



# Oregon

John A. Kitzhaber, M.D., Governor

**Department of Land Conservation and Development**

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Salem, Oregon 97301-2540

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[www.oregon.gov/LCD](http://www.oregon.gov/LCD)



## **NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION**

Date: 12/15/2014  
Jurisdiction: City of Salem  
Local file no.: CA 14-08  
DLCD file no.: 018-14

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 12/11/2014. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD 36 days prior to the first evidentiary hearing.

### Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR chapter 661, division 10).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

### DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or [plan.amendments@state.or.us](mailto:plan.amendments@state.or.us)



# NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

**FOR DLCD USE**

File No.: 018-14 {22504}

Received: 12/11/2014

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See ODS 660-018-0040). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use Form 4 for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use Form 5 for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use Form 6 with submittal of an adopted periodic review task.

Jurisdiction: City of Salem

Local file no.: CA14-08

Date of adoption: 12-08-2014 Date sent: 12/11/2014

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

- Yes: Date (use the date of last revision if a revised Form 1 was submitted): 10-06-2014
- No

Is the adopted change different from what was described in the Notice of Proposed Change?  Yes  No  
If yes, describe how the adoption differs from the proposal:

Local contact (name and title): Bryan Colbourne, Planner III

*TC*

Phone: 503-540-2363 E-mail: bcolbourne@cityofsalem.net

Street address: 555 Liberty St SE, Room 305 City: Salem Zip: 97301-

### PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

#### For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

#### For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

- Change from \_\_\_\_\_ to \_\_\_\_\_ . \_\_\_\_\_ acres.  A goal exception was required for this change.
- Change from \_\_\_\_\_ to \_\_\_\_\_ . \_\_\_\_\_ acres.  A goal exception was required for this change.
- Change from \_\_\_\_\_ to \_\_\_\_\_ . \_\_\_\_\_ acres.  A goal exception was required for this change.
- Change from \_\_\_\_\_ to \_\_\_\_\_ . \_\_\_\_\_ acres.  A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address): \_\_\_\_\_

- The subject property is entirely within an urban growth boundary
- The subject property is partially within an urban growth boundary



**If the comprehensive plan map change is a UGB amendment** including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

**If the comprehensive plan map change is an urban reserve amendment** including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

**For a change to the text of an ordinance or code:**

Identify the sections of the ordinance or code that were added or amended by title and number:

Amending Salem Revised Code Chapter 400, Use Classifications, in order to allow goats for the purpose of targeted grazing.

**For a change to a zoning map:**

Identify the former and new base zone designations and the area affected:

Change from	to	. Acres:
Change from	to	. Acres:
Change from	to	. Acres:
Change from	to	. Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation: . Acres added: . Acres removed:

Location of affected property (T, R, Sec., TL and address):

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List affected state or federal agencies, local governments and special districts:

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

Staff reports dated November 10 and December 1, 2014.



COMMUNITY DEVELOPMENT DEPARTMENT

555 Liberty St. SE / Room 305 • Salem, OR 97301-3503 • (503) 588-6173 • (503) TTY 588-6353 • (503) Fax 588-6005

December 11, 2014

***Si necesita ayuda para comprender esta informacion, por favor llame 503-588-6173.***

**NOTICE OF FINAL DECISION: Ordinance No. 26-14  
Amending SRC Chapter 400, Use Classifications**

YOU ARE HEREBY NOTIFIED that the City Council of the City of Salem adopted Ordinance No. 26-14 at the December 8, 2014 session. Ordinance No. 26-14 amends Chapter 400 to allow goats for targeted grazing. A copy of the ordinance is attached.

Any person with standing may appeal the City Council's decision by filing a "Notice of Intent to Appeal" with the Land Use Board of Appeals, 775 Summer St NE, Suite 330, Salem OR 97301-1283, **not later than 21 days after December 11, 2014**. Anyone with questions regarding filing an appeal with the Oregon Land Use Board of Appeals should contact an attorney.

The complete case file is available for review at the Community Development Department, 555 Liberty St SE, Room 305, Salem OR 97301. If you have any further questions, you may contact the City of Salem Planning Division at 503-588-6173.

Lisa Anderson-Ogilvie,  
Urban Planning Administrator

Attached: Ordinance No. 26-14

1 **ORDINANCE BILL NO. 26-14**

2 AN ORDINANCE RELATING TO GOATS FOR CLEARING VEGETATION; AMENDING  
3 SRC 400.120.

4 *The City of Salem ordains as follows:*

5 **Section 1.** SRC 400.120 is amended to read as follows:

6 **400.120. Farming, Forestry, and Animal Services.** Farming, Forestry, and Animal Services  
7 consists of the propagation, cultivation, and/or harvesting of plants; and animal husbandry,  
8 breeding, boarding, grooming, and care.

9 (a) Agriculture.

10 (1) Characteristics. Agriculture is characterized by the growing, producing, or  
11 keeping of plants for commercial purposes. Agriculture may include activity  
12 taking place in a greenhouse, frame, cloth house, lath house, or outdoors.

13 (2) Examples. Crop production; growing cultured Christmas trees, as defined in  
14 ORS 215.203; orchards; propagation of ornamental plants and other nursery  
15 products, such as bulbs, florists' greens, flowers, shrubbery, flower and vegetable  
16 seeds and plants, and sod; truck gardening; wholesale plant nurseries.

17 (3) Exceptions.

18 (A) Plant nurseries that are oriented to retail sales are included in Retail  
19 Sales and Service: Retail Sales.

20 (b) Forestry.

21 (1) Characteristics. Forestry is characterized by the propagation or harvesting of  
22 timber and forest products.

23 (2) Examples. Gathering of forest products, such as bark, cones, seeds, or fungi;  
24 timber tracts and forest nurseries.

25 (3) Exceptions.

26 (A) Growing cultured Christmas trees, as defined in ORS 215.203, is  
27 included in Farming, Forestry, and Animal Services: Agriculture.

28 (c) Agriculture and Forestry Services.

29 (1) Characteristics. Agriculture and Forestry Services are characterized by  
30 establishments providing management and services to the agricultural and forestry

1 industries. Services are generally provided off-site by traveling to the customer's  
2 property. On-site activities are generally limited to administration, dispatch,  
3 indoor or outdoor storage of equipment and supplies, fleet vehicle storage, and  
4 minor assembly or preparation of materials.

5 (2) Examples. Crop planting, cultivating, and harvesting; farm labor and farm  
6 management services; forest fire fighting, forest fire prevention, forest pest  
7 control, and reforestation services; preparation of crops for market, such as  
8 cleaning, grading, shelling, and drying; soil preparation services.

9 (d) Keeping of Livestock and Other Animals.

10 (1) Characteristics. Keeping of Livestock and Other Animals is characterized by  
11 the keeping, breeding, boarding, grazing, or feeding of dogs, equines, cattle,  
12 swine, sheep, goats, poultry, and other animals; and the propagation, cultivation,  
13 maintenance, and harvesting of aquatic species. Keeping of Livestock and Other  
14 Animals may be conducted for commercial purposes or for private non-  
15 commercial use. For purposes of this subsection, "commercial purposes" means  
16 conduct of the activity to obtain a profit.

