

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. M121556 |
| (BALLOT MEASURE 37) OF             | ) |                   |
| Walter and Verna Obendorf, and     | ) |                   |
| Mark and Donna Beverage, CLAIMANTS | ) |                   |

Claimants: Walter and Verna Obendorf, and Mark and Donna Beverage (the Claimants)

Property: Township 2S, Range 40E, Section 21, Tax lot 3400 (partial), Union 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 Mark and Donna Beverage's division of the 392-acre property into parcels of at least 80 acres each and one parcel of 72 acres or to their development of a dwelling on each parcel: applicable provisions of Goals 3 and 5, ORS 215 and OAR 660, divisions 23, and 33, enacted or adopted after August 4, 1993. These land use regulations will not apply to the claimants only to the extent necessary to allow them to use the subject property for the use described in this report, and only to the extent that use was permitted when they acquired the property on August 4, 1993.

2. The action by the State of Oregon provides the state's authorization to claimants Mark and Donna Beverage to use the property for the use described in this report, subject to the standards in effect on August 4, 1993. On that date, the property was subject to compliance with Union County's acknowledged A-4 zone, and the applicable provisions of Goals 3 and 5, ORS 215 and OAR 660, divisions 5 and 16, then in effect.

3. To the extent that any law, order, deed, agreement or other legally enforceable public or private requirement provides that the subject 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 227.160, other permits or authorizations from local, state or federal agencies and restrictions on the use of the subject 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).

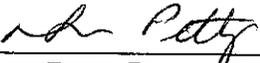
5. Without limiting the generality of the foregoing terms and conditions, in order for the claimants to use the subject property, it may be necessary for them to obtain a decision under ORS 197.352 from a city and/or county and/or metropolitan service district that enforces land use regulations applicable 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 subject property by the claimants.

This Order is entered by the 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:

  
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Lane Shetterly, Director  
DLCD  
Dated this 2<sup>nd</sup> day of June, 2006.

FOR the DEPARTMENT OF ADMINISTRATIVE  
SERVICES:

  
\_\_\_\_\_  
Dugan Petty, Deputy Administrator  
DAS, State Services Division  
Dated this 2<sup>nd</sup> day of June, 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 197.352<sup>1</sup>, 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.”

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<sup>1</sup> 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.

**ORS 197.352 (BALLOT MEASURE 37) CLAIM FOR COMPENSATION**  
**OREGON DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT**  
**Final Staff Report and Recommendation**

June 2, 2006

**STATE CLAIM NUMBER:** M121556

**NAMES OF CLAIMANTS:** Walter and Verna Obendorf  
2809 North 2nd Street  
La Grande, Oregon 97850

Mark and Donna Beverage  
68592 Kerns Loop  
Cove, Oregon 97824

**PROPERTY IDENTIFICATION:** Township 2S, Range 40E, Section 21  
Tax lot 3400 (partial)  
Union County

**DATE RECEIVED BY DAS:** July 25, 2005

**180-DAY DEADLINE:** June 9, 2006<sup>1</sup>

**I. SUMMARY OF CLAIM**

The claimants, Walter and Verna Obendorf and Mark and Donna Beverage, seek compensation in the amount of \$650,000 for the reduction in fair market value as a result of 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 392-acre property into four parcels of at least 80 acres each and one parcel of 72 acres and to develop a dwelling on each parcel. The subject property is located at 68590 Kern Loop, near Cove, in Union 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 partially 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 Mark and Donna Beverage's division of the 392-acre property into four parcels of at least 80 acres each and one parcel of 72 acres and to their development of a dwelling on each parcel: applicable provisions of Statewide Planning Goals 3 (Agricultural

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<sup>1</sup> This date reflects 180 days from the date the claim was submitted, as extended by the 139 days that all timelines under Measure 37 were suspended during the pendency of *MacPherson v. Dept. of Admin. Svcs.*, 340 Or 117 (2006).

Lands) and 5 (Natural Resources, Scenic and Historic Areas and Open Spaces), ORS 215 and Oregon Administrative Rules (OAR) 660, divisions 23 and 33, enacted or adopted after August 4, 1993. These laws will not apply to the claimants only to the extent necessary to allow them to use the subject property for the use described in this report, and only to the extent that use was permitted when they acquired the property on August 4, 1993. (See the complete recommendation in Section VI. of this report.)

Department staff has further determined that the claim of Walter and Verna Obendorf is not valid because they are not current owners of the property.

### **III. COMMENTS ON THE CLAIM**

#### **Comments Received**

On September 21, 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, one written comment, evidence or information was received in response to the 10-day notice.

### **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 Measure 37 (December 2, 2004), within two years of that effective date, as 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 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 July 25, 2005, for processing under OAR 125, division 145. The claim identifies provisions of ORS 215 and application of an Elk Habitat Overlay as the basis for the claim. Only laws that were enacted or adopted prior to December 2, 2004, are the basis for this claim.

#### **Conclusions**

The claim has been submitted within two years of the effective date of Measure 37 (December 2, 2004), based on land use regulations enacted or 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**

Claimants Walter and Verna Obendorf acquired the subject property on March 15, 1949, as reflected by a deed included with the claim. The Obendorfs transferred the property to claimants Mark and Donna Beverage on August 4, 1993, as reflected by a contract included with the claim. The Union County Assessor’s Office confirms the Beverages’ current ownership of the subject property.

### **Conclusions**

Claimants Mark and Donna Beverage are “owners” of the subject property as that term is defined by ORS 197.352(11)(C) as of August 4, 1993.

Following the August 4, 1993, sale of the subject property to the Beverages, the Obendorfs were no longer owners of the property.

### **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 indicates that the claimants desire to divide the 392-acre property into four parcels of at least 80 acres each and one parcel of 72 acres and to develop a dwelling on each parcel. They assert that changes to farm land zoning and application of the Elk Habitat Overlay have prevented their desired use.

The claim is based generally on Union County’s current A-4 zone and the applicable provisions of state law that require such zoning. The Beverages’ property is zoned A-4 as required by Goal 3, in accordance with ORS 215 and OAR 660, division 33, because their property is “agricultural land” as defined by Goal 3.<sup>2</sup> Goal 3 became effective on January 25, 1975, and required that agricultural lands as defined by the Goal be zoned Exclusive Farm Use (EFU) pursuant to ORS 215.

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<sup>2</sup> The claimants’ property is “agricultural land” because it contains Natural Resources Conservation Service Class I-VI soils.

Current land use regulations, particularly ORS 215.263, 215.284 and 215.780 and OAR 660, division 33, enacted or adopted pursuant to Goal 3, prohibit the division of EFU-zoned land that is designated rangeland into parcels less than 160 acres and establish standards for development of dwellings on existing or proposed parcels on that land.

ORS 215.780 establishes a 160-acre minimum size for the creation of new lots or parcels in EFU zones that is designated rangeland, and became effective on November 4, 1993 (Chapter 792, Oregon Laws 1993). ORS 215.263 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. The Commission subsequently adopted amendments to comply with House Bill 3326 (Chapter 704, Oregon Laws 2001, effective on January 1, 2002), which were effective on May 22, 2002. (See administrative rule history for OAR 660-033-0100, -0130 and -0135.)

The Elk Habitat Overlay, which limits housing density, was adopted by Union County to implement the provisions of Goal 5. Goal 5 requires that resources (such as big game habitat) be inventoried, policies be adopted and a program be developed to achieve the goal. OAR 660, division 16, implementing Goal 5, was effective on May 18, 1981, and replaced by division 23 on September 1, 1996.

Claimants Mark and Donna Beverage acquired the subject property on August 4, 1993. At that time, the property was subject to the Union County's acknowledged A-4 zone.<sup>3</sup> When the Beverages acquired the subject property, their desired division and development of the property would have been governed by the county's A-4 zone and the applicable provisions of ORS 215 and OAR 660, divisions 5, and 16, then in effect.

### **Conclusions**

The current zoning requirements, minimum lot size and dwelling standards established by Goals 3 and 5, ORS 215 and OAR 660, divisions 23 and 33, were all enacted or adopted after Mark and Donna Beverage acquired the subject property in 1993 and do not allow their desired division or development of the property. However, the claim does not establish whether or to what extent the Beverages' desired use of the subject property complies with the standards for land divisions and development under Union County's A-4 zone and comprehensive plan in effect when they acquired the property on August 4, 1993.

This report addresses only those state laws that are identified in the claim, or that the department is certain apply to the subject property based on the use that the claimants have identified. There may be other laws that currently apply to the Beverages' use of the subject property, and that may continue to apply to their use of the property, that have not been identified in the claim. In some cases, it will not be possible to know which laws apply to a use of the subject property until

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<sup>3</sup> Union County's A-4 zone was acknowledged by the Commission for compliance with Goal 3 on October 30, 1985.

there is a specific proposal for that use. When the Beverages 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 \$650,000 as the reduction in the subject property’s fair market value due to current regulations. This amount is based on the claimants’ assessment of the value of the property.

#### **Conclusions**

As explained in Section V.(1) of this report, the current owners are Mark and Donna Beverage who acquired the subject property on August 4, 1993. Under ORS 197.352, the Beverages 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 enacted or adopted since the Beverages acquired the subject property may restrict the desired division and development of the property. The claimants estimate the reduction in value due to the restrictions to be \$650,000.

Without an appraisal or other documentation and without verification of whether or the extent to which the Beverages’ desired use of the subject property was allowed under the standards in effect when they acquired the property, 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 the fair market value of the subject property has been reduced to some extent 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 subject property, including applicable provisions of Goals 3 and 5, ORS 215 and OAR 660, divisions 23, and 33, which Union County has implemented through its current A-4 zone. With the exception of provisions of Goals 3 and 5, ORS 215 and OAR 660, divisions 5, and 16, in effect when Mark and Donna Beverage acquired the subject property on August 4, 1993, these land use regulations were enacted or adopted after the Beverages acquired the subject property.

## **Conclusions**

Without a specific development proposal for the subject property, it is not possible for the department to determine all the laws that 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 appears that the general statutory, goal and rule restrictions on division and development of the subject property are not exempt under ORS 197.352(3)(E) to the extent they were enacted or adopted after the Beverages acquired the property on August 4, 1993. Provisions of Goals 3 and 5, ORS 215 and OAR 660, divisions 5, and 16, in effect when the Beverages acquired the subject property on August 4, 1993, are exempt under ORS 197.352(3)(E) and will continue to apply to the property.

Other laws in effect when the Beverages acquired the subject property are also exempt under ORS 197.352(3)(E) and will continue to apply to their use of the property. There may be other laws that continue to apply to the Beverages' use of the subject property that have not been identified in the claim. In some cases, it will not be possible to know which laws apply to a use of subject property until there is a specific proposal for that use. When the Beverages seek a building or development permit to carry out a specific use, it may become evident that other state laws apply to that use. 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 subject property, based on the use 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 Beverages 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 subject 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 one or more laws that restrict the use of the property in a manner that reduces its fair market value. In lieu of compensation, the department may choose 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 of the department 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 Beverages' ability to divide the subject 392-acre property into four parcels of at least 80 acres each and one parcel of 72 acres and to develop a dwelling on each parcel. The claim asserts that the laws enforced by the Commission or the department reduce the fair market value of the subject property by \$650,000. However, because the claim does not provide an appraisal or other specific documentation establishing how the specified restrictions

reduce the fair market value of the subject property, and without verification of whether or the extent to which the Beverages' desired use of the property was allowed under the standards in effect when they acquired 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 subject 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 Mark and Donna Beverage to use the subject property for a use permitted at the time they acquired the property on August 4, 1993.

### **Conclusions**

Based on the record, the department recommends that the claim be denied as to Walter and Verna Obendorf because they are not owners of the subject property.

The department further recommends that the claim be approved as to Mark and Donna Beverage, 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 Mark and Donna Beverage's division of the 392-acre property into parcels of at least 80 acres each and one parcel of 72 acres or to their development of a dwelling on each parcel: applicable provisions of Goals 3 and 5, ORS 215 and OAR 660, divisions 23, and 33, enacted or adopted after August 4, 1993. These land use regulations will not apply to the claimants only to the extent necessary to allow them to use the subject property for the use described in this report, and only to the extent that use was permitted when they acquired the property on August 4, 1993.
2. The action by the State of Oregon provides the state's authorization to claimants Mark and Donna Beverage to use the property for the use described in this report, subject to the standards in effect on August 4, 1993. On that date, the property was subject to compliance with Union County's acknowledged A-4 zone, and the applicable provisions of Goals 3 and 5, ORS 215 and OAR 660, divisions 5 and 16, then in effect.
3. To the extent that any law, order, deed, agreement or other legally enforceable public or private requirement provides that the subject 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 227.160, other permits or authorizations from local, state or federal agencies and restrictions on the use of the subject 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 subject 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 subject property by the claimants.

## **VII. COMMENTS ON THE DRAFT STAFF REPORT**

The department issued its draft staff report on this claim on May 17, 2006. OAR 125-145-0100(3), provided an opportunity for the claimants or the claimants' 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.