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WAYS AND MEANS

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To: Natural Resources Subcommittee

From: Haylee Morse-Miller, Legislative Fiscal Office

Date: June 9, 2025

Subject: SB 5528 – Department of Land Conservation and Development
Work Session Recommendations

Department of Land Conservation and Development				
Agency Totals				
FUND TYPE	2021-23 ACTUAL	2023-25 LEGISLATIVELY APPROVED	2025-27 CURRENT SERVICE LEVEL	2025-27 LFO RECOMMENDED
General Fund	25,183,788	50,842,495	38,379,997	44,426,500
Other Funds	1,554,241	19,645,485	9,229,191	12,891,944
Federal Funds	4,473,537	14,034,680	9,706,699	9,641,022
TOTAL FUNDS	31,211,566	84,522,660	57,315,887	66,959,466
Positions	73	109	103	105
FTE	66.60	92.18	102.59	105.00

The Department of Land Conservation and Development (DLCD) administers Oregon's statewide land use planning program and Oregon's federally approved coastal management program.

LFO recommends a budget for DLCD totaling \$44,426,500 General Fund, \$12,891,944 Other Funds, and \$9,641,022 Federal Funds. The recommended budget encompasses 105 positions (105.00 FTE). The recommended budget is a 20.8% decrease from the 2023-25 legislatively approved budget and a 16.8% increase to the 2025-27 current service level. The decrease from the 2023-25 legislatively approved budget is largely due to phase-outs of one-time grant funding. The increase from the 2025-27 current service level is largely driven by additional housing-related investments, including the following:

- *Policy Option Package 501 - HAPO Budget Adjustment and Continue Grant Funds:* \$3.5 million General Fund for grants to local governments to align local housing code with state housing policies; and long-range planning projects to support housing production.
- *Policy Option Package 503 - Increase Housing Planning TA Funding:* \$1.7 million General Fund, including \$1.5 million to provide grants for housing planning and code updates, and \$0.2 million to continue capacity and urbanization rulemaking.
- *Policy Option Package 504 - TA Funding for Wetlands Planning:* \$0.5 million General Fund that will be awarded to local governments for Local Wetland Inventories.
- *Policy Option Package 506 - Track Housing Production by Program:* \$0.3 million General Fund for a consultant to collect housing production data and analyze the impact of state housing policies.

Adjustments to Current Service Level

See attached “Work Session Presentation Report.”

Note: Statewide adjustments and six-year capital construction expenditures are not included in these recommendations. Any needed adjustments will be made in end of session bills.

Accept LFO Recommendation

MOTION: I move the LFO recommendation to SB 5528. *(vote)*

OR

Modify LFO Recommendation

MOTION: I move the LFO recommendation to SB 5528, with modifications. *(vote)*

Performance Measures

See attached “Legislatively Proposed 2025-27 Key Performance Measures.”

Accept LFO Recommendation

MOTION: I move the LFO recommendation on Key Performance Measures. *(vote)*

OR

Modify LFO Recommendation

MOTION: I move the LFO recommendation on Key Performance Measures, with modifications. *(vote)*

Amendment

LFO recommends a budget of \$44,426,500 General Fund, \$12,891,944 Other Funds, \$9,641,022 Federal Funds, and 105 positions (105.00 FTE), which is reflected in the –4 amendment.

MOTION: I move adoption of the –4 amendment to SB 5528. *(vote)*

Final Subcommittee Action

LFO recommends that SB 5528, as amended by the –4 amendment, be moved to the Ways and Means Full Committee.

MOTION: I move SB 5528, as amended, to the Full Committee with a do pass recommendation. *(vote)*

Carriers

Full Committee:

House Floor:

Senate Floor:

LFO102 - Work Session Presentation Report
2025-27 Biennium

Version: L - 01 - LFO Analyst Recommended

Cross Reference: 66000-000-00-00-00000

Land Conservation & Development, Dept of

	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
2023-25 Agy. Leg. Adopted	35,491,485	-	8,250,237	9,187,910	-	-	52,929,632	78	75.93
2023-25 Ebds, SS & Admin Act	15,351,010	-	11,395,248	4,846,770	-	-	31,593,028	31	16.25
Ways & Means Actions	-	-	-	-	-	-	-	-	-
2023-25 Leg Approved Budget	50,842,495	-	19,645,485	14,034,680	-	-	84,522,660	109	92.18
2023-25 Leg Approved Budget (Base)	50,842,495	-	19,007,494	9,534,680	-	-	79,384,669	109	92.18
Summary of Base Adjustments	329,079	-	4,088,464	(3,363)	-	-	4,414,180	(6)	10.41
2025-27 Base Budget	51,171,574	-	23,095,958	9,531,317	-	-	83,798,849	103	102.59
010: Non-PICS Pers Svc/Vacancy Factor	(142,254)	-	(84,056)	(87,097)	-	-	(313,407)	-	-
020: Phase In / Out Pgm & One-time Cost	(23,117,313)	-	(4,896,710)	-	-	-	(28,014,023)	-	-
030: Inflation & Price List Adjustments	1,011,397	-	570,592	262,479	-	-	1,844,468	-	-
050: Fundshifts and Revenue Reductions	9,456,593	-	(9,456,593)	-	-	-	-	-	-
2025-27 Current Service Level	38,379,997	-	9,229,191	9,706,699	-	-	57,315,887	103	102.59
Adjusted 2025-27 Current Service Level	38,379,997	-	9,229,191	9,706,699	-	-	57,315,887	103	102.59
Total LFO Recommended Packages	6,046,503	-	3,662,753	(65,677)	-	-	9,643,579	2	2.41
2025-27 Legislative Actions	44,426,500	-	12,891,944	9,641,022	-	-	66,959,466	105	105.00
Net change from 2023-25 Leg Approved Budget	(6,415,995)	-	(6,753,541)	(4,393,658)	-	-	(17,563,194)	(4)	12.82
Percent change from 2023-25 Leg Approved Budget	(12.6%)	0.0%	(34.4%)	(31.3%)	0.0%	0.0%	(20.8%)	(3.7%)	13.9%
Net change from 2025-27 Adj Current Service Level	6,046,503	-	3,662,753	(65,677)	-	-	9,643,579	2	2.41
Percent change from 2025-27 Adj Current Service Level	15.8%	0.0%	39.7%	(0.7%)	0.0%	0.0%	16.8%	1.9%	2.4%

LFO102 - Work Session Presentation Report
2025-27 Biennium

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Cross Reference: 66000-001-00-00-00000

Planning Program

	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
2023-25 Agy. Leg. Adopted	26,269,474	-	1,750,237	9,187,910	-	-	37,207,621	78	75.93
2023-25 Ebds, SS & Admin Act	15,351,010	-	11,395,248	4,846,770	-	-	31,593,028	31	16.25
Ways & Means Actions	-	-	-	-	-	-	-	-	-
2023-25 Leg Approved Budget	41,620,484	-	13,145,485	14,034,680	-	-	68,800,649	109	92.18
2023-25 Leg Approved Budget (Base)	41,620,484	-	12,507,494	9,534,680	-	-	63,662,658	109	92.18
Summary of Base Adjustments	329,079	-	4,088,464	(3,363)	-	-	4,414,180	(6)	10.41
2025-27 Base Budget	41,949,563	-	16,595,958	9,531,317	-	-	68,076,838	103	102.59
010: Non-PICS Pers Svc/Vacancy Factor	(142,254)	-	(84,056)	(87,097)	-	-	(313,407)	-	-
020: Phase In / Out Pgm & One-time Cost	(19,176,391)	-	(3,896,710)	-	-	-	(23,073,101)	-	-
030: Inflation & Price List Adjustments	789,592	-	339,592	262,479	-	-	1,391,663	-	-
050: Fundshifts and Revenue Reductions	9,456,593	-	(9,456,593)	-	-	-	-	-	-
2025-27 Current Service Level	32,877,103	-	3,498,191	9,706,699	-	-	46,081,993	103	102.59
Adjusted 2025-27 Current Service Level	32,877,103	-	3,498,191	9,706,699	-	-	46,081,993	103	102.59
Total LFO Recommended Packages	546,503	-	(777,374)	(65,677)	-	-	(296,548)	2	2.41
2025-27 Legislative Actions	33,423,606	-	2,720,817	9,641,022	-	-	45,785,445	105	105.00
Net change from 2023-25 Leg Approved Budget	(8,196,878)	-	(10,424,668)	(4,393,658)	-	-	(23,015,204)	(4)	12.82
Percent change from 2023-25 Leg Approved Budget	(19.7%)	0.0%	(79.3%)	(31.3%)	0.0%	0.0%	(33.5%)	(3.7%)	13.9%
Net change from 2025-27 Adj Current Service Level	546,503	-	(777,374)	(65,677)	-	-	(296,548)	2	2.41
Percent change from 2025-27 Adj Current Service Level	1.7%	0.0%	(22.2%)	(0.7%)	0.0%	0.0%	(0.6%)	1.9%	2.4%

	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
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Package 100 DLCD Budget Adjustments

Package Description This package increases an existing OPA 3 position from 0.89 FTE to 1.00 FTE; and an existing NRS 4 position from 0.70 FTE to 1.00 FTE. The package also includes General Fund match for two positions that are primarily funded through Federal Emergency Management Agency grants. One of these positions is also made permanent.

