforts.

- Space Efficient Housing
- The Housing Choices Guidebook
- Measures to Encourage Affordable Housing
- The Housing Development Toolkit

Reflecting on writing the Space Efficient Housing report, author Eli Spevak said "It's been a pleasure to learn how jurisdictions across the state have been experimenting with zoning rules for residential neighborhoods. We hope this report offers inspiration, practical ideas, and lessons learned from early adopters - and that Oregon communities continue to try out new (and old!) ideas to meet their varied housing needs."



Figure 50. Residentially zoned Oregon neighborhood

Oregon Housing Planning Project

In 2018, the Oregon Legislature allocated \$1.73 million to the Department of Land Conservation and Development (DLCD) for housing planning technical assistance in HB 4006. The bill allocates funding "for the purpose of providing technical assistance to local governments in increasing the affordability of housing."

Technical assistance will include an analysis of housing needs, audits of land use codes (to identify barriers to housing development), revisions to land use codes (to remove barriers), and implementation plans for increasing housing supply.

To provide this assistance, DLCD is contracting with consultants experienced in completing Housing Needs Analyses (HNAs) and updating land use codes. The consultant will work for a city – or group of cities within a county or region – to prepare draft updates to the comprehensive plan or code. For jurisdictions with up-to-date plans and codes, assistance with developing a strategy to implement the plan is also offered.

The department anticipates assisting 45-47 local governments with their housing needs in the 2017-19 biennium.

Eastern Oregon Economic Development Planning Project

In 2018, the Oregon Department of Land Conservation and Development (DLCD) also received \$300,000 for economic development planning assistance from the Oregon Legislature via HB 5201. The bill allocates funding "for the purpose of providing technical assistance grants to eastern Oregon counties for economic opportunity analyses (EOAs)." Funding from this program must be spent in its entirety by June 30, 2019.

The purpose of an EOA is to ensure that cities have an available land supply to support economic growth. An EOA includes analysis of local and regional economic trends, evaluation of the community's opportunities and barriers to economic growth, and a determination of the types and amounts of land and infrastructure needed to support expected employment.

All cities and counties in Eastern Oregon are eligible to submit a Request for Assistance. Eastern Oregon is defined in state law as the following 17 counties: Baker, Crook, Deschutes, Gilliam, Grant, Harney, Jefferson, Klamath, Lake, Malheur, Morrow, Sherman, Umatilla, Union, Wallowa, Wasco, and Wheeler.

In order to complete the work on time, DLCD is contracting with consultants experienced in completing EOAs and associated public facility inventories. The consultant will work for a city – or group of cities within a county – to prepare draft updates to local comprehensive plans.

The department anticipates completing 28 EOAs in the 2017-19 biennium.

Staff Resources

There are 9 Regional Representatives located around the state and serving specific regions. Each Regional Representative participates in the area Regional Solutions Team, and offers critical planning assistance to local governments in that area.