17 (2) Examples. Animal shelters; breeding and boarding kennels; dairies; egg  
18 production facilities, broiler facilities, poultry hatcheries, and apiaries; feedlots;  
19 ranches; riding stables.

20 (3) Exceptions.

21 (A) The keeping of household pets is considered accessory to Residential  
22 use.

23 (B) The keeping of goats for the sole purpose of targeted grazing of  
24 vegetation is an accessory use to the primary use on a unit of land.  
25 "Targeted grazing" as used in this section means the application of goats  
26 to accomplish a defined vegetation or landscape goal. The duration of  
27 targeted grazing is limited to no more than 21 consecutive days on any one  
28 property one half acre or less in area. On properties greater than one half  
29 acre in area, the duration of targeted grazing is limited to no more than 21  
30 consecutive days in any one penned area of one half acre or more in size.

1                   Goats may not return to a treated area for 30 days following a targeted  
2                   grazing treatment. No more than three targeted grazing treatments per  
3                   calendar year may occur on any one property one half acre or less in size  
4                   or on any one penned area in the case of properties greater than one half  
5                   acre in size.

6  
7           (c) Animal Services.

8                   (1) Characteristics. Animal Services is characterized by veterinary, grooming, and  
9                   other services for pets, livestock, and other animals.

10                   (2) Examples. Animal day care; animal grooming; veterinary services; wildlife  
11                   rehabilitation facilities.

12                   (3) Exceptions.

13                               (A) Pet stores are included in Retail Sales and Services: Retail Sales.

14   **Section 2. Codification.** In preparing this ordinance for publication and distribution, the City  
15 Recorder shall not alter the sense, meaning, effect or substance of this ordinance, but within such  
16 limitations, may:

- 17           (a) Renumber sections and parts of sections of the ordinance;  
18           (b) Rearrange sections;  
19           (c) Change reference numbers to agree with renumbered chapters, sections or other parts;  
20           (d) Delete references to repealed sections;  
21           (e) Substitute the proper subsection, section or chapter, or other division numbers;  
22           (f) Change capitalization and spelling for the purpose of uniformity;  
23           (g) Add headings for purposes of grouping like sections together for ease of reference;  
24           and  
25           (h) Correct manifest clerical, grammatical or typographical errors.

26   **Section 3. Severability.** Each section of this ordinance, and any part thereof, is severable, and  
27 if any part of this ordinance is held invalid by a court of competent jurisdiction, the remainder of  
28 this ordinance shall remain in full force and effect.

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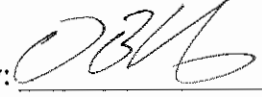
**Section 4. Emergency Clause.** This act being necessary for the immediate preservation of the public peace, health and safety, an emergency is declared to exist, and this ordinance shall be in full force and effect from and after the date of its passage.

PASSED by the City Council this 8<sup>th</sup> day of December, 2014.

ATTEST:



City Recorder

Approved by City Attorney: 

Checked by: B. Colbourne



FOR CITY COUNCIL MEETING OF:  
AGENDA ITEM NO.:

December 1, 2014  
4 (b)

TO: MAYOR AND CITY COUNCIL  
THROUGH: *Karen Launchbaugh* LINDA NORRIS, CITY MANAGER  
FROM: GLENN W. GROSS, COMMUNITY DEVELOPMENT DIRECTOR *GWG*  
SUBJECT: AMENDING THE SALEM REVISED CODE TO ALLOW GOATS FOR TARGETED GRAZING

**ISSUE:**

Should the City Council advance Ordinance Bill No. 26-14 to second reading for enactment, in order to amend Salem Revised Code Chapter 400 (Use Classifications) to allow goats for targeted grazing?

**RECOMMENDATION:**

Advance Ordinance Bill No. 26-14 to second reading for enactment, in order to amend Salem Revised Code Chapter 400 (Use Classifications) to allow goats for targeted grazing.

**SUMMARY AND BACKGROUND:**

Targeted grazing is the application of a specific kind of livestock at a determined season, duration, and intensity to accomplish defined vegetation or landscape goals.<sup>1</sup> Currently in Salem the use of livestock, such as goats, for targeted grazing is classified under "Keeping of Livestock" and is not allowed in most zones in the city. City Parks Operations staff are interested in using goats for targeted grazing on city park property. In addition, several private property owners have expressed interest in using goats for targeted grazing of their land. The proposed code amendment will remove the "keeping of goats for the sole purpose of targeted grazing" from under the classification of Keeping of Livestock, thereby allowing targeted grazing with goats within all zones in the City. Targeted Grazing will be limited to no more than 21 days per treatment, with no more than 3 treatments per calendar year at any one location.

On July 28, 2014, Council adopted a motion directing staff to prepare an ordinance amending the Salem Revised Code to allow the use of goats in targeted grazing to clear vegetation and control invasive plant species. The proposed code amendment was initiated on November 10, 2014, and a public hearing on the matter scheduled for December 1, 2014.

<sup>1</sup> Karen Launchbaugh, editor, *Targeted Grazing: A Natural Approach to Vegetation Management and Landscape Enhancement* (Englewood: American Sheep Industry Association, 2006), Chapter 1, Page 3.

## **FACTS AND FINDINGS:**

### ***Procedural Findings***

1. Under SRC 300.1100, legislative land use proceedings include proposals to amend the City's land use regulations and involve the creation, revision, or implementation of broad public policy generally affecting a large number of individual properties. The final decision in a legislative land use proceeding is an ordinance enacted by the City Council.

SRC 300.1110(d)(3) allows City staff to initiate a legislative land use amendment by presenting the ordinance to City Council for first reading. Council may; schedule a public hearing; refer the ordinance to the Planning Commission for hearing and recommendation; refer the ordinance to a Council subcommittee for further review, or; decline to advance the ordinance past first reading.

On July 28, 2014, Council adopted a motion directing staff to prepare an ordinance amending the Salem Revised Code to allow the use of goats for targeted grazing. Staff initiated the code amendment in response to City Council's direction. On November 10, 2014, City Council voted to schedule a public hearing on the matter for December 1, 2014.

2. SRC 300.1110(3)(1)(A) requires that the City mail notice of the first evidentiary public hearing in a legislative land use proceeding not more than 40 days, but not less than 20 days prior to the first hearing.

ORS 197.610 and OAR 660-018-0020 require that notice be provided to the Department of Land Conservation and Development (DLCD) on any proposed amendment to a local land use regulation at least 35 days prior to the first public hearing.

Notice to DLCD was mailed on October 6, 2014. In error, notice of a November 10 public hearing before City Council was mailed to interested parties on October 21, 2014. On November 10, 2014, staff provided a corrected notice of the December 1 public hearing before City Council to interested parties.

### ***Proposed Code Amendment***

1. SRC 111.060(c) defines "Livestock" as follows:

#### **Livestock:**

- (1) One or more members of any species of cattle, swine, sheep, **goat**, horse or other equine, llama, alpaca or related ruminant, or poultry, excluding chickens, regardless of the purpose for which they may be kept; and
- (2) Any species of rabbit, bee, fur-bearing animal, or chicken kept for sale, for sale of by-products, for livestock increase, or for value increase (emphasis added).