LFO Recommendation Approve the package.

LFO Recommended	198,790	-	162,753	(65,677)	-	-	295,866	1	1.41
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	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
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Package 101 Repurpose CGI Grant Funds

Package Description This package will repurpose a portion of the Community Green Infrastructure grant funds that were appropriated during the 2023-25 biennium to continue two positions to finish allocating the grant funds through the 2025-27 biennium.

LFO Recommendation Approve the package.

LFO Recommended	-	-	622,873	-	-	-	622,873	2	2.00
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	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
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Package 501 HH-HAPO Budget Adjust & Continue Grant Funds

Package Description This package includes \$28,069 General Fund to reclassify the Housing Accountability and Production Office manager position due to transfer of the office from the agency's Housing Services Division to the Director's office. The package also makes a net-zero transfer between SCRs.

LFO Recommendation Approve the package.

LFO Recommended	28,069	-	(1,563,000)	-	-	-	(1,534,931)	-	-
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	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
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Package 503 HH-Increase Housing Planning TA Funding

Package Description This package includes \$200,000 General Fund to complete capaicty and urbanization rulemaking.

LFO Recommendation Approve the package.

LFO Recommended	200,000	-	-	-	-	-	200,000	-	-
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	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
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Package 506 HH-Track Housing Production by Program

Package Description This package includes resources for a consultant to collect, analyze, and input data into the information system used by the Housing and Community Services Department in order to understand the impacts of state housing policies.

LFO Recommendation Approve the package.

LFO Recommended	300,000	-	-	-	-	-	300,000	-	-
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	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
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Package 801 LFO Analyst Adjustments

Package Description This package phases out \$500,000 General Fund appropriated under SB 1564 (2024) that was intended to be one-time. There is \$50,000 General Fund remaining in the agency budget to complete this work during the 2025-27 biennium. This package also includes a reappropriation of \$398,000 General Fund for the Offshore Wind Roadmap; and \$260,121 General Fund to partially backfill the costs of positions approved during the 2024 session that were automatically added to the 2025-27 agency budget at a lower step than they were hired at.

LFO Recommendation Approve the package.

LFO Recommended	158,121	-	-	-	-	-	158,121	-	-
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	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
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Package 802 Vacant Position Reductions

Package Description This package eliminates a vacant ISS 8 position.

LFO Recommendation Approve the package.

LFO Recommended	(338,477)	-	-	-	-	-	(338,477)	(1)	(1.00)
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LFO102 - Work Session Presentation Report
2025-27 Biennium

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Cross Reference: 66000-003-00-00-00000

Grant

	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
2023-25 Agy. Leg. Adopted	9,222,011	-	6,500,000	-	-	-	15,722,011	-	-
2023-25 Ebds, SS & Admin Act	-	-	-	-	-	-	-	-	-
Ways & Means Actions	-	-	-	-	-	-	-	-	-
2023-25 Leg Approved Budget	9,222,011	-	6,500,000	-	-	-	15,722,011	-	-
2023-25 Leg Approved Budget (Base)	9,222,011	-	6,500,000	-	-	-	15,722,011	-	-
Summary of Base Adjustments	-	-	-	-	-	-	-	-	-
2025-27 Base Budget	9,222,011	-	6,500,000	-	-	-	15,722,011	-	-
020: Phase In / Out Pgm & One-time Cost	(3,940,922)	-	(1,000,000)	-	-	-	(4,940,922)	-	-
030: Inflation & Price List Adjustments	221,805	-	231,000	-	-	-	452,805	-	-
2025-27 Current Service Level	5,502,894	-	5,731,000	-	-	-	11,233,894	-	-
Adjusted 2025-27 Current Service Level	5,502,894	-	5,731,000	-	-	-	11,233,894	-	-
Total LFO Recommended Packages	5,500,000	-	4,440,127	-	-	-	9,940,127	-	-
2025-27 Legislative Actions	11,002,894	-	10,171,127	-	-	-	21,174,021	-	-
Net change from 2023-25 Leg Approved Budget	1,780,883	-	3,671,127	-	-	-	5,452,010	-	-
Percent change from 2023-25 Leg Approved Budget	19.3%	0.0%	56.5%	0.0%	0.0%	0.0%	34.7%	0.0%	0.0%
Net change from 2025-27 Adj Current Service Level	5,500,000	-	4,440,127	-	-	-	9,940,127	-	-
Percent change from 2025-27 Adj Current Service Level	100.0%	0.0%	77.5%	0.0%	0.0%	0.0%	88.5%	0.0%	0.0%

	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
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Package 101 Repurpose CGI Grant Funds

Package Description This package will transfer Community Green Infrastructure Grant funding from the Grants SCR to the Planning SCR to pay for the costs of two positions that work on this program.