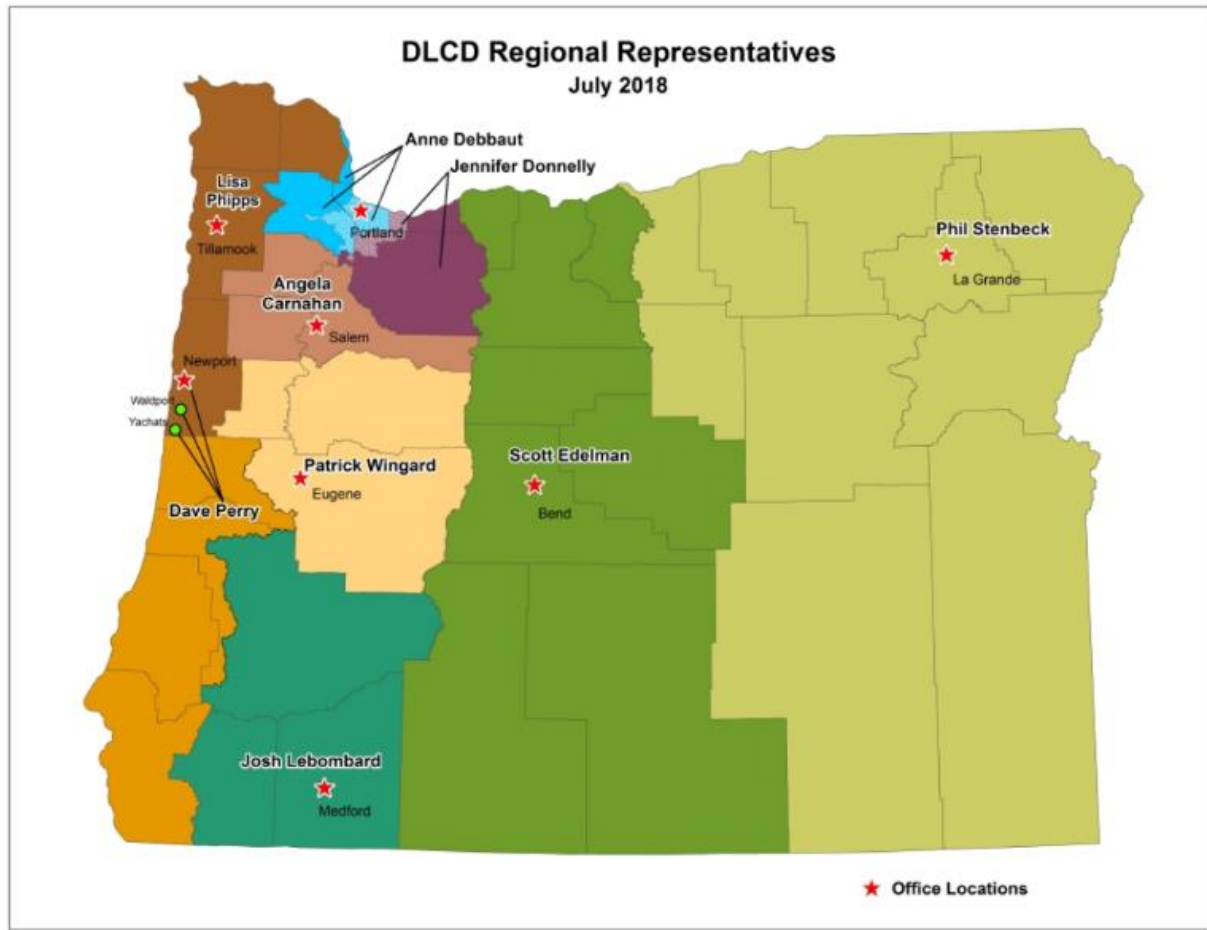


Figure 52. DLCD Map indicating the Regional Representatives and areas of the state they serve.

DLCD also has a number of topic specialists on staff to answer questions. Areas that the department routinely provides technical assistance to local planners and the public include:

- Hazards Planning
- Public Engagement
- Habitat Protection
- Economic Development
- Riparian Areas
- Coastal Development and Protection
- Transportation Planning
- Wetlands
- Housing
- Climate Adaptation
- Farm and Forest Development and Protection

“State agencies are subject to the state budget and often lose staff and resources due to decreases in the budget. DLCD plays a vital role in providing services especially to small rural areas in Oregon that might otherwise not have the benefit of the expertise they provide. DLCD should be consistently staffed and that staff should provide as much onsite assistance as possible to insure that land use follows both the laws and responds to the needs of the communities that they serve.” - Customer response to the open-ended question “How can DLCD better serve you or your community?” in the 2018 DLCD Customer Service Survey

Training Resources

In our ongoing efforts to build relationships, educate, and convene planning staff from local governments to discuss planning related topics in a timely fashion, DLCD convenes several Planners Network Meetings each year. Hosted in partnership with OAPA, these meetings are held in different areas of the state, including at least one coastal location each year. Many areas of training included in these meetings are the result of recent legislation that leaves local planners with questions about impacts and interpretation. Some of the training areas and/or discussions over the last biennium at Planners Network Meetings include:

- Planning Commissioner Training
- Housing Strategies
- Missing Middle and Multifamily Housing Development Strategies
- Hazards Planning
- Economic and Industrial Land Development
- Coordination of Planning and Infrastructure Development
- Tribal Planning for Non-Tribal Planners
- Farm and Forest 101
- Hemp Regulation
- Employment Land Planning
- Eastern Oregon – Nyssa Trans-shipment Facility
- National Flood Insurance Program Training
- Grants Program Overview
- Tools for Economic Development
- Planning 101 for New Planners and Permit Technicians
- Compliance with Marijuana Regulations

**Northwest Oregon
PLANNERS NETWORK MEETING**
For City and County Staff, Planners, Elected Officials, and Planning Commissioners
Fairview City Hall, 1300 NE Village St., Fairview

Wednesday, Sept. 12 & Thursday, Sept. 13, 2018

WEDNESDAY, SEPTEMBER 12, 2018
5pm – 7pm, \$35 (light dinner included)
Housing Strategies: An Overview for Planning Commissioners, Elected Officials, and Planners
Department of Land Conservation and Development (DLCD) staff will provide an overview of Goal 10 requirements, including Clear and Objective Housing Approval Criteria and Housing Needs Analysis (HNA), with examples of how jurisdictions are addressing varying needs, such as affordability and impacts of transportation costs.

THURSDAY, SEPTEMBER 13, 2018
8:30am – 6pm, \$65 (lunch included), 4.5 CEU pending
Statewide Updates, Trainings & Mobile Tour
Morning sessions will include:

- A summary of current topics of interest in the statewide planning program, with rulemaking and legislative updates from DLCD;
- Missing middle and multifamily housing development strategies, including public and private sector perspectives on planning, development, and financing; and
- Hazard planning - DLCD's role and local government implementation examples.

After lunch, the focus will be on economic development, including:

- A panel discussion on industrial land development and how Regional Solutions can support, with a case study of the Troutdale Reynolds Industrial Park (TRIP); and
- A mobile session focused on economic development, with a visit to TRIP and stops to learn about the Main Streets on Halley Project, a project of the Cities of Fairview, Wood Village, and Troutdale to create a shared vision for the Halley corridor.

The mobile session will return to City Hall at 4:30pm. A no-host happy hour at Bumpers Grill & Bar, 21935 NE Halley St., Ste. 100, will complete the day. Everyone is invited to happy hour!

To register or apply for a scholarship, go to: <http://www.oregonnapa.org/events/>

For registration information, contact:
Stephanie Kennedy, OAPA
osp@oregonnapa.org
(503) 624-8197

In addition to training and resource development following a legislative session, DLCD prepares and presents information during the legislative session to keep stakeholder organizations and local governments abreast of legislation that may affect the work they do and the places they live and work. In addition to other presentations, DLCD staff provide legislative updates for the Association of County Planning Directors, and AOC Land Use Committee, Planners Network Meeting, and the Citizen Involvement Advisory Committee.

Webinars are a tool recently added to DLCD's outreach tools. In the 2017-19 biennium we hosted two public webinars, both primarily to address the needs of local government, but also open to any interested parties. The first was in regard to the Steps Necessary for Compliance with the National Flood Insurance Program as it related to the Biological Opinion, and the second addressed the Housing Planning Project process for local governments.

Online Resources

There is enterprise wide acknowledgment that most people are seeking information about state government online. Recognizing this, DLCD has taken steps to make reporting tools, agency reports, and natural resources information available online.

- Our PAPA Online Tool allows local governments to submit a Post Acknowledgment Plan Amendment online.
- Our PAPA Database allows any user to search for a PAPA that has been submitted to DLCD.
- The Simplified UGB Calculator was developed to support the Simplified UGB option.
- A searchable index for adopted rules.
- A searchable index for Commission agenda items.
- The ability to submit a public records request online.
- Expanded data sets available through the Oregon Explorer map viewer.

Develop and coordinate strategic initiatives with other state agencies, tribal and local governments.

DLCD develops big-picture initiatives in collaboration with key interest groups, including state agencies, local and tribal governments and a wide range of advocacy organizations (such as those oriented toward environmental protection, housing and community development, commercial natural resource interests, energy development, and parks and recreation interests).

Some the avenues pursued for this kind of coordination include participation in the Natural Resources Cabinet, staff participation on the Governor's Regional Solutions Teams, co-development of policy options packages that straddle the work of more than

one state agency (e.g. Housing work with the Oregon Housing and Community Services Department.)

“Multiple factors impact the success of fire prevention and suppression programs across the landscape - it’s not just about thinning trees. When we look at the wildland-urban interface, Oregon’s strong land use laws put us in a much better position than neighboring states to the north and south. While we do see increased housing density within the wildland-urban interface, we haven’t experienced massive expansion. Due to the statewide land use system, Oregon has retained 98% of the forest land base that was in place in 1974. That’s remarkable. No other state comes close to how well we have protected our forests from development.”

- State Forester Peter Daugherty speaking about Fire Suppression in Oregon



Figure 53. "Panoramic View of Forest Fire Aftermath in Winter east of Fall Creek Reservoir, Oregon" by mharrsch is licensed under [CC BY-NC-SA 2.0](https://creativecommons.org/licenses/by-nc-sa/2.0/).

Oregon Housing Planning Project: In 2018, the Oregon Legislature allocated \$1.73 million to the Department of Land Conservation and Development (DLCD) for housing planning technical assistance in [House Bill 4006](#). The bill allocates funding "for the purpose of providing technical assistance to local governments in increasing the affordability of housing." Technical assistance will include an analysis of housing needs, audits of land use codes (to identify barriers to housing development), revisions to land use codes (to remove barriers), and implementation plans for increasing housing supply. This work is being accomplished with participation and collaboration by the Oregon Department of Housing and Community Services.



Figure 54. Driving through Eastern Oregon



Figure 55. Highway 30, west of La Grande, Oregon

Eastern Oregon Economic Opportunities Analyses: The purpose of an EOA is to ensure that cities have an available land supply to support economic growth. An EOA includes analysis of local and regional economic trends, evaluation of the community's opportunities and barriers to economic growth, and a determination of the types and amounts of land and infrastructure needed to support expected employment. These opportunities are being made available to counties in Eastern Oregon as a result of department listening tours in Eastern Oregon, work with the Eastern Oregon Regional Solutions staff, and conversations with key legislators who are champions for investment and economic recovery in Eastern Oregon.

Climate Change Adaptation Framework: Oregon Coastal Management Program (OCMP) started a project to update the Climate Change Adaptation Framework, last published December 2010. The framework will identify climate risk drivers, management objectives for climate change adaptation, and actions that state agencies might take to minimize its consequences. OCMP coordinates a work group comprised of state agency staff who provide specific content. The work group draws on the expertise of a technical advisory team to ensure that best available data are used to develop climate change adaptation actions. OCMP anticipates a final report to be published by June 2020.

Solar Development on High Value Farmland: The development of utility scale solar projects on high-value farmland has become a concern for some farmland protections advocates, commercial farmers and state agencies. LCDC initiated permanent rulemaking in 2018 on this subject. In addition to DLCD, members of the solar

development industry, and a variety of other interested parties, the rulemaking advisory committee has the participation of the Oregon Department of Energy, the Oregon Department of Agriculture, the Oregon Department of Fish and Wildlife, a representative from the Confederated Tribes of Warm Springs, and four county planning representatives from various geographies serving on it.



Figure 56. Oregon Solar Farm, Willamette Valley

Sage Grouse Protection: DLCD is part of a coordination program, called the Sage-Grouse Conservation (SageCon) Partnership. SageCon is comprised of local, state, and federal partners who work to preserve sage-grouse habitat and increase the sage-grouse populations in Oregon. To prevent the bird from being listed under the federal Endangered Species Act (ESA), SageCon created an action plan, data, and tools to support the implementation of the Oregon Sage-Grouse Action Plan.



Figure 57. "036014-IMG_6709 Greater Sage-grouse (*Centrocercus urophasianus*)" by [ajmatthehiddenhouse](#) is licensed under [CC BY-NC 2.0](#).