Salem's Unified Development Code classifies land uses in SRC Chapter 400, Use Classifications. SRC Chapter 400 contains a "Keeping of Livestock" use classification. The typical characteristics of Keeping of Livestock are described in SRC 400.120(d)(1):

Keeping of Livestock and Other Animals is characterized by the keeping, breeding, boarding, grazing, or feeding of dogs, equines, cattle, swine, sheep, goats, poultry, and other animals . . .

Targeted grazing by goats meets the description of the Keeping of Livestock use classification, and therefore is currently only permitted in those zone districts that allow Keeping of Livestock, such as the Exclusive Farm Use (EFU) and Residential Agriculture (RA) zones. The proposed code amendment removes the "keeping of goats for the sole purpose of targeted grazing" from under the Keeping of Livestock use classification, thereby allowing targeted grazing with goats within all zones in the City.

2. The amount of time needed for goats to graze land depends on many factors, such as the size of the property being grazed, the steepness of the terrain, the density of the vegetation, the type of vegetation, the number of animals used, the size of the animals used, and the weather conditions. More animals will reduce the time it takes to graze an area. Goats prefer not to graze in poor weather conditions. Therefore, it takes considerably longer to graze during wetter times of year than during the dryer seasons. Due to these many variables, there is no clear industry standard for the length of time needed for targeted grazing. A time limit on targeted grazing is necessary, however, to ensure that the keeping of goats for targeted grazing remains a temporary activity and to avoid situations where land owners permanently keep goats on their property.

The proposed code amendment sets a time limit of 21 consecutive days and no more than three times per year for targeted grazing at any one location. Goats would also not be allowed to return to a specific location for 30 days following a grazing treatment. This time limit is based on conversations that City staff had with four local goat herders who specialize in targeted grazing. The goat herders who were interviewed all agreed that the proposed time limit and other restrictions included in the ordinance will allow enough time to provide effective targeted grazing in Salem.

### ***Other Issues Related to Targeted Grazing***

1. Types of Animals

Goats, sheep, and llamas are all commonly used for targeted grazing. Goats are effective on plants such as ivy and blackberries, sheep are effective on grass and some broadleaf plants, and llamas are effective on taller plants and for use with goats and sheep where they can deter predators like coyotes and cougars due to their larger size. The proposed code amendment will only allow targeted grazing by goats.

2. Electric Fences

Electric fences are quite effective for use with goats. All of the targeted grazing herders interviewed by City staff use temporary electric fences to pen their goat herds. SRC 800.050(d)(3) allows electric fencing to enclose livestock within City limits. Goats used for targeted grazing meet the definition of Livestock and the proposed code amendment does not change that definition of Livestock. Electric fences must be posted at 15 foot intervals with warning signs notifying persons of a dangerous fence.

3. Protected Vegetation

Certain trees and vegetation are protected in Salem under the City's Tree Preservation Ordinance, SRC Chapter 808. Trees 10 inches or greater in diameter at breast height and any native vegetation are protected within all riparian corridors in the City. A riparian corridor is the area on both sides of a waterway, such as a creek or river. The riparian corridor boundary is measured fifty feet horizontally from the top of bank on each side of the waterway. Goat feeding is not species specific. Therefore, it will be the responsibility of the property owner and goat herder to ensure that targeted grazing by goats does not result in the removal of protected vegetation, especially in riparian corridors. Generally, goat grazing is only appropriate on sites where the entire understory of vegetation is dominated by invasive species. An informational handout on goat grazing will be available to the public in the permit application center, which clearly describes existing tree preservation requirements, such as the riparian corridor protections. A draft Goat Grazing Resource Guide is attached to this staff report (Attachment 1).

4. Water Quality

The Public Works Department, Stormwater Services Section, has expressed concerns regarding pollutants that may be associated with use of goats in streamside areas. Turbidity and E. coli bacteria are two pollutants of concern. Stormwater Services Section staff have agreed to provide water quality tests for a pilot study of one streamside location to determine the impact, if any, on water quality. Based on the results, Stormwater Services staff may recommend best management practices for protecting water quality for goat herders.

5. Nuisances

Nuisances such as noise, smell, accumulation of animal waste, and rodents are all regulated under SRC Chapter 50, Property Maintenance. Code Enforcement staff have the authority under SRC Chapter 50 to address any complaints about these sorts of nuisances that may arise due to grazing goats within the city.

6. Challenges of Targeted Grazing

A memorandum titled "Use of Goats for Invasive Plant Species Control", which was prepared in 2007 by the Environmental Services Department of the City of Portland outlines some drawbacks of using grazing goats for vegetation removal (see Attachment 2). The memorandum questions the notion that targeted grazing by goats is more environmentally sensitive than mechanized clearing in terms of fossil fuels usage, due to the fact that goats must be transported to a site and cared for by



a herder who must travel to the site regularly to monitor the animals. In addition, the memorandum concludes that the total cost of using goats is similar to using a typical landscaping crew to clear vegetation, and in some cases goats can be more expensive than traditional methods, depending on the site.

## 7. Review of Other Jurisdictions

Urban municipalities throughout the country are tackling the issue of targeted grazing. A review of how targeted grazing is regulated by several comparable jurisdictions in the Willamette Valley is included below.

### a. Albany

Targeted grazing is not allowed.

### b. Beaverton

Targeted grazing is not allowed.

### c. Corvallis

Targeted grazing is allowed. Goats allowed, along with other types of grazing livestock. Grazing animals must be registered with the City's Animal Control Officer.

### d. Eugene

Targeted grazing is not allowed. An Urban Agriculture program exists in Eugene, which allows a limited number of certain types of livestock, such as rabbits, miniature pigs, and miniature goats for agricultural use (i.e. production of milk, cheese, and meat) on certain sized properties within the City. Targeted grazing by a herd of animals is not allowed, however.

### e. Gresham

Targeted grazing is not allowed.

### f. Portland

Targeted grazing is allowed in certain zone districts. Targeted grazing only allowed in those zones where "agriculture" is a permitted use. Portland's zoning code allows agricultural use in many commercial and industrial zones throughout the city.

### g. Lake Oswego

Targeted grazing is allowed. Distinction made between "large" (45 lbs or greater at maturity) and "small" (less than 45 lbs at maturity) animals. Large animals only allowed on larger lot sizes.

h. Wilsonville

Targeted grazing is allowed. Although livestock are generally not permitted under the zoning code, Wilsonville city staff have interpreted their definition of livestock to not include temporary targeted grazing. Therefore, the targeted grazing by goats has been allowed to occur. The City of Wilsonville currently uses goats to control vegetation on city property, including city parks.

***Findings Addressing Approval Criteria***

1. SRC 110.085(b) provides that amendments to the Unified Development Code (UDC) may be made if:

a. The amendment is in the best interest of the public health, safety, and welfare of the City.

**Finding:** Targeted grazing of vegetation by goats is currently classified under Keeping of Livestock in the Salem Revised Code, and only permitted on property that is zoned EFU (Exclusive Farm Use) or RA (Residential Agriculture). The properties that are zoned EFU and RA are mainly rural properties, located at the fringe of the City. There are many properties throughout the city that are not zoned EFU or RA, but where targeted grazing could be an appropriate method for clearing unwanted vegetation. The proposed amendment removes targeted grazing from under the Keeping of Livestock use classification and allows targeted grazing on all properties within the City.

