

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. M124930
(BALLOT MEASURE 37) OF	)	
Kathy Bleszinski, CLAIMANT	)	

Claimant: Kathy Bleszinski (the Claimant)

Property: Township 2, Range 2E, Section 26A, Tax lots 3500 and 3801  
Clackamas County (the Property)

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

Claimant 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 Kathy Bleszinski's division of the 34.71-acre subject property into thirty-four 1-acre parcels for residential development: the applicable provisions of Goals 4 and 14, ORS 215 and OAR 660-004-0040 and 660, division 6, enacted or adopted after November 1, 1978. These land use regulations will not apply to Kathy Bleszinski only to the extent necessary to allow her to use the property as described in this report, and only to the extent that the use was permitted when she acquired the property on November 1, 1978.
2. The action by the State of Oregon provides the state's authorization to Kathy Bleszinski to use the subject property for the use described in this report, subject to the standards in effect on November 1, 1978. On that date, the property was subject to the applicable provisions of Goals 4 and 14 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 Kathy Bleszinski first obtains 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 subject property by Kathy Bleszinski 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).

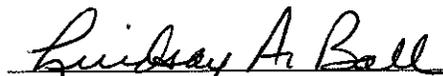
5. Without limiting the generality of the foregoing terms and conditions, in order for Kathy Bleszinski to use the subject property, it may be necessary for her to obtain a decision under ORS 197.352 from a city and/or county and/or metropolitan service district that enforces land use regulations applicable to the property. Nothing in this order relieves Kathy Bleszinski 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 her use of the subject property.

This Order is entered by the Manager for the Measure 37 Services Division 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 Director 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

  
Michael Morrissey, Manager  
DLCD, Measure 37 Division  
Dated this 5<sup>th</sup> day of October, 2006.

FOR the DEPARTMENT OF  
ADMINISTRATIVE SERVICES:

  
Lindsay A. Ball, Director  
DAS  
Dated this 5<sup>th</sup> day of October, 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, 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.”

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. M124930  
(BALLOT MEASURE 37) OF )  
Robert Bleszinski, CLAIMANT )

Claimant:      Robert Bleszinski (the Claimant)

Property:      Township 2, Range 2E, Section 26A, Tax lots 3500 and 3801  
Clackamas County (the property)

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

Claimant 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

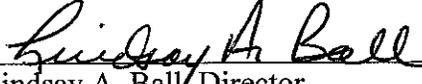
The Claim is denied as to laws administered by DLCD and the Land Conservation and Development Commission (LCDC) for the reasons set forth in the DLCD Report.

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 chapter 125, division 145, and by the Director for the State Services Division of the DAS as a final order of DAS under ORS 197.352, OAR chapter 125, division 145, and ORS chapter 293.

FOR DLCD AND THE LAND  
CONSERVATION AND  
DEVELOPMENT COMMISSION:  
Lane Shetterly, Director

  
Michael Morrissey, Manager  
DLCD, Measure 37 Services Division  
Dated this 5<sup>th</sup> day of October, 2006.

FOR THE DEPARTMENT OF  
ADMINISTRATIVE SERVICES:

  
Lindsay A. Ball, Director  
DAS  
Dated this 5<sup>th</sup> day of October, 2006.

**NOTICE OF RIGHT TO APPEAL OR OTHER JUDICIAL RELIEF**

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

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, 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)

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

October 5, 2006

**STATE CLAIM NUMBER:** M124930

**NAMES OF CLAIMANTS:** Robert and Kathy Bleszinski

**MAILING ADDRESS:** 17449 South Redland Road  
Oregon City, Oregon 97045

**PROPERTY IDENTIFICATION:** Township 2, Range 2E, Section 26A  
Tax lots 3500 and 3801  
Clackamas County

**OTHER INTEREST IN PROPERTY:** Stanley Bleszinski  
16525 South Holcomb Boulevard  
Oregon City, Oregon 97045

**DATE RECEIVED BY DAS:** April 14, 2006

**180-DAY DEADLINE:** October 11, 2006

**I. SUMMARY OF CLAIM**

The claimants, Robert and Kathy Bleszinski, seek compensation in the amount of \$1.3 million 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 34.71-acre subject property into thirty-four 1-acre parcels for residential development.<sup>1</sup> The subject property is located at 16525 South Holcomb Boulevard, near Oregon City, in Clackamas 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 in part. Department staff further 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 Kathy Bleszinski's division of the 34.71-acre subject property into thirty-four 1-acre parcels for residential development: applicable provisions of Statewide Planning Goals 4 (Forest) and 14 (Urbanization), ORS 215 and Oregon Administrative Rule

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<sup>1</sup> The subject property includes two tax lots. Tax lot 3500 consists of 33.99 acres, and tax lot 3801 consists of 0.72 acre.

(OAR) 660-004-0040 and 660, division 6, enacted or adopted after November 1, 1978. These land use regulations will not apply to Kathy Bleszinski only to the extent necessary to allow her to use the subject property for the use described in this report, and only to the extent that use was permitted when she acquired the property on November 1, 1978.

The department has further determined that this claim is not valid as to Robert Bleszinski because the claimants have not established his ownership of the subject property. (See the complete recommendation in Section VI. of this report.)

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

#### **Comments Received**

On August 2, 2006, 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, no written comments were 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, 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 April 14, 2006, for processing under OAR 125, division 145. The claim identifies Clackamas County's zoning 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

The claimants, Robert and Kathy Bleszinski, acquired the subject property on November 1, 1978, as reflected by a real estate contract included with the claim. The Clackamas County Assessor’s Office confirms Kathy Bleszinski’s current ownership of the subject property. However, a 2005–06 tax statement and the Clackamas County Assessor’s Office do not identify Robert Bleszinski as a current owner of the subject property, and there is no other information in the claim to establish Robert Bleszinski’s current ownership.

### Conclusions

Claimant Kathy Bleszinski is an “owner” of the subject property as that term is defined by ORS 197.352(11)(C), as of November 1, 1978. Robert Bleszinski has not established that he is an “owner” of the subject property as that term is defined by ORS 197.352(11)(C).

### 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 a claimant’s 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 a claimant or family member acquired the property.

### Findings of Fact

The claim indicates that the claimants desire to divide the 34.71-acre subject property into thirty-four 1-acre parcels and to develop a dwelling on each parcel. It indicates that the desired use is not allowed under current land use regulations.

The claim is based on the provisions of state law that regulate forest and rural residential zoning. Tax lot 3500 is zoned TBR (Timber) by Clackamas County, as required by Goal 4, in accordance with ORS 215 and OAR 660, division 6, because tax lot 3500 is “forest land” under Goal 4. Goal 4 became effective on January 25, 1975, and requires that forest land be zoned for forest use (see statutory and rule history under OAR 660-015-0000(4)). The forest land administrative rules (OAR 660, division 6) became effective on September 1, 1982, and ORS 215.705 to 215.755 and 215.780 became effective on November 4, 1993 (Chapter 792, Oregon Laws 1993). OAR 660-006-0026 and 660-006-0027 were amended on March 1, 1994, to implement those statutes.

Kathy Bleszinski acquired tax lot 3500 after the adoption of the statewide planning goals but before the Commission acknowledged Clackamas County’s land use regulations to be in

compliance with the statewide planning goals pursuant to ORS 197.250 and 197.251. Because the Commission had not acknowledged the county's plan and land use regulations when Kathy Bleszinski acquired tax lot 3500 on November 1, 1978, the statewide planning goals, and Goal 4 in particular, applied directly to the property when she acquired it.<sup>2</sup>

Goal 4 went into effect on January 25, 1975, "to conserve forest lands for forest uses" and required, "Lands suitable for forest uses shall be inventoried and designated as forest lands. Existing forest land uses shall be protected unless proposed changes are in conformance with the comprehensive plan." Those forest uses were defined as follows: "(1) the production of trees and the processing of forest products; (2) open space, buffers from noise, and visual separation of conflicting uses; (3) watershed protection and wildlife and fisheries habitat; (4) soil protection from wind and water; (5) maintenance of clean air and water; (6) outdoor recreational activities and related support services and wilderness values compatible with these uses; and (7) grazing land for livestock." Specifically, Goal 4 only allowed land divisions that would protect commercial forest lands for commercial forest uses. Dwellings in forest zones could only be allowed if found to be necessary and accessory to one of the enumerated forest uses listed in Goal 4.<sup>3</sup>

No information has been presented in the claim to establish that Kathy Bleszinski's desired division of tax lot 3500 into one-acre parcels and her development of a dwelling on each parcel comply with the Goal 4 standards in effect when Kathy Bleszinski acquired tax lot 3500 in 1978.

Tax lot 3801 is zoned RRFF-5 (Rural Residential Farm Forest) by Clackamas County, consistent with Goal 14, which generally requires that land outside of urban growth boundaries be used for rural uses.

Goal 14 was effective on January 25, 1975, and requires that local comprehensive plans identify and separate urbanizable land from rural land in order to provide for an orderly and efficient transition from rural to urban land use. In 2000, as a result of a 1986 Oregon Supreme Court

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<sup>2</sup> The statewide planning goals became effective on January 25, 1975, and were applicable to legislative land use decisions and some quasi-judicial land use decisions prior to the Commission's acknowledgment of each county's land use regulations. *Perkins v. City of Rajneeshpuram*, 300 Or 1 (1985); *Alexanderson v. Polk County*, 289 Or 427, rev den 290 Or 137 (1980); *Sunnyside Neighborhood Assn. v. Clackamas County*, 280 Or 3 (1977); *Jurgenson v. Union County*, 42 Or App 505 (1979); and *1000 Friends of Oregon v. Benton County*, 32 Or App 413 (November 1, 1978). After the county's plan and land use regulations were acknowledged by the Commission, the statewide planning goals and implementing rules no longer directly applied to such local land use decisions. *Byrd v. Stringer*, 295 Or 311 (1983). However, statutory requirements continue to apply, and insofar as the state and local provisions are materially the same, the local provisions must be interpreted consistent with the substance of the goals and implementing rules. *Foster v. Polk County*, 115 Or App 475 (1992); *Kenagy v. Benton County*, 115 Or App 131 (1992).

<sup>3</sup> Goal 4 prohibited uses that were not enumerated by Goal 4 as permissible uses for forest lands as well as those that were not necessary and accessory to an enumerated forest use. *Lamb v. Lane County*, 7 Or LUBA 137 (1983). Dwellings in forest lands were required to be "necessary and accessory" to show that such dwellings complied with the Goal 4 requirement that local land use regulations must "conserve forest lands for forest uses." *1000 Friends v. LCDC (Curry County)*, 301 Or 447 (1986). A dwelling that may "enhance" forest uses is not "necessary and accessory" to a forest use to the extent required by Goal 4. *1000 Friends of Oregon v. LCDC (Lane County)*, 305 Or 384 (1988). For additional guidance, the Goal 4 provisions were interpreted under OAR 660, division 6, effective on September 1, 1982, in *1000 Friends of Oregon v. LCDC (Lane County)* and in *1000 Friends v. LCDC (Curry County)*.

decision,<sup>4</sup> the Commission amended Goal 14 and adopted OAR 660-004-0040 (Application of Goal 14 to Rural Residential Areas), which was effective on October 4, 2000.

The rule states that if a county rural residential zone in effect on October 4, 2000, specifies a minimum lot size of two acres or more, the area of any new lot or parcel shall equal or exceed the minimum lot size that is already in effect (OAR 660-004-0040(7)(c)). Some relief from this provision is available for lots or parcels having more than one permanent habitable dwelling pursuant to OAR 660-004-0040(7)(h). The rule also provides that a county's minimum lot size requirement in a rural residential zone shall not be amended to allow a smaller minimum lot size without approval of an exception to Goal 14 (OAR 660-004-0040(6)). Because Clackamas County's RRF-5 zone was in effect on October 4, 2000, and requires a minimum lot size of five acres, the minimum lot size for any new lot or parcel must equal or exceed five acres.

As with tax lot 3500, Kathy Bleszinski acquired tax lot 3801 after the adoption of the statewide planning goals, but before the Commission acknowledged Clackamas County's land use regulations to be in compliance with statewide planning goals pursuant to ORS 197.250 and 197.251.

Tax lot 3801 was recognized as resource land when Kathy Bleszinski acquired it in 1978, and because the Commission had not acknowledged Clackamas County's plan and land use regulations when Kathy Bleszinski acquired the property, the statewide planning goals, and particularly Goals 3 (Agricultural Lands) and 4 (Forest Lands), in addition to Goal 14, would have applied directly to tax lot 3801 had Kathy Bleszinski sought the desired use at the time she acquired the property. Alternatively, she would have been required to establish a basis for an exception to compliance with those goals pursuant to the Goal 2 (Land Use Planning) exceptions process. However, through the county's acknowledgement process, tax lot 3801 was ultimately acknowledged as exceptions land pursuant to Goal 2, and zoned by the county for rural residential use.<sup>5</sup> Therefore, while the county could now require that tax lot 3801 be evaluated as resource land, as would have been required in 1978, because of the property's ultimate designation as rural residential exceptions land, the county could also require that Kathy Bleszinski's desired use be subject to compliance directly with Goal 14. The claim does not establish whether Kathy Bleszinski's desired division of tax lot 3801 to create one-acre parcels could have satisfied this standard.

### **Conclusions**

The current zoning requirements, minimum lot size and dwelling standards established by Goal 4, ORS 215.705 to 215.755 and 215.780 and OAR 660-006-0026 and 660-006-0027 and the applicable provisions of Goal 14 and OAR 660-004-0040 were all enacted or adopted after Kathy Bleszinski acquired the subject property on November 1, 1978, and do not allow her desired division and development of the subject property. However, the claim does not establish whether or to what extent Kathy Bleszinski's desired use of the subject property would have been permitted under the laws in effect when she acquired the property in 1978.

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<sup>4</sup> *1000 Friends of Oregon v. LCDC (Curry County)*, 301 Or 447 (1986).

<sup>5</sup> When Clackamas County's plan was acknowledged for compliance with Goal 14 in 1983, the subject property was zoned RA-1, which allowed a one-acre minimum lots size for new lots and parcels.

As explained in Section V.(1) above, the claimants have not established that Robert Bleszinski is an "owner" of the subject property as that term is defined in ORS 197.352(11)(C). Without such demonstration, it is not possible to determine that any laws enforced by the Commission or the department restrict Robert Bleszinski's use of the private real property with the effect of reducing the property's fair market value.

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 Kathy Bleszinski's use of the subject property, and that may continue to apply to her 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 the subject property until there is a specific proposal for that use. When Kathy Bleszinski seeks 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 the land use regulation(s) (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 \$1.3 million as the reduction in the subject property's fair market value due to the regulations that restrict the claimants' desired use of the property. This amount is based on a market value assessment submitted with the claim.

### **Conclusions**

As explained in Section V.(1) of this report, the claimants are Kathy Bleszinski who acquired the subject property on November 1, 1978, and Robert Bleszinski who has not established his current ownership of the property. Without verification of current ownership, Robert Bleszinski is not entitled to compensation under ORS 197.352. Under ORS 197.352, Kathy Bleszinski is due compensation for land use regulations that restrict the use of the subject property and have the effect of reducing its fair market value. Based on the findings and conclusions in Section V.(2) of this report, laws enacted or adopted since Kathy Bleszinski acquired the subject property restrict her desired use of the property. The claimants estimate that the effect of the regulations on the fair market value of the subject property is a reduction of \$1.3 million.

Without an appraisal or other documentation, and without verification of whether or the extent to which Kathy Bleszinski's desired use of the subject property was allowed under the standards in effect when she acquired the property, it is not possible to substantiate the specific dollar amount by which the land use regulations have reduced the fair market value of the property. Nevertheless, based on the evidence in the record for this claim, the department determines 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 4 and 14, ORS 215 and OAR 660-004-0040 and 660 division 6, which Clackamas County has implemented through its TBR and RRFF-5 zones. With the exception of provisions of Goals 4 and 14 adopted before Kathy Bleszinski acquired the subject property on November 1, 1978, these state land use regulations were not in effect when she acquired the 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 statutory, goal and rule restrictions on residential division and development of the subject property are not exempt under ORS 197.352(3)(E) only to the extent they were enacted or adopted after Kathy Bleszinski acquired the property. Provisions of Goals 4 and 14 in effect when she acquired the subject property on November 1, 1978, are exempt under ORS 197.352(3)(E) and will continue to apply to the property.

Other laws in effect when Kathy Bleszinski acquired the subject property, including applicable provisions of Goals 4 and 14, are also exempt under ORS 197.352(3)(E) and will continue to apply to her use of the property. In addition, the department notes that ORS 215.730 and OAR 660, division 6, include standards for dwellings in forest zones. These provisions include fire protection standards for dwellings and for surrounding forest lands. ORS 197.352(3)(B) specifically exempts regulations "restricting or prohibiting activities for the protection of public health and safety, such as fire and building codes. . . ." Accordingly, siting standards for dwellings in forest zones in ORS 215.730 and OAR 660, division 6, are exempt under ORS 197.352(3)(B).

There may be other laws that continue to apply to Kathy Bleszinski's 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 the subject property until there is a specific proposal for that use. When Kathy Bleszinski seeks 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).

The claimants have not established Robert Bleszinski's current ownership of the subject property. Therefore, the question of whether any laws are exempt is not relevant to his claim.

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 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 the 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 present 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, the department finds that the claimants have not established Robert Bleszinski's ownership of the subject property. Therefore, he has not established his entitlement to relief under ORS 197.352. The department further finds that laws enforced by the Commission or the department restrict Kathy Bleszinski's desired use of the subject property. The claim asserts that existing state land use regulations enforced by the Commission or the department have the effect of reducing the fair market value of the subject property by \$1.3 million. However, because the claim does not provide an appraisal or other relevant evidence demonstrating that the land use regulations described in Section V.(2) have reduced fair market value of the subject property, a specific amount of compensation cannot be determined. In order to determine a specific amount of compensation due for this claim, it would also be necessary to verify whether or the extent to which Kathy Bleszinski's desired use of the property was allowed under the standards in effect when she acquired the property. Nevertheless, based on the record for this claim, the department has determined that the laws on which the claim is based 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 Kathy Bleszinski to use the subject property for a use permitted at the time she acquired the property on November 1, 1978.

### **Conclusions**

Based on the record, the department finds that Robert Bleszinski has not established that he is entitled to relief under ORS 197.352(1) as a result of land use regulations enforced by the Commission or the department because he has not established his ownership of the subject property. Therefore, the department recommends that Robert Bleszinski's claim be denied.

The department further recommends that Kathy Bleszinski's 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 Kathy Bleszinski's division of the 34.71-acre subject property into thirty-four 1-acre parcels for residential development: the applicable provisions of Goals 4 and 14, ORS 215 and OAR 660-004-0040 and 660, division 6, enacted or adopted after November 1, 1978. These land use regulations will not apply to Kathy Bleszinski only to the extent necessary to allow her to use the property as described in this report, and only to the extent that the use was permitted when she acquired the property on November 1, 1978.
2. The action by the State of Oregon provides the state's authorization to Kathy Bleszinski to use the subject property for the use described in this report, subject to the standards in effect on November 1, 1978. On that date, the property was subject to the applicable provisions of Goals 4 and 14 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 Kathy Bleszinski first obtains 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 subject property by Kathy Bleszinski 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 Kathy Bleszinski to use the subject property, it may be necessary for her 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 Kathy Bleszinski 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 her use of the subject property.

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

The department issued its draft staff report on this claim on September 19, 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.