Agritourism: Agritourism has been defined by [Travel Oregon](#) as "any activity that generates supplemental income for working farms and ranches by connecting their resources and products with visitors." Travel Oregon, with the help of local government, DLCD, and land owners, produced the [Oregon Agritourism Handbook](#) to help property owners interested in pursuing agritourism activities get preliminary ideas about agritourism business ideas. DLCD continues to participate on Travel Oregon's Oregon Agritourism Network.



Figure 58. Agritourism gives visitors an opportunity to experience farm activities in person.

Tsunami Resilience Planning: The Oregon Coastal Management Program (OCMP) is coordinating with coastal communities to help them prepare for a local Cascadia Subduction Zone (CSZ) tsunami through [land use planning](#). This work uses [tsunami inundation and evacuation maps](#) produced by the Oregon Department of Geology and Mineral Industries (DOGAMI). The maps allow communities and planners to understand their risk and vulnerability to a local tsunami event. When they understand the vulnerabilities, they can look for ways to improve evacuation, and implement land use strategies to improve community resilience.

Rocky Shores Territorial Sea Plan: The Oregon Territorial Sea Plan (TSP) was adopted in 1994 and provides detailed guidance to state and federal agencies to manage uses within the state's territorial sea. State ocean resources are governed by multiple authorities at different government scales, and the TSP acts as a coordinating framework from which individual agencies establish regulations and management activities. The current Rocky Shores Management Strategy was included as a chapter of the initial TSP. The Oregon Ocean Policy Advisory Council (OPAC) has the responsibility to steward and periodically amend the plan as needs and conditions change, and as new information becomes available. Much has changed since the plan was adopted. The OPAC has determined it is time to assess and amend the Rocky

Shores Management Strategy to reflect these changes and proactively manage Oregon's rocky shores. The commission received this information in a briefing¹ at the March 2016 LCDC meeting. The OPAC working group has been tasked with conducting the review and recommendation process which is envisioned to require at least three years to complete. DLCD staff will assist the OPAC in the policy process of amending the TSP.

Transportation and Growth Management: The TGM program is a partnership of the Oregon Department of Land Conservation and Development and [Oregon Department of Transportation](#). The program helps governments across Oregon with skills and resources to plan long-term, sustainable growth in their transportation systems in line with other planning for changing demographics and land uses. TGM encourages governments to take advantage of assets they have, such as existing urban infrastructure, and walkable downtowns and main streets.

TGM is primarily funded by federal transportation funds, with additional staff support and funding provided by the State of Oregon. Since 1993, TGM has provided funds and services to over 270 cities, counties, tribes, and transit districts.

State Agency Coordination (SAC): ORS 197.040 requires that state agencies carry out programs affecting land use consistent with statewide goals and in a manner compatible with acknowledged local comprehensive plans. The result has been for each agency to submit a State Agency Coordination Program to the department. LCDC last updated state agency coordination administrative rules in 1989. Most existing SAC programs were approved by the commission around 1990 and have not been updated. Legislation that passed in 2009 modified related statutes recommending that DLCD update the SAC process and revise related rules (OAR 660, divisions 30, 31). To date, the department's budget has not provided sufficient funding for this project.



Figure 59. Sage Grouse planning efforts required coordination between local government, multiple state and federal agencies.

Seek solutions that address immediate and long-range challenges, in collaboration with key stakeholders and others.

The department cooperates with organizations such as colleges, universities and research institutions to provide research and analysis for identified projects.

The Population Research Center ([PRC](#)) is an interdisciplinary public service, research and training unit for population-related data and research for the State of Oregon. The mission of the PRC is to provide population data, information, research, and analysis for Oregon and its communities. Oregon's land use and growth management system relies on population forecasts as the primary tool for determining Urban Growth Boundary (UGB) expansions.

Oregon law now requires that counties prepare coordinated population forecasts according to "generally accepted" demographic methods. The prohibitive cost of forecasting meant that not all communities could update their forecasts on a regular basis. Recognizing the need to be more responsive to accounting for current population trends by preparing population forecasts on a more regular basis, DLCD worked with the Oregon House of Representatives and Senate in 2013 to begin permanently diverting grant funding from DLCD to PSU. This funding supports the coordinated population forecasting through the Oregon Population Forecast Program.

In 2016 and 2018, DLCD worked with [Hatfield Fellows](#) on two different research topics. In 2016, Julia McKenna joined the department to focus on barriers to housing in Oregon. In 2018 and the first half of 2019, Stephanie Campbell is working with the department to better understand issues of resource preservation and cumulative impacts as they relate to land currently designated as "non-resource" land.

In our quest to make comprehensive resources and spatial land use data available, the department partnered with the Institute for Natural Resources to provide an authoritative and interactive Web portal for land use planners in Oregon call "[Oregon Explorer](#)". Using the latest innovations in portals and user-centric design, local governments, agency partners, scholars, interest groups, and the public now enjoy easy access to rich content on all aspects of Oregon's land use planning program, with interactive mapping built on Web services. Initially launched in 2007, Oregon Explorer was redesigned in 2015.

In partnership with University of Oregon Digital Library Services, the department has a public-facing land use planning collection Web site with multiple ways to search and retrieve local planning documents. The department keeps the collection current by submitting catalog entries to the library through an online form. As a result, the library avoids devoting staff time to maintaining the collection, and the department avoids building, hosting and maintaining a Web application.

Similarly, DLCD has joined with the Secretary of State Archives Division to implement records management via the Oregon Records Management System. The first set of

records was entered in 2015. The department is now able to manage its records and quickly satisfy public records requests, this system enables persistent sharing of documents with the public.

Manage and improve information services within the department and for use by a wide range of stakeholders.

During the biennium, the department focused its information resources on four primary areas: geospatial data creation and maintenance, tools for local jurisdictions, public access to information, and internal process improvement. These areas highlight how information resources are vital to the daily operation of the department and the delivery of services to its stakeholders.

Geospatial data are an important component of many land use planning activities. The department continues to invest in the maintenance, update, and creation of GIS data such as urban growth boundaries, comprehensive plans, zoning, Measure 49 properties, and coastal intertidal habitats. DLCDC serves as the data steward for these statewide GIS data which are consumed by local, state, federal, and tribal governments.

During the 2017-19 biennium, the department launched two new online tools for local jurisdictions: a calculator to assist in the simplified UGB amendment process (OAR 660-038), and a development registry to track new development in critical sage grouse habitat areas (OAR 660-023-0115). Both tools were created to supplement new administrative rules adopted in 2015 and to assist local governments in these local planning activities.

In 2016, the department launched a new online reporting tool (PAPA Online) for local governments to use in lieu of paper reporting of comprehensive plan amendments. On average, 95% of these amendments are now submitted electronically. The department has since created new public access options that not only fulfill the department's reporting requirements, but allow the public to have on-demand access this information. Users can search the database via a web browser to find out about comprehensive plan decisions. They can also sign-up for a notification subscription service that allows them to select one or more jurisdictions of interest, and then receive an email notification when DLCDC receives information for the selected jurisdiction(s).

Also in the 2017-19 biennium, the department led a substantial effort to redesign the agency web site with the primary objective of making key information more accessible to the public, our stakeholders, and interested parties. The department reviewed all web site pages, documents, and links in order to remove duplicate material, remove old material, and refresh the content. The site was migrated to a new platform that is responsive to mobile devices which greatly enhances the usability of the site for users on cell phones, tablets, and other non-desktop computers.

Finally, the department continued to build-out the SharePoint-based intranet site with the development of an automated workflow and document management system that supports the Land Conservation and Development Commission. These products are focused on improving and streamlining the internal preparation process for commission meetings.



Figure 60. "Rural Oregon" by eric.surfdude is licensed under [CC BY 2.0](https://creativecommons.org/licenses/by/2.0/)

Goal 5: Deliver Resources that are Efficient, Outcome-based, and Professional

The department works to continually deliver pertinent, timely information to partners, and to provide staff with the tools and training they need to provide excellent customer service. Both external and internal processes are monitored in relationship to this goal. Adjustments are made to consistently improve, and as outcomes improve, our goal expands. This goal is primarily a function of administrative and human resources within the department.

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

The department, through the Administrative Services Division and the Director's Office, provides budget development and execution; personnel management, development, and evaluation; and grant and contract administration. With the assistance of our Human Resources manager, the Director's Office also oversees recruitments and hiring, makes promotions for capable employees, reassigns job duties as necessary and appropriate, and finds the best candidates available for each role within the department.

Continuous Process Improvement

Department management and staff routinely engage in activities that update, streamline, and improve department and program policies, rules and procedures. In the 2017-19 biennium the department has continued to capitalize on the investments made in the Information Management Modernization Initiative. Examples of efficiencies gained are: staff time savings in verifying data and compiling reports. The real outcomes for the department in these efforts however, are in ways that we service communities. The department continues to develop new and better ways of creating, storing, analyzing, and distributing key data for local and state land use policy development, eliminating redundancies in programs, minimizing waste, and increasing transparency to local, state, and federal partners. A secondary result is the significant cost savings to the department and state.

Improvement of the department Intranet as an information resource and work tool for the department is another area of significant time and energy investment. Creating a more robust tool for internal communication and document management has translated to efficiencies in house, and a better understanding of use cases as the new website was migrated to a similar Share Point platform.

An innovation that has developed over the course of several years, but began to show returns in the 2017-19 biennium, is the development of several internal procedures to

create transparency and inclusion in development of department Legislative Concepts and the Policy Agenda.

The 2014-22 Strategic Plan for the department continues to serve as a foundational guidance document. The explicit strategies identified therein are tied to development of the biennial Policy Agenda, to agency public communications, and serve as an explicit touchstone for budget development, and department presentations and documents.

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

Oregon's statewide planning program is most effective when communities, regions and state agencies work cooperatively to plan and invest in successful, sustainable futures. Oregon's continued vitality, climate resilience, and economic success rests, in large part, on the successful implementation of thoughtful local planning. In order to help Oregon communities make the best possible decisions about their futures, DLCD works to make real-time information and state-of-the-art planning practices available in the regions of the state and from its Salem office.

Communications and Technical Assistance: DLCD staff provides technical assistance to local governments through formal and informal communication. According to the results of our biennial customer service survey, over 83% of all respondents indicated interacting with DLCD in person or over the phone in the last year. This kind of staff intensive, personalized communication rates higher even than the number of customers accessing our website for information, something 54% of survey takers listed as a form of agency interaction.

During the past biennium, the department conducted seven Planners Network Meetings around the state: in Eugene, Central Point, Umatilla, Fairview, Corvallis, Grants Pass, and Madras. Six Coastal Planner Network Meetings were held, focused specifically on topics unique to the coast. Two Coastal Planner Network Meetings were held in Florence, two in Tillamook, and two in Bandon. As discussed in Goal 4, planners network meetings serve as a forum for local governments to exchange information and develop stronger working relationships. The department will continue to host network meetings during the 2019-21 biennium and provide additional opportunities around the state.

Housing Planning Assistance: Also addressed in Goal 4, DLCD's collaborative housing planning assistance program is helping Oregon communities eliminate the barriers to providing housing.



Figure 61. The Oregon Housing Planning Project has focused agency work and direct assistance on helping local governments implement Statewide Planning Goal 10: Housing

Grants and Direct Assistance for Local Governments: DLCD offers several grant programs to provide targeted grants to local governments. In addition to DLCD's general grant program, and small assistance program (that allocates up to \$1000 to any small city that applies), the Transportation and Growth Management program has grant money available that is dedicated to improving the integration of land use and transportation planning across the state. The Oregon Coastal Management Program offers a small amount of grant resources to coastal communities, though much of the previously available federal grant money is being withheld as a result of a lawsuit related to forestry practices.

In 2018, in addition to our general funds grants, DLCD was able to offer assistance to local governments in the form of direct assistance. Pairing a consultant with eligible and interested cities for the purpose of addressing Oregon's housing crisis and to build economic development capacity in eastern Oregon. This unique and new source of funding was the result of legislation that passed in 2018.



Figure 62. Mekanico, a local eatery and bar in Independence, is part of a successful economic development trend for Independence that is due, in part, to the outcomes of a TGM grant and technical assistance by DLCD staff.

The general fund grant program provides resources to help local governments with comprehensive planning updates and other planning activities, with regional planning analysis, and with Periodic Review. During this biennium:

- Oregon communities have utilized about \$580,780 (not including funds dedicated to the multi-county code project) for the biennium in technical assistance and periodic review grant funds on comprehensive plan update projects ranging from regional wetlands identification to regulatory streamlining to planning for new employment opportunities;
- The Oregon Housing Planning Project is in the process of delivering 1.7million dollars in direct assistance (not technically included in our grants allocation) to communities who are severely rent burdened, to help them address the shortage of housing in their communities;

- The Eastern Oregon Economic Opportunities Analysis project is in the process of administering \$344,000 in direct assistance (not technically included in DLCD grants allocation) for eligible Eastern Oregon Counties to perform Economic Opportunities Analyses to help these struggling counties find the most productive economic path forward.
- The department continues to operate its multi-county code update project that (1) created model exclusive farm use and forest zones for use by any county to help keep its zoning code up to date and (2) used the model zones to update the codes for several counties. Because the department managed the grant project, the county staffs could devote their limited resources to the work of getting their codes updated without the added work of hiring a consultant, processing grant payments, etc.
- An additional \$152,000 was awarded to cities under 2,500 population and to counties under 15,000 population and coastal counties. Those funds are typically used to support general planning and permitting activities in Oregon's smaller communities. DLCD provided assistance to 110 small communities this biennium.

Keeping Plans Up-to-Date: In order for the statewide planning program to function effectively, local comprehensive plans must be updated in keeping with changing markets and developing landscapes. Local governments typically identify needed updates and amend their plans through the Post-Acknowledgment Plan Amendment (PAPA) process.

Periodic Review: Urban development, population growth, economic and market forces and other changes in the landscape can render comprehensive plans obsolete over time. As community visions are realized, plans must be updated to continue to meet the needs of the local government, its citizens, and its property owners. Oregon statutes require many cities to periodically review their plans to ensure they continue to accommodate needed land and infrastructure for economic development and housing. Certain statutory and rule provisions are implemented through Periodic Review as well. During this biennium, the department worked with two cities, Portland and Pendleton, and Wasco County to complete portions of periodic review work programs.

Plan Amendment Review: A local government can amend its comprehensive plan to address local needs outside the Periodic Review process through the Post-Acknowledgment Plan Amendment (PAPA) process. These typically smaller amendments may be initiated by a city or county, or by a property owner who wishes to change the allowed use(s) of land. In the 2017-19 biennium DLCD created an application that allows local governments to submit their PAPAs online. At the time of writing, 76% of local governments were using the new online tool

DLCD's role in the PAPA process includes reviewing and advising local governments on proposals and providing notice of the proposal to the public. Department staff is

frequently asked to provide technical assistance as well. During the first 18 months of the biennium, DLCDC received over 1050 PAPA notices with staff acknowledging of almost 75% of them with internal database journal entries or through jurisdictional contact. In many cases, staff experts or regional staff provide direct assistance and feedback to the communities making changes.

Appeals of Land Use Decisions: The department works closely with local communities throughout the planning and ordinance adoption process. Staff provides guidance on local land use proposals and, in the overwhelming majority of cases, the local government and the department work together to address any legal and technical challenges. In cases where the local government makes a decision the department believes violates a statewide planning goal, the department, with LCDC approval, may choose to appeal that local decision to the Land Use Board of Appeals (LUBA) for clarification of the decision or to confirm state policy.



Figure 63. Land use planning public hearing in Oregon

Key Performance Measures

The department's key performance measures for 2018 are submitted to the legislature with the Annual Performance Progress Report (APPR). The measures are legislatively approved, and reflect a wide range of activity performed by the department and local governments. KPMs are one method of capturing the direction, energy and outcomes of the land use program. Seen in the context of this Biennial Report and the full APPR report these numbers take on a richer meaning.

KPM #	Performance Measure	Target	Results
1	Employment Land - Percent of cities that have updated their local plan to assure an adequate supply of employment land for industrial and other employment uses	75%	81%
2	Housing Land Supply - Percent of cities that have updated their local plan to assure an adequate supply of buildable residential land to meet housing needs	90%	74%
3	Public Facilities Plan - percent of cities that have updated the local plan to include reasonable cost estimates and funding plans for sewer and water systems	80%	77%
5	Transit Supportive Land Use - Percent of urban areas with a population of greater than 25,000 that have adopted transit supportive land use regulations	91%	85%
6	Transportation Facilities - Percent of urban areas that have updated the local plan to include reasonable cost estimates and funding plans for transportation facilities	92%	92%
9	UGB Expansion - Percent of land added to UGBs that is not farm or forest land	55%	28%
10	Grant Awards - Percent of local grants awarded to local governments within two months of receiving an application	100%	93.94%
11	Customer Service - Percent of customers rating their satisfaction with the agency's services as good or excellent	83%	87.13%
12	Best Practices - percent of Best Practices met by the board (LCDC)	100%	100%
13	Farm Land - Percent of farm land outside UGBs zoned for EFU in 1987 that retain that zoning	90%	99.8%
14	Forest Land - Percent of forest land outside UGBs zoned in 1987 for forest use that remains zoned for those uses	90%	99.9%

DLCD Divisions and Offices

The Community Services Division, Gordon Howard, Manager – is composed of regional representatives who assist local governments in the implementation of the statewide land use planning program by providing technical and educational assistance to local government planners and officials, the general public and interest groups. It is also home to a number of staff Planning Specialists in the areas of Economic Development, Farms and Forests, Community Services, and Urban Planning. There is currently a Hatfield Fellow conducting a study on a specialized topic for the agency working in coordination with Community Services staff.

This division also provides grants, technical, and direct service assistance to urban and rural communities.

The Planning Services Division, Matt Crall, Manager – provides specialized technical assistance and policy consultation to DLCD's regional representatives serving local governments and citizens. The division includes the Transportation and Growth Management (TGM) Program, natural resources protection, and natural hazards. This division is also home to the department specialist on Measure 49.

The Ocean and Coastal Services Division, Patty Snow, Manager – works with coastal cities, counties and state and federal agencies to administer Oregon's federally approved Coastal Management Program, which emphasizes conservation of estuaries, shorelands, beaches and dunes, and ocean resources. The division provides financial and planning assistance to local governments, implements a coastal hazards and assessment program, supports the Oregon Ocean Policy Advisory Council (OPAC), maintains an online Oregon Coastal Atlas and has authority under federal law to review federal programs and activities for consistency with Oregon's federally approved coastal program standards. This division includes a limited duration position for a Climate Change Resilience Coordinator who is actively working to update Oregon's Climate Change Adaptation Framework.

The Administrative Services Division, Carol Pelton, Manager – provides services in the following areas: budget, accounting, purchasing, safety, space and facility management, mail distribution, information systems, agency policy and procedure development, inventory and property control and reception. The Information Resources team lives within the Administrative Services Division and handles both information modernization, information technology, and development of new online and electronic resources for the agency. The Director's Office, Jim Rue, Director and Carrie MacLaren, Deputy Director, provide support for the Land Conservation and Development Commission (LCDC), overall direction for the department, human resources, landowner notification, and budget and policy development. The Director and Deputy Director directly oversee a small legislative team (1.5FTE), and communications team (.5FTE).

The department is based in Salem but has field staff in other areas

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A Summary of Oregon's Statewide Planning Goals

1. **CITIZEN INVOLVEMENT** Goal 1 calls for “the opportunity for citizens to be involve in all phases of the planning process.” It requires each city and county to have a citizen involvement program containing six components specified in the goal. It also require local government to have a committee for citizen involvement (CCI) to monitor and encourage public participation in planning.
2. **LAND USE PLANNING** Goal 2 outlines the basic procedures of Oregon’s statewide planning program. It says that land use decisions are to be made in accordance with a comprehensive plan, and that suitable “implementation ordinances” to put the plan’s policies into effect must be adopted. It requires that plans be based on “factual information”; that local plans and ordinances be coordinated with those of other jurisdictions and agencies; and that plans be reviewed periodically and amended as needed. Goal 2 also contains standards for taking exceptions to statewide goals. An exception may be taken when a statewide goal cannot or should be applied to a particular area or situation.
3. **AGRICULTURAL LANDS** Goal 3 defines “agricultural lands.” It then requires counties to inventory such lands and to “preserve and maintain” them through farm zoning. Details on the uses allowed in farm zones are found in ORS Chapter 215 and in Oregon Administrative Rules, Chapter 660, Division 33.
4. **FOREST LANDS** This goal defines forest lands and requires counties to inventory them and adopt policies and ordinances that will “conserve forest lands for forest uses.”
5. **OPEN SPACES, SCENIC AND HISTORIC AREAS AND NATURAL RESOURCES** Goal 5 covers more than a dozen natural and cultural resources such as wildlife habitats and wetlands. It establishes a process for each resource to be inventories and evaluated. If a resource or site is found to be significant, a local government has three policy choices: preserve the resource, allow proposed uses that conflict with it, or strike some sort of a balance between the resources and the uses that would conflict with it.
6. **AIR, WATER AND LAND RESOURCES QUALITY** This goal requires local comprehensive plans and implementing measure to be consistent with state and federal regulations on matters such as groundwater pollution.
7. **AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS** Goal 7 deals with development in places subject to natural hazards such as floods or

landslides. It requires that jurisdictions apply “appropriate safeguards” (floodplain zoning, for example) when planning for development there.

8. **RECREATION NEEDS** This goal calls for each community to evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them. It also sets forth detailed standards for expedited siting for destination resorts.
9. **ECONOMY OF THE STATE** Goal 9 calls for diversification and improvement of the economy. It asks communities to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.
10. **HOUSING** This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing. It requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.
11. **PUBLIC FACILITIES AND SERVICES** Goal 11 calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal’s central concept is that public services should be planned in accordance with a community’s needs and capacities rather than be forced to respond to development as it occurs.
12. **TRANSPORTATION** This goal aims to provide “a safe, convenient and economic transportation system.” It asks for communities to address the needs of the “transportation disadvantaged.”
13. **ENERGY** Goal 13 declares that “land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.”
14. **URBANIZATION** This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. It calls for each city to establish an “urban growth boundary: (UGB) to “identify and separate urbanizable land from rural land.” It specifies seven factors that must be considered in drawing up a UGB. It also lists four criteria to be applied when undeveloped land within a UGB is converted to urban uses.
15. **WILLAMETTE GREENWAY** Goal 15 sets forth procedures for administering the 300 miles of greenway that protects the Willamette River.

16. **ESTUARINE RESOURCES** This goal requires local governments to classify Oregon's 22 major estuaries in four categories: natural conservation, shallow-draft development, and deep-draft development. It then describes types of land uses and activities that are permissible in those "management units."
17. **COASTAL SHORELANDS** The goal defines a planning area bounded by the ocean beaches on the west and the coast highway (State Route 101) on the east. It specifies how certain types of land and resources there are to be managed: major marshes, for example, are to be protected. Sites best suited for unique coastal land uses (port facilities, for example) are reserved for "water-dependent" or "water related" uses.
18. **BEACHES AND DUNES** Goal 18 sets planning standards for development on various types of dunes. It prohibits residential development on beaches and active foredunes, but allows some other types of development if they meet key criteria. The goal also deals with dune grading, groundwater drawdown in dunal aquifers, and the breaching of foredunes.
19. **OCEAN RESOURCES** Goal 19 aims "to conserve the long-term values, benefits, and natural resources of the nearshore ocean and the continental shelf." It deals with matters such as dumping of dredge spoils and discharging of waste products into the open sea. Goal 19's main requirements are for state agencies rather than cities and counties.

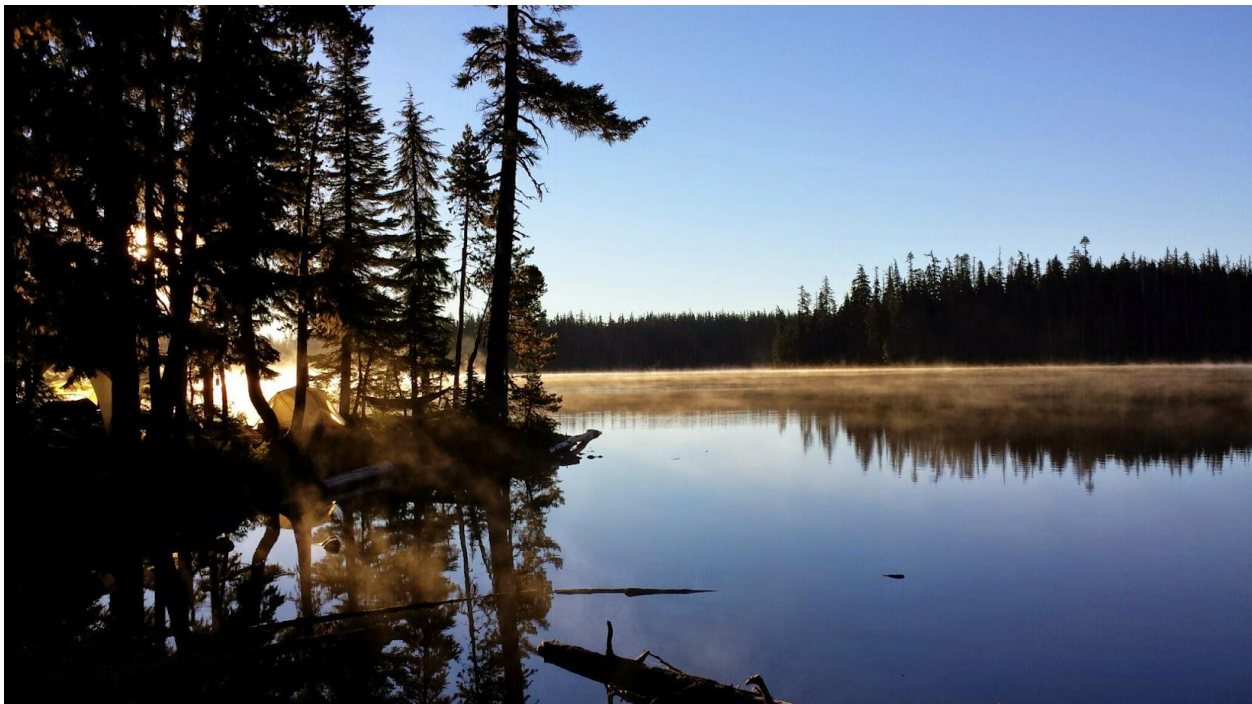


Figure 64. Charleton Lake campsite at sunrise.