The amendment is in the best interest of the public health, safety, and welfare because it provides land owners with greater options in how to clear vegetation from their property, and provides an environmentally sensitive alternative to the use of chemical herbicides and mechanical methods of clearing land. This criterion is satisfied.

b. The amendment conforms with the Salem Area Comprehensive Plan, applicable Statewide Planning Goals, and applicable administrative rules adopted by the Department of Land Conservation and Development.

**Finding:** The proposed code amendment is consistent with and supportive of the goals, objectives, and policies found in the Salem Area Comprehensive Plan as described below:

*Compliance with Salem Area Comprehensive Plan*

**Section IV (N). SCENIC AND HISTORIC AREAS, NATURAL RESOURCES AND HAZARDS**

**GOAL:** To conserve open space, protect natural, historic, cultural and scenic resources, and to protect life and property from natural disasters and hazards.

Policy 3 - Natural, Ecological, Historic and Scenic Areas:

*Identified areas of significant architectural, archeological, natural, ecological, historic or scenic value, which have been so designated and approved by the appropriate governing body, shall be protected for future generations. Where no conflicting uses have been identified, such resources shall be managed to preserve their original character. When conflicting uses are identified, resources shall be protected by acquisition or by plans which limit the intensity of development and promote conservation of these resources.*

**Finding:** The proposed code amendment allowing targeted grazing by goats will provide land owners with an additional tool to clear invasive vegetation from the City's natural areas and parks, thereby enhancing the natural resources and natural areas of the city.

*Compliance with Statewide Planning Goals*

**GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES**

*To protect natural resources and conserve scenic and historic areas and open spaces.*

**Finding:** The proposed code amendment allowing targeted grazing by goats will provide land owners with more options to clear invasive vegetation from the City's natural areas and parks, thereby enhancing the natural resources and natural areas of the city.

**GOAL 6: AIR, WATER, AND LAND RESOURCES QUALITY**


*To maintain and improve the quality of the air, water and land resources of the state.*

**Finding:** By allowing targeted grazing throughout the City, the proposed code amendment provides land owners with an environmentally sensitive alternative to the use of chemical herbicides and mechanical methods in the removal of vegetation and unwanted weeds and noxious vegetation. The use of goats to clear vegetation reduces the need for gasoline powered mowers and machinery that pollute the air and reduce the need for chemical herbicides that can pollute the water and land.

**ALTERNATIVES:**

The City Council may:

1. Advance the ordinance to second reading for enactment – Staff Recommendation;
2. Refer the ordinance to Planning Commission for hearing and recommendation, or;
3. Decline to advance the ordinance to second reading.



\_\_\_\_\_  
Lisa Anderson-Ogilvie, Urban Planning Administrator

- Attachments: 1) Draft Targeted Grazing Informational Handout for Permit Center  
2) City of Portland 2007 Memorandum Regarding Goat Grazing

Prepared by Bryan Colbourne, Planner III

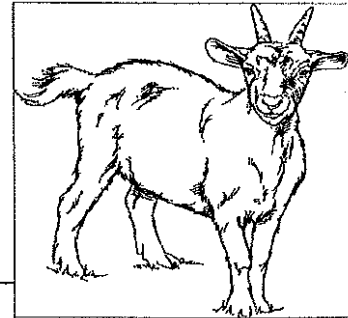
G:\CD\PLANNING\CASE APPLICATION Files 2011-On\CODE AMENDMENTS\CA14-08 - Goats for Clearing Vegetation (Bryan)\CA14-08 CC Staff Report for public hearing (12-1-14).doc





## Grazing Goats

### Targeted Grazing with Goats



PERMIT APPLICATION CENTER / CITY HALL, 555 LIBERTY  
STREET SE, ROOM 320, SALEM, OREGON 97301  
(503) 588-6256 [www.cityofsalem.net](http://www.cityofsalem.net) @Salem\_Planning

#### What is Targeted Grazing?

Targeted grazing is the use of livestock for a specific duration and intensity to clear vegetation from land. Targeted grazing is becoming an increasingly popular tool for clearing vegetation because it is an environmentally sensitive alternative to the use of chemical herbicides and mechanical methods of clearing land.

#### Is a Permit or License Needed?

No. No permit or license is required to use goats for targeted grazing in Salem. There are some rules that must be followed, however:

- The keeping of goats permanently on a property is not allowed
- Goats are allowed to graze for no more than 21 days at a time at a single location
- Goats may not return to a grazed site for 30 days
- No more than 3 grazing treatments at a single location are allowed in a calendar year

#### In What Parts of the City Can I Use Goats for Targeted Grazing?

Goats for targeted grazing are allowed in all areas of the City, so long as the rules listed above are followed.

#### Can Other Types of Animals be used for Targeted Grazing?

No. Only goats may be used for targeted grazing in Salem.

#### Should Goats be used on Sites with Protected Vegetation?

Goat feeding is not species specific. Goat will eat both undesirable and desirable vegetation. It is the responsibility of the property owner and goat herder to make sure that goats do not eat protected vegetation. In Salem, all native vegetation is protected within riparian corridors. A riparian corridor is the area on both sides of a waterway, such as a creek or river. The riparian corridor boundary is measured fifty feet horizontally from the top of bank on each side of the waterway. Generally, goat grazing is only appropriate on sites where the entire understory of vegetation is dominated by invasive species.

#### Can I Use an Electric Fence to Pen Goats in the City?

Yes. Electric fences used to pen goats are allowed within the City. Electric fences must be posted at 15 foot intervals with warning signs notifying persons of a dangerous fence.

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ENVIRONMENTAL SERVICES  
CITY OF PORTLAND  
working for clean rivers



ATTACHMENT 2

# Memo

**To:** Invasive Species Coordination Project File  
**From:** Jennifer Goodridge, Environmental Specialist, Willamette Watershed  
**Date:** August 8, 2007  
**Re:** Use of Goats for Invasive Plant Species Control

---

Several jurisdictions have recently used goats to control invasive plants. Goats can be used for invasive species suppression, however, as with most invasive species control methods, there are site specific situations where each method may or may not be appropriate. The following considerations should be evaluated to determine whether or not goats would be appropriate for invasive species control at a specific site:

- Goat feeding is not species specific. Therefore, they should not be used on a site that contains native herb or shrub species. Goat grazing would only be appropriate on sites where the entire understory is dominated by invasive species.
- Goats need to be fenced and monitored. Most goat rental companies provide fencing and monitoring and that cost is included with the cost of the goat rental. Some mechanized vegetation removal may be necessary in order to install the fences and this may not be included in the costs.
- Goat grazing is equivalent to mowing. Recent articles that report success with goat grazing, suggest that grazing can completely eliminate invasive species, however, this may not be accurate. According to the Nature Conservancy Weed Control Handbook, most invasive species removal requires some combination of mowing or grazing with herbicide application. The herbicide application is often necessary to kill the below ground reproductive structures.
- Because mowing/grazing does not completely eliminate most invasive species, this practice may be more appropriate for sites that need ongoing reduction of invasive species presence rather than elimination of the species from a site.
- Goats could not be used for roadside right-of-way invasive species removal. Goats in the right-of-way are a safety hazard and it would not be cost effective to build long linear fences for containment along the right-of-way.
- Goats may be useful on sites where mowing equipment cannot access the site due to the presence of trees or steep slopes. However, chainsaws or other hand held equipment can be equally effective at vegetation removal in these settings.
- Goats are not powered by gasoline and their wastes are biodegradable, however, they are not completely carbon neutral because they must be transported to and from the site and their

monitoring requires someone to live near the site in a camper. So a comparison of the amount of fuel required for mechanized clearing versus goats might result in equivalent amounts.

- Livestock can cause erosion along streambanks so goats should not be used in riparian areas. While goats do not have as large of a footprint and impact as cows, when they are tightly fenced and penned for vegetation removal, they can still have an impact on riparian areas.
- The cost of using goats is similar to using a crew to mow and apply herbicide, however, using goats may require more staff time to manage. Metro estimated that for complete ivy removal using goats, the cost was approximately \$1,000 per acre (in 2002) which did not include the cost of follow up herbicide application. Therefore, if the follow up cost of herbicide application is added to provide complete control, this adds approximately \$200 per acre for a total cost estimate of \$1,200 per acre. In February 2006, Caprine Restoration Services estimated that the approximate cost for using goats is \$700-900 per acre. The BES re-vegetation team estimated the approximate cost for a work crew to cut and apply herbicide is \$1,300 per acre.
- According to Caprine Restoration, Inc. goats cannot be brought on site during colder and wetter months.
- There is the potential that goats could transport weed seeds to a site.
- In 2006, BES, BOM, Parks, and Caprine Restoration Services investigated the feasibility of using goats for invasive species removal projects in the City. Apparently, the site must be very large to make it worth the time and effort to bring the goats. The City found that they had few, if any, sites that were large enough to meet the needs of the goat herding industry once all of the above site constraints were combined with the site review.

The most recent articles published indicate that the King County metro area in Washington and the City of Chattanooga, Tennessee have had success using goats for invasive plant control. However, my inquiries to nearby local government agencies have indicated mixed results. Clean Water Services (CWS) contracted with Caprine Restoration Services to provide invasive plant control. After several attempts to get the company to bring the goats to the site, CWS finally ended their contract and hired a chainsaw crew to mow the site and it was completed in two days. Similarly, Metro used goats for weed control at three different sites in 2002. They found that the costs were high, however, the public response was good because people liked seeing goats in their neighborhood. However, this public outreach message should also be evaluated prior to using goats for invasive plant control. We do not want to portray using herbicides as bad because they are still the most effective tool for removal of some invasive plant species. When selecting methods for invasive plant control, one must evaluate existing site conditions, costs, and the project goals. This memorandum has summarized some of the considerations for whether or not to select goats for invasive plant control.

FOR CITY COUNCIL MEETING OF:  
AGENDA ITEM NO.:

November 10, 2014  
8.1 (a)  
December 1, 2014  
4 (b)

TO: MAYOR AND CITY COUNCIL  
THROUGH: *Linda Davis* LINDA NORRIS, CITY MANAGER  
FROM: GLENN W. GROSS, COMMUNITY DEVELOPMENT DIRECTOR *GWG*  
SUBJECT: AMENDING THE SALEM REVISED CODE TO ALLOW GOATS FOR  
TARGETED GRAZING

**ISSUE:**

Should the City Council conduct first reading of Ordinance Bill 26-14, which amends Salem Revised Code Chapter 400 (Use Classifications) in order to allow goats for the purpose of targeted grazing, and schedule a public hearing for December 1, 2014?

**RECOMMENDATION:**

Conduct first reading of Ordinance Bill 26-14, which amends Salem Revised Code Chapter 400 (Use Classifications) in order to allow goats for the purpose of targeted grazing, and schedule a public hearing for December 1, 2014.

**SUMMARY AND BACKGROUND:**

Targeted grazing is the application of a specific kind of livestock at a determined season, duration, and intensity to accomplish defined vegetation or landscape goals<sup>1</sup>. Currently in Salem the use of livestock, such as goats, for targeted grazing is classified under "Keeping of Livestock" and is not allowed in most zones in the city. City Parks Operations staff are interested in using goats for targeted grazing on city park property. In addition, several private property owners have expressed interest in using goats for targeted grazing of their land. The proposed code amendment will remove the "keeping of goats for the sole purpose of targeted grazing" from under the classification of Keeping of Livestock, thereby allowing targeted grazing with goats within all zones in the City. Targeted Grazing will be limited to no more than 21 days per treatment, with no more than 3 treatments per calendar year at any one location.

On July 28, 2014, Council adopted a motion directing staff to prepare an ordinance amending the Salem Revised Code to allow the use of goats in targeted grazing to clear vegetation and control invasive plant species.

**FACTS AND FINDINGS:**

***Procedural Findings***

1. Under SRC 300.1100, legislative land use proceedings include proposals to amend

<sup>1</sup> Karen Launchbaugh, editor, *Targeted Grazing: A Natural Approach to Vegetation Management and Landscape Enhancement* (Englewood: American Sheep Industry Association, 2006), Chapter 1, Page 3.

APPROVED NOV 10 2014 *WB*



the City's land use regulations and involve the creation, revision, or implementation of broad public policy generally affecting a large number of individual properties. The final decision in a legislative land use proceeding is an ordinance enacted by the City Council.

SRC 300.1110(d)(3) allows City staff to initiate a legislative land use amendment by presenting the ordinance to City Council for first reading. Council may; schedule a public hearing; refer the ordinance to the Planning Commission for hearing and recommendation; refer the ordinance to a Council subcommittee for further review, or; decline to advance the ordinance past first reading.

On July 28, 2014, Council adopted a motion directing staff to prepare an ordinance amending the Salem Revised Code to allow the use of goats for targeted grazing. Staff is initiating the code amendment in response to City Council's direction. Staff's recommendation is to schedule a public hearing before Council for December 1, 2014, and proceed to second reading at a future date.

2. SRC 300.1110(3)(1)(A) requires that the City mail notice of the first evidentiary public hearing in a legislative land use proceeding not more than 40 days, but not less than 20 days prior to the first hearing.

ORS 197.610 and OAR 660-018-0020 require that notice be provided to the Department of Land Conservation and Development (DLCD) on any proposed amendment to a local land use regulation at least 35 days prior to the first public hearing.

Notice to DLCD was mailed on October 6, 2014. In error, notice of a November 10 public hearing before Council was mailed to interested parties on October 21, 2014. Staff will provide corrected notice to interested parties for a December 1 public hearing, based on Council's action on November 10, 2014.

### ***Proposed Code Amendment***

1. SRC 111.060(c) defines "Livestock" as follows:

Livestock:

- (1) One or more members of any species of cattle, swine, sheep, **goat**, horse or other equine, llama, alpaca or related ruminant, or poultry, excluding chickens, regardless of the purpose for which they may be kept; and
- (2) Any species of rabbit, bee, fur-bearing animal, or chicken kept for sale, for sale of by-products, for livestock increase, or for value increase (emphasis added).

Salem's Unified Development Code classifies land uses in SRC Chapter 400, Use Classifications. SRC Chapter 400 contains a "Keeping of Livestock" use classification. The typical characteristics of Keeping of Livestock are described in SRC 400.120(d)(1):



Keeping of Livestock and Other Animals is characterized by the keeping, breeding, boarding, grazing, or feeding of dogs, equines, cattle, swine, sheep, goats, poultry, and other animals . . .

Targeted grazing by goats meets the description of the Keeping of Livestock use classification, and therefore is currently only permitted in those zone districts that allow Keeping of Livestock, such as the Exclusive Farm Use (EFU) and Residential Agriculture (RA) zones. The proposed code amendment removes the "keeping of goats for the sole purpose of targeted grazing" from under the Keeping of Livestock use classification, thereby allowing targeted grazing with goats within all zones in the City.

2. The amount of time needed for goats to graze land depends on many factors, such as the size of the property being grazed, the steepness of the terrain, the density of the vegetation, the type of vegetation, the number of animals used, the size of the animals used, and the weather conditions. More animals will reduce the time it takes to graze an area. Goats prefer not to graze in poor weather conditions. Therefore, it takes considerably longer to graze during wetter times of year than during the dryer seasons. Due to these many variables, there is no clear industry standard for the length of time needed for targeted grazing. A time limit on targeted grazing is necessary, however, to ensure that the keeping of goats for targeted grazing remains a temporary activity and to avoid situations where land owners permanently keep goats on their property.

The proposed code amendment sets a time limit of 21 consecutive days and no more than three times per year for targeted grazing at any one location. Goats would also not be allowed to return to a specific location for 30 days following a grazing treatment. This time limit is based on conversations that City staff had with four local goat herders who specialize in targeted grazing. The goat herders who were interviewed all agreed that the proposed time limit and other restrictions included in the ordinance will allow enough time to provide effective targeted grazing in Salem.

### ***Other Issues Related to Targeted Grazing***

1. Types of Animals

Goats, sheep, and llamas are all commonly used for targeted grazing. Goats are effective on plants such as ivy and blackberries, sheep are effective on grass and some broadleaf plants, and llamas are effective on taller plants and for use with goats and sheep where they can deter predators like coyotes and cougars due to their larger size. The proposed code amendment will only allow targeted grazing by goats.

2. Electric Fences

Electric fences are quite effective for use with goats. All of the targeted grazing herders interviewed by City staff use temporary electric fences to pen their goat herds. SRC 800.050(d)(3) allows electric fencing to enclose livestock within City limits. Goats used for targeted grazing meet the definition of Livestock and the

proposed code amendment does not change that definition of Livestock. Electric fences must be posted at 15 foot intervals with warning signs notifying persons of a dangerous fence.

### 3. Protected Vegetation

Certain trees and vegetation are protected in Salem under the City's Tree Preservation Ordinance, SRC Chapter 808. Trees 10 inches or greater in diameter at breast height and any native vegetation are protected within all riparian corridors in the City. A riparian corridor is the area on both sides of a waterway, such as a creek or river. The riparian corridor boundary is measured fifty feet horizontally from the top of bank on each side of the waterway. Goat feeding is not species specific. Therefore, it will be the responsibility of the property owner and goat herder to ensure that targeted grazing by goats does not result in the removal of protected vegetation, especially in riparian corridors. Generally, goat grazing is only appropriate on sites where the entire understory of vegetation is dominated by invasive species. An informational handout on goat grazing will be available to the public in the permit application center, which clearly describes existing tree preservation requirements, such as the riparian corridor protections. A draft Goat Grazing Resource Guide is attached to this staff report (Attachment 1).

### 4. Water Quality

The Public Works Department, Stormwater Services Section, has expressed concerns regarding pollutants that may be associated with use of goats in streamside areas. Turbidity and E. coli bacteria are two pollutants of concern. Stormwater Services Section staff have agreed to provide water quality tests for a pilot study of one streamside location to determine the impact, if any, on water quality. Based on the results, Stormwater Services staff may recommend best management practices for protecting water quality for goat herders.

### 5. Nuisances

Nuisances such as noise, smell, accumulation of animal waste, and rodents are all regulated under SRC Chapter 50, Property Maintenance. Code Enforcement staff have the authority under SRC Chapter 50 to address any complaints about these sorts of nuisances that may arise due to grazing goats within the city.

### 6. Challenges of Targeted Grazing

A memorandum titled "Use of Goats for Invasive Plant Species Control", which was prepared in 2007 by the Environmental Services Department of the City of Portland outlines some drawbacks of using grazing goats for vegetation removal (see Attachment 2). The memorandum questions the notion that targeted grazing by goats is more environmentally sensitive than mechanized clearing in terms of fossil fuels usage, due to the fact that goats must be transported to a site and cared for by a herder who must travel to the site regularly to monitor the animals. In addition, the memorandum concludes that the total cost of using goats is similar to using a typical landscaping crew to clear vegetation, and in some cases goats can be more expensive than traditional methods, depending on the site.



7. Review of Other Jurisdictions

Urban municipalities throughout the country are tackling the issue of targeted grazing. A review of how targeted grazing is regulated by several comparable jurisdictions in the Willamette Valley is included below.

a. Albany

Targeted grazing is not allowed.

b. Beaverton

Targeted grazing is not allowed.

c. Corvallis

Targeted grazing is allowed. Goats allowed, along with other types of grazing livestock. Grazing animals must be registered with the City's Animal Control Officer.

d. Eugene

Targeted grazing is not allowed. An Urban Agriculture program exists in Eugene, which allows a limited number of certain types of livestock, such as rabbits, miniature pigs, and miniature goats for agricultural use (i.e. production of milk, cheese, and meat) on certain sized properties within the City. Targeted grazing by a herd of animals is not allowed, however.

e. Gresham

Targeted grazing is not allowed.

f. Portland

Targeted grazing is allowed in certain zone districts. Targeted grazing only allowed in those zones where "agriculture" is a permitted use. Portland's zoning code allows agricultural use in many commercial and industrial zones throughout the city.

g. Lake Oswego

Targeted grazing is allowed. Distinction made between "large" (45 lbs or greater at maturity) and "small" (less than 45 lbs at maturity). Large animals only allowed on larger lot sizes.

h. Wilsonville

Targeted grazing is allowed. Although livestock are generally not permitted under the zoning code, Wilsonville city staff have interpreted their definition of livestock to not include temporary targeted grazing. Therefore, the targeted grazing by goats has been allowed to occur. The City of Wilsonville



currently uses goats to control vegetation on city property, including city parks.

**Findings Addressing Approval Criteria**

1. SRC 110.085(b) provides that amendments to the UDC may be made if:
  - a. The amendment is in the best interest of the public health, safety, and welfare of the City.

**Finding:** Targeted grazing of vegetation by goats is currently classified under Keeping of Livestock in the Salem Revised Code, and only permitted on property that is zoned EFU (Exclusive Farm Use) or RA (Residential Agriculture). The properties that are zoned EFU and RA are mainly rural properties, located at the fringe of the City. There are many properties throughout the city that are not zoned EFU or RA, but where targeted grazing could be an appropriate method for clearing unwanted vegetation. The proposed amendment removes targeted grazing from under the Keeping of Livestock use classification and allows targeted grazing on all properties within the City.

The amendment is in the best interest of the public health, safety, and welfare because it provides land owners with greater options in how to clear vegetation from their property, and provides an environmentally sensitive alternative to the use of chemical herbicides and mechanical methods of clearing land. This criterion is satisfied.

- b. The amendment conforms with the Salem Area Comprehensive Plan, applicable Statewide Planning Goals, and applicable administrative rules adopted by the Department of Land Conservation and Development.

**Finding:** The proposed code amendment is consistent with and supportive of the goals, objectives, and policies found in the Salem Area Comprehensive Plan as described below:

*Compliance with Salem Area Comprehensive Plan*

Section IV (N). SCENIC AND HISTORIC AREAS, NATURAL RESOURCES AND HAZARDS

**GOAL:** To conserve open space, protect natural, historic, cultural and scenic resources, and to protect life and property from natural disasters and hazards.

Policy 3 - Natural, Ecological, Historic and Scenic Areas:

*Identified areas of significant architectural, archeological, natural, ecological, historic or scenic value, which have been so designated and approved by the appropriate governing body, shall be protected for future generations. Where no conflicting uses have been identified, such resources shall be managed to preserve their original character. When conflicting uses are identified, resources shall be*

*protected by acquisition or by plans which limit the intensity of development and promote conservation of these resources.*

**Finding:** The proposed code amendment allowing targeted grazing by goats will provide land owners with an additional tool to clear invasive vegetation from the City's natural areas and parks, thereby enhancing the natural resources and natural areas of the city.

*Compliance with Statewide Planning Goals*

**GOAL 5: NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES**

*To protect natural resources and conserve scenic and historic areas and open spaces.*

**Finding:** The proposed code amendment allowing targeted grazing by goats will provide land owners with more options to clear invasive vegetation from the City's natural areas and parks, thereby enhancing the natural resources and natural areas of the city.

**GOAL 6: AIR, WATER, AND LAND RESOURCES QUALITY**

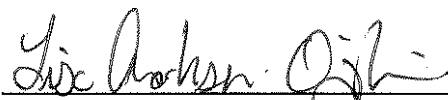
*To maintain and improve the quality of the air, water and land resources of the state.*

**Finding:** By allowing targeted grazing throughout the City, the proposed code amendment provides land owners with an environmentally sensitive alternative to the use of chemical herbicides and mechanical methods in the removal of vegetation and unwanted weeds and noxious vegetation. The use of goats to clear vegetation reduces the need for gasoline powered mowers and machinery that pollute the air and reduce the need for chemical herbicides that can pollute the water and land.

**ALTERNATIVES:**

The City Council may:

1. Schedule a public hearing before the City Council (staff recommends December 1, 2014) – Staff Recommendation;
2. Refer the ordinance to Planning Commission for hearing and recommendation, or;
3. Decline to advance the ordinance past first reading.



\_\_\_\_\_  
Lisa Anderson-Ogilvie, Urban Planning Administrator

- Attachments: 1) Draft Targeted Grazing Informational Handout for Permit Center  
2) City of Portland 2007 Memorandum Regarding Goat Grazing

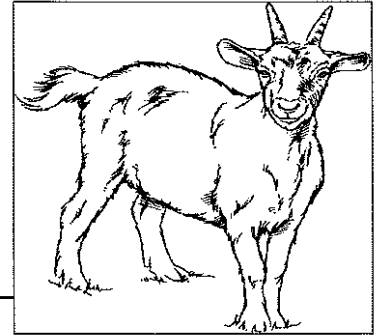
Prepared by Bryan Colbourne, Planner III





## Grazing Goats

### Targeted Grazing with Goats



PERMIT APPLICATION CENTER / CITY HALL, 555 LIBERTY  
STREET SE, ROOM 320, SALEM, OREGON 97301  
(503) 588-6256 [www.cityofsalem.net](http://www.cityofsalem.net) @Salem\_Planning

#### What is Targeted Grazing?

Targeted grazing is the use of livestock for a specific duration and intensity to clear vegetation from land. Targeted grazing is becoming an increasingly popular tool for clearing vegetation because it is an environmentally sensitive alternative to the use of chemical herbicides and mechanical methods of clearing land.

#### Is a Permit or License Needed?

No. No permit or license is required to use goats for targeted grazing in Salem. There are some rules that must be followed, however:

- The keeping of goats permanently on a property is not allowed
- Goats are allowed to graze for no more than 21 days at a time at a single location
- Goats may not return to a grazed site for 30 days
- No more than 3 grazing treatments at a single location are allowed in a calendar year

#### In What Parts of the City Can I Use Goats for Targeted Grazing?

Goats for targeted grazing are allowed in all areas of the City, so long as the rules listed above are followed.

#### Can Other Types of Animals be used for Targeted Grazing?

No. Only goats may be used for targeted grazing in Salem.

#### Should Goats be used on Sites with Protected Vegetation?

Goat feeding is not species specific. Goat will eat both undesirable and desirable vegetation. It is the responsibility of the property owner and goat herder to make sure that goats do not eat protected vegetation. In Salem, all native vegetation is protected within riparian corridors. A riparian corridor is the area on both sides of a waterway, such as a creek or river. The riparian corridor boundary is measured fifty feet horizontally from the top of bank on each side of the waterway. Generally, goat grazing is only appropriate on sites where the entire understory of vegetation is dominated by invasive species.

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ENVIRONMENTAL SERVICES  
CITY OF PORTLAND  
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# Memo

**To:** Invasive Species Coordination Project File  
**From:** Jennifer Goodridge, Environmental Specialist, Willamette Watershed  
**Date:** August 8, 2007  
**Re:** Use of Goats for Invasive Plant Species Control

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- Because mowing/grazing does not completely eliminate most invasive species, this practice may be more appropriate for sites that need ongoing reduction of invasive species presence rather than elimination of the species from a site.
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ORDINANCE BILL NO. 26-14

AN ORDINANCE RELATING TO GOATS FOR CLEARING VEGETATION; AMENDING  
SRC 400.120.

*The City of Salem ordains as follows:*

**Section 1.** SRC 400.120 is amended to read as follows:

**400.120. Farming, Forestry, and Animal Services.** Farming, Forestry, and Animal Services consists of the propagation, cultivation, and/or harvesting of plants; and animal husbandry, breeding, boarding, grooming, and care.

(a) Agriculture.

(1) Characteristics. Agriculture is characterized by the growing, producing, or keeping of plants for commercial purposes. Agriculture may include activity taking place in a greenhouse, frame, cloth house, lath house, or outdoors.

(2) Examples. Crop production; growing cultured Christmas trees, as defined in ORS 215.203; orchards; propagation of ornamental plants and other nursery products, such as bulbs, florists' greens, flowers, shrubbery, flower and vegetable seeds and plants, and sod; truck gardening; wholesale plant nurseries.

(3) Exceptions.

(A) Plant nurseries that are oriented to retail sales are included in Retail Sales and Service: Retail Sales.

(b) Forestry.

(1) Characteristics. Forestry is characterized by the propagation or harvesting of timber and forest products.

(2) Examples. Gathering of forest products, such as bark, cones, seeds, or fungi; timber tracts and forest nurseries.

(3) Exceptions.

(A) Growing cultured Christmas trees, as defined in ORS 215.203, is included in Farming, Forestry, and Animal Services: Agriculture.

(c) Agriculture and Forestry Services.

(1) Characteristics. Agriculture and Forestry Services are characterized by establishments providing management and services to the agricultural and forestry



1 industries. Services are generally provided off-site by traveling to the customer's  
2 property. On-site activities are generally limited to administration, dispatch,  
3 indoor or outdoor storage of equipment and supplies, fleet vehicle storage, and  
4 minor assembly or preparation of materials.

5 (2) Examples. Crop planting, cultivating, and harvesting; farm labor and farm  
6 management services; forest fire fighting, forest fire prevention, forest pest  
7 control, and reforestation services; preparation of crops for market, such as  
8 cleaning, grading, shelling, and drying; soil preparation services.

9 **(d) Keeping of Livestock and Other Animals.**

10 (1) Characteristics. Keeping of Livestock and Other Animals is characterized by  
11 the keeping, breeding, boarding, grazing, or feeding of dogs, equines, cattle,  
12 swine, sheep, goats, poultry, and other animals; and the propagation, cultivation,  
13 maintenance, and harvesting of aquatic species. Keeping of Livestock and Other  
14 Animals may be conducted for commercial purposes or for private non-  
15 commercial use. For purposes of this subsection, "commercial purposes" means  
16 conduct of the activity to obtain a profit.

17 (2) Examples. Animal shelters; breeding and boarding kennels; dairies; egg  
18 production facilities, broiler facilities, poultry hatcheries, and apiaries; feedlots;  
19 ranches; riding stables.

20 (3) Exceptions.

21 (A) The keeping of household pets is considered accessory to Residential  
22 use.

23 (B) The keeping of goats for the sole purpose of targeted grazing of  
24 vegetation is an accessory use to the primary use on a unit of land.

25 "Targeted grazing" as used in this section means the application of goats  
26 to accomplish a defined vegetation or landscape goal. The duration of  
27 targeted grazing is limited to no more than 21 consecutive days on any one  
28 property one half acre or less in area. On properties greater than one half  
29 acre in area, the duration of targeted grazing is limited to no more than 21  
30 consecutive days in any one penned area of one half acre or more in size.

1                   Goats may not return to a treated area for 30 days following a targeted  
2                   grazing treatment. No more than three targeted grazing treatments per  
3                   calendar year may occur on any one property one half acre or less in size  
4                   or on any one penned area in the case of properties greater than one half  
5                   acre in size.

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7                   (e) Animal Services.

8                   (1) Characteristics. Animal Services is characterized by veterinary, grooming, and  
9                   other services for pets, livestock, and other animals.

10                   (2) Examples. Animal day care; animal grooming; veterinary services; wildlife  
11                   rehabilitation facilities.

12                   (3) Exceptions.

13                   (A) Pet stores are included in Retail Sales and Services: Retail Sales.

14 **Section 2. Codification.** In preparing this ordinance for publication and distribution, the City  
15 Recorder shall not alter the sense, meaning, effect or substance of this ordinance, but within such  
16 limitations, may:

- 17                   (a) Renumber sections and parts of sections of the ordinance;  
18                   (b) Rearrange sections;  
19                   (c) Change reference numbers to agree with renumbered chapters, sections or other parts;  
20                   (d) Delete references to repealed sections;  
21                   (e) Substitute the proper subsection, section or chapter, or other division numbers;  
22                   (f) Change capitalization and spelling for the purpose of uniformity;  
23                   (g) Add headings for purposes of grouping like sections together for ease of reference;  
24                   and  
25                   (h) Correct manifest clerical, grammatical or typographical errors.

26 **Section 3. Severability.** Each section of this ordinance, and any part thereof, is severable, and  
27 if any part of this ordinance is held invalid by a court of competent jurisdiction, the remainder of  
28 this ordinance shall remain in full force and effect.

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**Section 4. Emergency Clause.** This act being necessary for the immediate preservation of the public peace, health and safety, an emergency is declared to exist, and this ordinance shall be in full force and effect from and after the date of its passage.

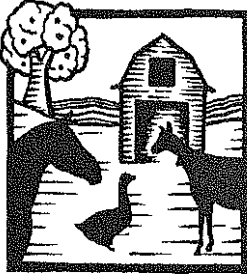
PASSED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_, 2014.

ATTEST:

City Recorder

Approved by City Attorney: \_\_\_\_\_

Checked by: B. Colbourne



# GREEN ACRES FARM SANCTUARY

P.O. Box 904 Silverton, OR 97381 (503) 873-8186

[greenacresfarmsanctuary@hotmail.com](mailto:greenacresfarmsanctuary@hotmail.com)

[www.greenacresfarmsanctuary.org](http://www.greenacresfarmsanctuary.org)

November 24, 2014

City of Salem Mayor and City Council  
555 Liberty Street, SE  
Salem, OR 97301

Re: Proposed Amendment to Allow the Use of Goats for Targeted Grazing

Dear Mayor and Councilors:

It has come to the attention of Green Acres Farm Sanctuary that the City of Salem is looking to amend its Code to allow for the use of goats in "targeted grazing" to clear vegetation and control invasive plants species. After reviewing the proposed amendment, we have some concerns which we wish to share with you.

1. The amendment does not define adequately "targeted grazing." As proposed, the amendment would allow goats be used to clear an overgrown weedy area in a residential backyard. The proposed "Resource Guide" states that the goats are not to eat protected vegetation, and that "goat grazing is only appropriate on sites where the entire understory of vegetation is dominated by invasive species." How is that to be enforced? You can't tell a goat what to eat and what not to eat. Of particular concern to us is the fact that there are numerous common plants that are poisonous to goats, including rhododendrons and azaleas which are found in nearly every residential yard in this area.

2. There does not appear to be a requirement for fencing or nighttime shelter. What is to prevent the goats from wandering off onto a neighboring property or into a street. Staking/tethering should be prohibited as it can lead to death or injury and makes the goat more vulnerable to predators. Further, without fencing and nighttime shelter there is no protection from predators, which include dogs as well as coyotes.

3. There also does not appear to be any requirement that the goats be monitored. While there may be an expectation that professional goat herders will be used, it is not required. Anybody can get a couple of goats and start grazing them anywhere in the City.

4. There is no requirement for a permit or license. Why? Requiring a permit would ensure that the individual reviewed a revised and complete Resource Guide/Fact Sheet that included information on maintaining the health and safety of the goats, and the do's and don't's of targeted grazing. It would also allow the City to ensure that protected vegetation or poisonous plants are not on site and that the rules are adhered to. Also, shouldn't a goat herder have a business license if he/she is conducting business in the City?

**Amber Mathiesen - NEN Support for CA 14-08**

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**From:** Nancy McDaniel <nanmcdann@yahoo.com>  
**To:** "bcolbourne@cityofsalem.net" <bcolbourne@cityofsalem.net>  
**Date:** 11/26/2014 7:54 AM  
**Subject:** NEN Support for CA 14-08  
**CC:** Annie Battee <ABATTEE@cityofsalem.net>, "cityrecorder@cityofsalem.net" <...>

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Bryan,

At our November 18th meeting, the Northeast Neighbors (NEN) board voted to SUPPORT proposed amendments to the Salem Revised Code that would allow the use of goats for targeted grazing. As the staff report notes, using goats is an environmentally sensitive and effective method for removing unwanted vegetation. We would like to see goats become a feasible alternative to chemical herbicides and other methods of vegetation removal in Salem.

Thank you,  
Nancy McDaniel  
NEN Land Use Chair  
503-986-4464 (day)  
503-585-1669 (eve)