LFO Recommendation Approve the package.

LFO Recommended	-	-	(622,873)	-	-	-	(622,873)	-	-
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	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
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Package 501 HH-HAPO Budget Adjust & Continue Grant Funds

Package Description This package provides additional grant funding to jurisdictions performing updates to Housing Capacity Analyses, Housing Production Strategies, zoning, and codes, in order to support housing production within their jurisdictions. This package also includes a net-zero fund transfer between SCRs to fix a technical issue. The amount transferred in the LFO Recommended Budget totals \$1.6 million, however, the actual amount of the needed transfer is likely closer to \$2.2 million based on updated projections. Due to limitations of the state budgeting system, the additional amount will need to be transferred between SCRs as a future technical adjustment.

LFO Recommendation Approve the package.

LFO Recommended	3,500,000	-	5,063,000	-	-	-	8,563,000	-	-
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	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
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Package 503 HH-Increase Housing Planning TA Funding

Package Description This package adds resources to fund additional projects via grant funds that have been waitlisted and to assist cities under 10,000 that are not statutorily required to do certain housing work.

LFO Recommendation Approve the package.

LFO Recommended	1,500,000	-	-	-	-	-	1,500,000	-	-
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	General Fund	Lottery Funds	Other Funds	Federal Funds	Nonlimited Other Funds	Nonlimited Federal Funds	Total Funds	Positions	Full-Time Equivalent (FTE)
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Package 504 HH-TA Funding for Wetlands Planning

Package Description This package will provide funds to jurisdictions for Local Wetland Inventories in order to plan for buildable lands.

LFO Recommendation Approve the package.

LFO Recommended	500,000	-	-	-	-	-	500,000	-	-
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Legislatively Proposed 2025 - 2027 Key Performance Measures

Published: 6/5/2025 12:20:25 PM

Agency: Department of Land Conservation and Development

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.

Legislatively Proposed KPMs	Metrics	Agency Request	Last Reported Result	Target 2026	Target 2027
1. EMPLOYMENT LAND SUPPLY - Percent of cities that have an adequate supply of land for industrial and other employment needs to implement their local economic development plan.		Approved	72%	75%	75%
2. HOUSING LAND SUPPLY - Percent of cities that have an adequate supply of buildable residential land to meet housing needs.		Approved	88%	90%	90%
3. PUBLIC FACILITIES PLANS - Percent of cities that have updated the local plan to include reasonable cost estimates and funding plans for sewer and water systems.		Approved	84%	80%	80%
5. TRANSIT SUPPORTIVE LAND USE - Percent of urban areas with a population greater than 25,000 that have adopted transit supportive land use regulations.		Approved	80%	90%	90%
6. TRANSPORTATION FACILITIES - Percent of urban areas that have updated the local plan to include reasonable cost estimates and funding plans for transportation facilities.		Approved	93%	92%	92%
9. URBAN GROWTH BOUNDARY EXPANSION - Percent of land added to urban growth boundaries that is not farm or forest land.		Approved	65%	55%	55%
10. GRANT AWARDS - Percent of local grants awarded to local governments within two months after receiving application.		Approved	100%	100%	
11. CUSTOMER SERVICE - Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent": overall customer service, timeliness, accuracy, helpfulness, expertise and availability of information.	Timeliness	Approved	77%	90%	90%
	Accuracy		80%	90%	90%
	Availability of Information		78%	90%	90%
	Overall		82%	90%	90%
	Helpfulness		85%	90%	90%
	Expertise		87%	90%	90%
12. BEST PRACTICES - Percent of total best practices met by the Board.		Approved	100%	100%	100%
13. FARM LAND - Percent of farm land zoned for exclusive farm use in 1987 that retains that zoning. Accounts for the conversion of EFU lands resulting from expansion of urban growth boundaries and changes in zoning.		Approved	99.73%	99%	99%
14. FOREST LAND - Percent of forest land zoned for forest or mixed farm/forest use in 1987 that remains zoned for those uses. Accounts for the conversion of forest lands resulting from expansion of urban growth boundaries and changes in zoning.		Approved	99.91%	99%	99%

LFO Recommendation:

LFO recommends approval of the measures and targets as presented.

SubCommittee Action: