

BEFORE THE DEPARTMENT OF ADMINISTRATIVE SERVICES,
THE DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT OF
THE STATE OF OREGON

IN THE MATTER OF THE CLAIM FOR)	FINAL ORDER
COMPENSATION UNDER ORS 197.352)	CLAIM NO. M118468
(BALLOT MEASURE 37) OF)	
Stanley and Dorothy Roser, CLAIMANTS)	

Claimants: Stanley and Dorothy Roser, (the Claimants)

Property: Tax lot 100, Township 1S, Range 4E, Section 7D, Multnomah County
(the Property)

Claim: The demand for compensation and any supporting information received from the Claimants by the State of Oregon (the Claim).

Claimants submitted the Claim to the State of Oregon under ORS 197.352. Under OAR 125-145-0010 *et seq.*, the Department of Administrative Services (DAS) referred the Claim to the Department of Land Conservation and Development (DLCD) as the regulating entity. This order is based on the record herein, including the Findings and Conclusions set forth in the Final Staff Report and Recommendation of DLCD (the DLCD Report) attached to and by this reference incorporated into this order.

ORDER

The Claim is approved as to laws administered by DLCD and the Land Conservation and Development Commission (LCDC) for the reasons set forth in the DLCD Report, and subject to the following terms:

1. In lieu of compensation under ORS 197.352, the State of Oregon will not apply the following laws to the claimants' division of the subject property into two-acre parcels or to their establishment of a dwelling on each parcel created: applicable provisions of Statewide Planning Goal 3, ORS 215, and OAR 660, division 33, enacted after the claimants each acquired their interest in the property. These land use regulations will not apply to Stanley Roser's use of the property only to the extent necessary to allow him to use the property for the use described in this report, to the extent that use was permitted at the time he acquired the property on March 28, 1958. These land use regulations will not apply to Dorothy Roser's use of the property only to the extent necessary to allow her to use the property for the use described in this report, to the extent that the use was permitted at the time she acquired the property on May 6, 1997. The department acknowledges that the relief to which Dorothy Roser is entitled under ORS 197.352 will not allow her to use the property in a manner set forth in the claim.
2. The action by the State of Oregon provides the state's authorization to Stanley Roser to use the property for the use described in this report, subject to the standards in effect on March 28, 1958; and to Dorothy Roser to use the property for the use described in this report, subject to the standards in effect on May 6, 1997. On that date, the property was subject to current standards in effect, as described in Section V.(2) of this report.

3. To the extent that any law, order, deed, agreement or other legally enforceable public or private requirement provides that the property may not be used without a permit, license, or other form of authorization or consent, the order will not authorize the use of the property unless the claimants first obtain that permit, license or other form of authorization or consent. Such requirements may include, but are not limited to: a building permit, a land use decision, a permit as defined in ORS 215.402 or ORS 227.160, other permits or authorizations from local, state or federal agencies, and restrictions on the use of the property imposed by private parties.

4. Any use of the property by the claimants under the terms of the order will remain subject to the following laws: (a) those laws not specified in (1) above; (b) any laws enacted or enforced by a public entity other than the Commission or the department; and (c) those laws not subject to ORS 197.352 including, without limitation, those laws exempted under ORS 197.352(3).

5. Without limiting the generality of the foregoing terms and conditions, in order for the claimants to use the property, it may be necessary for them to obtain a decision under ORS 197.352, from a city and/or county and/or metropolitan service district that enforces land use regulations applicable to the property. Nothing in this order relieves the claimants from the necessity of obtaining a decision under ORS 197.352, from a local public entity that has jurisdiction to enforce a land use regulation applicable to a use of the property by the claimants.

This Order is entered by the Deputy Director of the DLCD as a final order of DLCD and the Land Conservation and Development Commission under ORS 197.352, OAR 660-002-0010(8), and OAR 125, division 145, and by the Deputy Administrator for the State Services Division of the DAS as a final order of DAS under ORS 197.352, OAR 125, division 145, and ORS 293.

FOR DLCD AND THE LAND CONSERVATION
AND DEVELOPMENT COMMISSION:

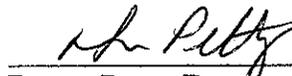
Lane Shetterly, Director



George Naughton, Deputy Director
DLCD

Dated this 28th day of March, 2006.

FOR the DEPARTMENT OF ADMINISTRATIVE
SERVICES:



Dugan Petty, Deputy Administrator
DAS, State Services Division

Dated this 28th day of March, 2006.

NOTICE OF RIGHT TO APPEAL OR OTHER JUDICIAL RELIEF

You are entitled, or may be entitled, to judicial remedies including the following:

1. **Judicial review under ORS 183.484:** Judicial review under ORS 183.484 may be obtained by filing a petition for review within 60 days from the service of this order. A petition for judicial review under ORS 183.484 may be filed in the Circuit Court for Marion County or the Circuit Court in the county in which you reside.
2. **A cause of action under ORS 197.352 (Measure 37 (2004)):** If a land use regulation continues to apply to the subject property more than 180 days after the present owner of the property has made written demand for compensation under ORS 197.352¹, the present owner of the property, or any interest therein, shall have a cause of action in the circuit court in which the real property is located.

(Copies of the documents that comprise the record are available for review at the Department's office at 635 Capitol Street NE, Suite 150, Salem, Oregon 97301-2540)

FOR INFORMATION ONLY

The Oregon Department of Justice has advised the Department of Land Conservation and Development that "[i]f the current owner of the real property conveys the property before the new use allowed by the public entity is established, then the entitlement to relief will be lost."

¹ By order of the Marion County Circuit Court, "all time lines under Measure 37 [were] suspended indefinitely" on October 25, 2005. This suspension was lifted on March 13, 2006 by the court. As a result, a period of 139 days (the number of days the time lines were suspended) has been added to the 180-day time period under ORS 197.352(6) for claims that were pending with the state on October 25, 2005.

**BALLOT MEASURE 37 (ORS 197.352)
CLAIM FOR COMPENSATION**

**OREGON DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
Final Staff Report and Recommendation**

March 28, 2006

STATE CLAIM NUMBER: M118468

NAMES OF CLAIMANTS: Stanley and Dorothy Roser

MAILING ADDRESS: 29644 Southeast Division Drive
Troutdale, Oregon 97060

PROPERTY IDENTIFICATION: Township 1S, Range 4E, Section 7D
Tax lot 100
Multnomah County

OTHER CONTACT INFORMATION: William C. Cox, Attorney at Law
0244 SW California Street
Portland, Oregon 97219

DATE RECEIVED BY DAS: May 19, 2005

180-DAY DEADLINE: April 3, 2006¹

I. SUMMARY OF CLAIM

The claimants, Stanley and Dorothy Roser, seek compensation in the amount of \$3,800,000 for the reduction in fair market value as a result of certain land use regulations that are alleged to restrict the use of certain private real property. The claimants desire compensation or the right to divide the 19-acre property into two-acre parcels and to develop a dwelling on each parcel. The property is located at 29644 SE Division Drive, between Gresham and Troutdale, in Multnomah County. (See claim.)

II. SUMMARY OF STAFF RECOMMENDATION

Based on the findings and conclusions set forth below, the Department of Land Conservation and Development (the department) has determined that the claim is valid. Department staff recommends that, in lieu of compensation, the requirements of the following state laws enforced by the Land Conservation and Development Commission (the Commission) or the department not apply to Stanley and Dorothy Rosers' division of the property into two-acre parcels and to

¹ This date reflects 180 days from the date the claim was submitted as extended by the 139 days enforcement of Ballot Measure 37 was suspended during the pendency of the appeal of *MacPherson v. Dep't of Admin. Servs.*, 340 Or ___, 2006 Ore. LEXIS 104 (February 21, 2006).

the development of a dwelling on each parcel: applicable provisions of Statewide Planning Goal 3 (Agricultural Lands), ORS 215, and OAR 660, division 33, enacted after the claimants each acquired the property. These laws will not apply to the claimants only to the extent necessary to allow Stanley and Dorothy Roser to use the property for the use described in this report, and only to the extent that use was permitted at the time they acquired the property in 1958 and in 1997, respectively. The department acknowledges that the relief to which Dorothy Roser is entitled under ORS 197.352 (Ballot Measure 37) will not allow her to use the property in a manner set forth in the claim. (See the complete recommendation in Section VI. of this report.)

III. COMMENTS ON THE CLAIM

Comments Received

On July 13, 2005, pursuant to OAR 125-145-0080, the Oregon Department of Administrative Services (DAS) provided written notice to the owners of surrounding properties. According to DAS, four written comments, evidence or information were received in response to the 10-day notice.

The comments are relevant to whether the restriction of the claimants' use of the property reduces the fair market value of the property and whether the laws that are the basis for the claim are exempt under ORS 197.352(3). The comments have been considered by the department in preparing this report. (See the comment letters in the department's claim file.)

IV. TIMELINESS OF CLAIM

Requirement

ORS 197.352(5) requires that a written demand for compensation be made:

1. For claims arising from land use regulations enacted prior to the effective date of Ballot Measure 37 (December 2, 2004), within two years of that effective date or the date the public entity applies the land use regulation as an approval criteria to an application submitted by the owner, whichever is later; or
2. For claims arising from land use regulations enacted after the effective date of Ballot Measure 37 (December 2, 2004), within two years of the enactment of the land use regulation, or the date the owner of the property submits a land use application in which the land use regulation is an approval criteria, whichever is later.

Findings of Fact

This claim was submitted to DAS on May 19, 2005, for processing under OAR 125, division 145. The claim identifies Statewide Planning Goal 3 (Agricultural Lands) as the law that restricts the use of the property as the basis for the claim. Only laws that were enacted prior to December 2, 2004, the effective date of Ballot Measure 37, are the basis for this claim. (See

citations of statutory and administrative rule history of the Oregon Revised Statutes and Oregon Administrative Rules.)

Conclusions

The claim has been submitted within two years of December 2, 2004; the effective date of Ballot Measure 37, based on land use regulations adopted prior to December 2, 2004, and is therefore timely filed.

V. ANALYSIS OF CLAIM

1. Ownership

ORS 197.352 provides for payment of compensation or relief from specific laws for “owners” as that term is defined in ORS 197.352. ORS 197.352(11)(C) defines “owner” as “the present owner of the property, or any interest therein.”

Findings of Fact

Stanley Roser acquired the subject property on March 23, 1958, as reflected by a Warranty Deed included with the claim. Dorothy Roser acquired an interest in the subject property on May 6, 1997, as reflected by a Quit Claim Deed included with the claim. A copy of a Title Report dated May 16, 2005, indicates that Stanley and Dorothy Roser are the current owners of the subject property.²

Conclusions

The claimants, Stanley and Dorothy Roser, are “owners” of the subject property, as that term is defined by ORS 197.352(11)(C), as of March 23, 1958, and May 16, 1997, respectively. Stanley Roser is a “family member” of Dorothy Roser, as that term is defined by ORS 197.352(11)(A).

2. The Laws that are the Basis for this Claim

In order to establish a valid claim, ORS 197.352(1) requires, in part, that a law must restrict the claimants’ use of private real property in a manner that reduces the fair market value of the property relative to how the property could have been used at the time the claimants or a family member acquired the property.

Findings of Fact

The claim states that “At the time of purchase, Statewide Goal 3 did not exist and implementing rules did not exist.” The claim also states that, “on July 11, 1957, it was zoned F-2... then the

² The claim also includes a statement indicating that the parents of Stanley Roser acquired the property in 1944. However, the claim does not provided documentation to substantiate the date of acquisition by Stanley Roser’s parents.

zone allowed 2 acre lots.” The claimants desire to divide the property into the two-acre lots as Mr. Roser could have done in 1958, when he acquired the property.

The claim is based, generally, on Multnomah County’s current Exclusive Farm Use (EFU) zone and the applicable provisions of state law that require such zoning. The claimants’ property is zoned EFU, as required by Statewide Planning Goal 3, and in accord with OAR 660, division 33, because the claimants’ property is “agricultural land” as defined by Goal 3. Statewide Planning Goal 3 became effective on January 25, 1975, and required that agricultural lands as defined by the Goal be zoned for Exclusive Farm Use (EFU).

Current land use regulations, particularly ORS 215.263, 215.284 and 215.780, along with Statewide Planning Goal 3 and OAR 660, division 33, do not allow the subject property to be divided into parcels smaller than 80 acres and establish standards for the placement of farm and non-farm dwellings.

ORS 215.780 established an 80-acre minimum size for the creation of new lots or parcels in EFU zones and became effective November 4, 1993 (Chapter 792, Oregon Laws 1993). ORS 215.263 (2003 edition) establishes standards for the creation of new parcels for non-farm uses and dwellings allowed in an EFU zone.

OAR 660-033-0135 (applicable to farm dwellings) became effective on March 1, 1994, and interprets the statutory standard for a primary dwelling in an EFU zone under ORS 215.283(1)(f). OAR 660-033-0130(4) (applicable to non-farm dwellings) became effective on August 7, 1993, and was amended to comply with ORS 215.284(4) on March 1, 1994. Subsequent amendments to comply with HB 3326, (Chapter 704, Oregon Laws 2001, and effective January 1, 2002,) were adopted by the Commission effective May 22, 2002. (See citations of administrative rule history for OAR 660-033-0100, -0130 and -0135.)

The property is also subject to County overlay zones for protection of the Beaver Creek and South Creek riparian resources and steep slope hazard overlay for protection of housing on slopes greater than 25 percent.

Stanley Roser acquired the property on March 28, 1958, before the adoption of the statewide planning program. At that time, the property was zoned F-2 (Agriculture) by Multnomah County. Under the County’s F-2 zone, single-family dwellings were permitted with a two-acre minimum for the creation of new lots or parcels.

Conclusions

The zoning requirements, minimum lot size and dwelling standards established by Statewide Planning Goal 3 (Agricultural Lands) and provisions applicable to land zoned EFU in ORS 215 and OAR 660, division 33, were all enacted after Stanley Roser acquired the subject property in 1958, and do not allow the division of the property, thereby restricting the use of the property relative to the uses allowed when the property was acquired by Stanley Roser in 1958.

This report addresses only those state laws that are identified in the claim, or that the department is certain apply to the property based on the uses that the claimants have identified. There may be other laws that currently apply to the claimants' use of the property, and that may continue to apply to the claimants' use of the property, that have not been identified in the claim. In some cases, it will not be possible to know what laws apply to a use of property until there is a specific proposal for that use. When the claimants seek a building or development permit to carry out a specific use, it may become evident that other state laws apply to that use.

3. Effect of Regulations on Fair Market Value

In order to establish a valid claim, ORS 197.352(1) requires that any land use regulation described in Section V.(2) of this report must have "the effect of reducing the fair market value of the property, or any interest therein."

Findings of Fact

The claim includes an estimate of \$3,800,000 as the reduction in the property's fair market value due to current regulations. This amount is based on the claimants' estimate of the market value of two-acre parcels in the area.

Conclusions

As explained in Section V.(1) of this report, the current owners are Stanley and Dorothy Roser. Mr. Roser acquired the property on March 28, 1958. Under ORS 197.352, Stanley and Dorothy Roser are due compensation for land use regulations that restrict the use of the subject property in a manner that reduces its fair market value. Based on the findings and conclusions in Section V.(2) of this report, laws adopted since 1958, acquired the property restrict division and development of the subject property. The claimants estimate the reduction in value due to the restrictions to be \$3,800,000.

Without an appraisal or other documentation, it is not possible to substantiate the specific dollar amount the claimants demand for compensation. Nevertheless, based on the submitted information, the department determines that it is more likely than not that there has been some reduction in the fair market value of the subject property as a result of land use regulations enforced by the Commission or the department.

4. Exemptions under ORS 197.352(3)

ORS 197.352 does not apply to certain land use regulations. In addition, under ORS 197.352(3), certain types of laws are exempt from ORS 197.352.

Findings of Fact

The claim is based on state land use regulations that restrict the use of the property relative to what would have been allowed in 1958, when Stanley Roser acquired the property. These include Statewide Planning Goal 3 (Agricultural Lands) and applicable provisions of ORS 215

and OAR 660 division 33, which Multnomah County has implemented through its EFU zone. None of these provisions are exempt under ORS 197.352(3)(B), which exempts laws in effect when the claimant or claimant's family acquired the property.

The property is also subject to Multnomah County overlay zones for the protection of water resources and for the protection of steep banks on the property. It is not clear from the information submitted to what extent these protection overlay zones apply to the subject property, or to what extent they implement state law. To the extent that the subject property may be regulated to protect public health and safety, or under provisions required by federal law, regulations enacted to protect public health and safety and regulations required by federal law are exempt under ORS 197.352(3)(B) and (C), and will continue to apply to the property.³

Conclusions

Without a specific development proposal for the property, it is not possible for the department to determine what laws may apply to a particular use of the property, or whether those laws may fall under one or more of the exemptions under ORS 197.352. It does appear that the general statutory, goal and rule restrictions on residential development and use of farm land apply to the claimants' use of the property, and for the most part these laws are not exempt under ORS 197.352(3)(E).

Laws in effect when the claimants acquired the property are exempt under ORS 197.352(3)(E), and will continue to apply to the claimants' use of the property. There may be other laws that continue to apply to the claimants' use of the property that have not been identified in the claim. In some cases, it will not be possible to know what laws apply to a use of property until there is a specific proposal for that use. When the claimants seek a building or development permit to carry out a specific use, it may become evident that other state laws apply to that use. And, in some cases, some of these laws may be exempt under ORS 197.352(3)(A) to (D).

This report addresses only those state laws that are identified in the claim, or that the department is certain apply to the property based on the uses that the claimants have identified. Similarly, this report only addresses the exemptions provided for under ORS 197.352(3), that are clearly applicable given the information provided to the department in the claim. The claimants should be aware that the less information they have provided to the department in the claim, the greater the possibility that there may be additional laws that will later be determined to continue to apply to their use of the property.

VI. FORM OF RELIEF

ORS 197.352(1) provides for payment of compensation to an owner of private real property if the Commission or the department has enforced a law that restricts the use of the property in a manner that reduces its fair market value. In lieu of compensation, the department may choose

³ Statewide Planning Goal 7 requires local governments to identify areas of natural hazard and to adopt ordinances to protect people and property from such hazards. Local ordinances to protect public health and safety adopted to comply with Goal 7 are exempt under ORS 197.352(3)(B).

to not apply the law in order to allow the present owner to carry out a use of the property permitted at the time the current owner acquired the property. The Commission, by rule, has directed that if the department determines a claim is valid, the Director must provide only non-monetary relief unless and until funds are appropriated by the legislature to pay claims.

Findings of Fact

Based on the findings and conclusions set forth in this report, laws enforced by the Commission or the department restrict the claimants' ability to divide the subject property into two-acre parcels, or develop a dwelling on each of those parcels. The claim asserts that laws enforced by the Commission or department reduce the fair market value of the subject property by \$3,800,000. However, because the claim does not provide an appraisal or other specific documentation for how the specified restrictions reduce the fair market value of the property, a specific amount of compensation cannot be determined. Nevertheless, based on the record for this claim, the department acknowledges that the laws on which the claim is based likely have reduced the fair market value of the property to some extent.

No funds have been appropriated at this time for the payment of claims. In lieu of payment of compensation, ORS 197.352 authorizes the department to modify, remove or not apply all or parts of certain land use regulations to allow Stanley and Dorothy Roser to use the subject property for a use permitted at the time they acquired their respective interests in the property on March 28, 1958, and on May 6, 1997.

As discussed above, when Stanley Roser acquired the property, the property was zoned F-2 (two-acre minimum parcel size) by Multnomah County.

When Dorothy Roser acquired the property on May 6, 1997, it was zoned under the County's current acknowledged EFU zone with an 80-acre minimum parcel size. Current laws applying to property zoned for exclusive farm use are described in greater detail in Section V.(2) of this report.

Conclusion

Based on the record, the department recommends that the claim be approved, subject to the following terms:

1. In lieu of compensation under ORS 197.352, the State of Oregon will not apply the following laws to the claimants' division of the subject property into two-acre parcels or to their establishment of a dwelling on each parcel created: applicable provisions of Statewide Planning Goal 3, ORS 215, and OAR 660, division 33, enacted after the claimants each acquired their interest in the property. These land use regulations will not apply to Stanley Roser's use of the property only to the extent necessary to allow him to use the property for the use described in this report, to the extent that use was permitted at the time he acquired the property on March 28, 1958. These land use regulations will not apply to Dorothy Roser's use of the property only to the extent necessary to allow her to use the property for the use described in this report, to the extent that the use was permitted at the time she acquired the property on May 6, 1997. The

department acknowledges that the relief to which Dorothy Roser is entitled under ORS 197.352 will not allow her to use the property in a manner set forth in the claim.

2. The action by the State of Oregon provides the state's authorization to Stanley Roser to use the property for the use described in this report, subject to the standards in effect on March 28, 1958; and to Dorothy Roser to use the property for the use described in this report, subject to the standards in effect on May 6, 1997. On that date, the property was subject to current standards in effect, as described in Section V.(2) of this report.

3. To the extent that any law, order, deed, agreement or other legally enforceable public or private requirement provides that the property may not be used without a permit, license, or other form of authorization or consent, the order will not authorize the use of the property unless the claimants first obtain that permit, license or other form of authorization or consent. Such requirements may include, but are not limited to: a building permit, a land use decision, a permit as defined in ORS 215.402 or ORS 227.160, other permits or authorizations from local, state or federal agencies, and restrictions on the use of the property imposed by private parties.

4. Any use of the property by the claimants under the terms of the order will remain subject to the following laws: (a) those laws not specified in (1) above; (b) any laws enacted or enforced by a public entity other than the Commission or the department; and (c) those laws not subject to ORS 197.352 including, without limitation, those laws exempted under ORS 197.352(3).

5. Without limiting the generality of the foregoing terms and conditions, in order for the claimants to use the property, it may be necessary for them to obtain a decision under ORS 197.352, from a city and/or county and/or metropolitan service district that enforces land use regulations applicable to the property. Nothing in this order relieves the claimants from the necessity of obtaining a decision under ORS 197.352, from a local public entity that has jurisdiction to enforce a land use regulation applicable to a use of the property by the claimants.

VII. COMMENTS ON THE DRAFT STAFF REPORT

The department issued its draft staff report on this claim on March 13, 2006. OAR 125-145-0100(3), provided an opportunity for the claimant or the claimant's authorized agent and any third parties who submitted comments under OAR 125-145-0080 to submit written comments, evidence and information in response to the draft staff report and recommendation. Comments received have been taken into account by the department in the issuance of this final report.