



**OREGON DEPARTMENT OF LAND CONSERVATION AND  
DEVELOPMENT**

**ORS 195.300 to ORS 195.336 (MEASURE 49) SUPPLEMENTAL REVIEW  
OF MEASURE 37 CLAIM  
Preliminary Evaluation**

May 20, 2009

**STATE ELECTION NUMBER:** E118577

**CLAIMANTS:** John F. and Carol A. Mills  
38063 SE Coupland Road  
Estacada, OR 97023

**MEASURE 37 PROPERTY  
IDENTIFICATION:** Township 3S, Range 4E:  
Section 23: Tax lots 2000, 2002, 2003  
and 2006  
Section 24: Tax lot 700  
Section 24C: Tax lot 700<sup>1</sup>  
Clackamas County

### **I. ELECTION**

The claimants, John and Carol Mills, filed a claim with the state under ORS 197.352 (2005) (Measure 37) on June 9, 2005, for property located at 38063 SE Coupland Road, near Estacada, in Clackamas County. ORS 195.300 to ORS 195.336 (Measure 49) entitles claimants who filed Measure 37 claims to elect supplemental review of their claims. The claimants have elected supplemental review of their Measure 37 claim under Section 6 of Measure 49, which allows the Department of Land Conservation and Development (the department) to authorize up to three home site approvals to qualified claimants.

### **II. SUMMARY OF PRELIMINARY EVALUATION**

Based on the department's preliminary analysis, it appears that the claimants are qualified for one home site approval on the Measure 37 claim property. The claimants' property, including both the Measure 37 claim property and all contiguous property in the same ownership, currently appears to consist of six lots or parcels, which are developed with two dwellings. The number of lots, parcels and dwellings currently in existence on the Measure 37 claim property and the contiguous property under the same ownership is equal to or exceeds the maximum number of home sites the claimants could qualify for under Section 6 of Measure 49. However, because the

---

<sup>1</sup> The Measure 37 claim property consisted of tax lots 2000, 2002, 2003, 2006, 700 (Section 24) and 700 (Section 24C). Tax lots 2003 and 2006, which are developed with a dwelling, have been sold.

claimants otherwise qualify for relief under Section 6, the claimants appear to qualify for one home site approval on the Measure 37 claim property. After taking into account the number of lots, parcels and dwellings currently located on the Measure 37 claim property and the contiguous property under the same ownership, it appears that the one home site approval will allow the claimants to establish one additional dwelling on tax lots 2000, 2002, or 700 (Section 24C) of the Measure 37 claim property.

Based on the department's preliminary analysis, it appears that the claimants are not eligible for any relief on tax lot 700 (Section 24) under Measure 49 because the claimants would not have been lawfully permitted to establish any additional home sites when they acquired the property.

Based on the department's preliminary analysis, it appears that the claimants are not eligible for any relief under Measure 49 on tax lots 2003 and 2006 because the claimants no longer own tax lots 2003 and 2006 of the Measure 37 claim property.

### **III. THE MAXIMUM NUMBER OF HOME SITE APPROVALS FOR WHICH THE CLAIMANTS MAY QUALIFY**

Under Section 6 of Measure 49, the number of home site approvals authorized by the department cannot exceed the lesser of the following: three; the number stated by the claimant in the election materials; or the number described in a Measure 37 waiver issued by the state, or if no waiver was issued, the number of home sites described in the Measure 37 claim filed with the state. However, if the number of lots, parcels and dwellings currently in existence on the Measure 37 claim property and the contiguous property under the same ownership is equal to or greater than the maximum number of home sites a claimant could otherwise qualify for under Section 6 of Measure 49, a claimant may qualify for only one home site approval.

The claimants have requested three home site approvals in the election material. The Measure 37 waiver issued for this claim describes more than three home sites. However, because it appears that the Measure 37 claim property and contiguous property in the same ownership contain three or more lots or parcels that are developed with dwellings or have been sold, the claimants may qualify for a maximum of one home site approval.

### **IV. PRELIMINARY ANALYSIS OF QUALIFICATION FOR HOME SITE APPROVAL**

#### **1. Preliminary Analysis**

To qualify for a home site approval under Section 6 of Measure 49, a claimant must have filed a Measure 37 claim for the property with either the state or the county in which the property is located on or before June 28, 2007, and must have filed a Measure 37 claim with both the state and the county before Measure 49 became effective on December 6, 2007. If the state Measure 37 claim was filed after December 4, 2006, the claim must also have been filed in compliance with the provisions of OAR 660-041-0020 then in effect.

The claimants, John and Carol Mills, filed a Measure 37 claim, M118577, with the state on June 9, 2005. The claimants filed a Measure 37 claim, ZC157-05, with Clackamas County on June 9, 2005. The state claim was filed prior to December 4, 2006.

It appears that the claimants timely filed a Measure 37 claim with both the state and Clackamas County.

In addition to filing a claim with both the state and the county in which the property is located, to qualify for a home site approval under Section 6 of Measure 49 the claimants must establish each of the following:

**(a) The Claimant is an Owner of the Property**

Measure 49 defines "Owner" as: "(a) The owner of fee title to the property as shown in the deed records of the county where the property is located; (b) The purchaser under a land sale contract, if there is a recorded land sale contract in force for the property; or (c) If the property is owned by the trustee of a revocable trust, the settlor of a revocable trust, except that when the trust becomes irrevocable only the trustee is the owner."

According to the deeds submitted by the claimants, John and Carol Mills are the owners of fee title of tax lots 2000, 2002, 700 (Section 24) and 700 (Section 24C) of the Measure 37 claim property as shown in the Clackamas County deed records and, therefore, are owners of the property under Measure 49.

According to the information submitted by the claimants, John and Carol Mills have not established their ownership of tax lots 2003 and 2006 of the Measure 37 property for the purposes of Measure 49. It appears the claimants have sold tax lots 2003 and 2006 and, therefore, are no longer owners of the property.

**(b) All Owners of the Property Have Consented in Writing to the Claim**

It appears that the claimants are the sole owners of tax lots 2000, 2002, 700 (Section 24) and 700 (Section 24C) of the Measure 37 claim property. Therefore, no additional consent is required.

**(c) The Measure 37 Claim Property Is Located Entirely Outside Any Urban Growth Boundary and Entirely Outside the Boundaries of Any City**

The Measure 37 claim property is located in Clackamas County, outside the urban growth boundary and outside the city limits of the nearest city, Estacada.

**(d) One or More Land Use Regulations Prohibit Establishing the Lot, Parcel or Dwelling**

As stated in Section III above, the claimants may qualify for one home site.

The property is currently zoned Agriculture/Forest (Ag/F) by Clackamas County, in accordance with Goals 3 and 4, as implemented by OAR 660-006-0050. State land use regulations, including applicable provisions of ORS chapter 215 and OAR 660, divisions 6 and 33, generally prohibit the establishment of a lot or parcel less than 80 acres in size in a mixed farm/forest zone and regulate the establishment of dwellings on new or existing lots or parcels.

The Measure 37 claim property consists of 90.01 acres and is developed with two dwellings. Therefore, state land use regulations prohibit the claimants from establishing on the Measure 37 claim property the one additional home site the claimants may qualify for under Section 6 of Measure 49.

**(e) The Establishment of the Lot, Parcel or Dwelling Is Not Prohibited by a Land Use Regulation Described in ORS 195.305(3)**

ORS 195.305(3) exempts from claims under Measure 49 land use regulations:

- (a) Restricting or prohibiting activities commonly and historically recognized as public nuisances under common law;
- (b) Restricting or prohibiting activities for the protection of public health and safety;
- (c) To the extent the land use regulation is required to comply with federal law; or
- (d) Restricting or prohibiting the use of a property for the purpose of selling pornography or performing nude dancing.

Based on the documentation submitted by the claimants, it does not appear that the establishment of the one home site for which the claimants may qualify on the property would be prohibited by land use regulations described in ORS 195.305(3).

**(f) On the Claimant's Acquisition Date, the Claimant Lawfully Was Permitted to Establish at Least the Number of Lots, Parcels or Dwellings on the Property That Are Authorized Under Section 6 of Measure 49**

A claimant's acquisition date is "the date the claimant became the owner of the property as shown in the deed records of the county in which the property is located. If there is more than one claimant for the same property under the same claim and the claimants have different acquisition dates, the acquisition date is the earliest of those dates."

Clackamas County deed records indicate that the claimants acquired tax lot 2002 (20.5 acres) on January 4, 1975, tax lot 2006 (2 acres) on January 4, 1977, tax lots 700 (Section 24C) (2.25 acres) and 2003 (23.74 acres) on January 3, 1984, tax lot 2000 (21.52 acres) on December 30, 1985, and tax lot 700 (Section 24) (20 acres) on February 15, 1996.

On January 3, 1984 and December 30, 1985, the Measure 37 claim property consisted of tax lots 2002, 2006, 2003, 700 (Section 24C) and 2000, which were subject to Clackamas County's acknowledged Transitional Timber District (TT-20) zone. Clackamas County's TT-20 zone required 20 acres for the creation of a new lot or parcel on which a dwelling could be

established. On December 30, 1985, the Measure 37 claim property consisted of 70.01 acres. Therefore, the claimants lawfully could have established the one home site for which the claimants may be eligible on that date of acquisition.<sup>2</sup>

On February 15, 1996, the Measure 37 claim property was subject to Clackamas County's acknowledged Agriculture/Forest zone. Clackamas County's Ag/F zone required 80 acres for the creation of a new lot or parcel on which a dwelling could be established. On February 15, 1996, the Measure 37 property consisted of 90.01 acres, and was developed with one dwelling. Therefore, the claimants lawfully could not have established any additional home sites on the Measure 37 claim property on February 15, 1996. Therefore the claimants were not lawfully permitted to establish a home site in addition to existing development on tax lot 700 on their date of acquisition of that portion of the Measure 37 claim property.

## **2. Preliminary Conclusion**

Based on the preliminary analysis, it appears that the claimants, John and Carol Mills, qualify for one home site approval on tax lots 2000, 2002, and 700 (Section 24C) of the Measure 37 claim property under Section 6 of Measure 49.

However, it appears that the claimants do not qualify for any relief on tax lots 2003 and 2006 because they are not owners of that portion of the Measure 37 claim property, and it appears that the claimants do not qualify for Measure 49 home site approvals on tax lot 700 (Section 24) because the claimants were not lawfully permitted to establish a home site in addition to the existing lots, parcels or dwellings on the claimants' date of acquisition of that portion of the property.

## **V. NUMBER OF LOTS, PARCELS OR DWELLINGS ON OR CONTAINED WITHIN THE PROPERTY**

The number of lots, parcels or dwellings that a claimant is authorized to establish pursuant to a home site authorization is reduced by the number of lots, parcels or dwellings currently in existence on the Measure 37 claim property and any contiguous property under the same ownership according to the methodology stated in Section 6(2)(b) and 6(3) of Measure 49.

Based on the documentation provided by the claimants and information from Clackamas County, the Measure 37 claim property appears to currently include four lots or parcels in the ownership of the claimants that are developed with one dwelling, and two lots or parcels that are developed with one dwelling that are not in the ownership of the claimants. There is no contiguous property under the same ownership. Therefore, the one home site approval the claimants appear to qualify for will allow the claimants to establish one additional dwelling on tax lot 2000, tax lot 2002 or tax lot 700 (Section 24C) of the Measure 37 claim property. The dwelling must be on a separate

---

<sup>2</sup> Because the claimants were lawfully permitted to establish on tax lots 2002, 2006, 2003, 700 (Section 24C) and 2000 of the Measure 37 claim property, the maximum number of home sites for which they may qualify based on the later acquisition date, the department has omitted the lawfully permitted analyses based on the earlier acquisition dates.

lot or parcel, and must be contained within tax lot 2000, tax lot 2002 or tax lot 700 (Section 24C) of the Measure 37 claim property.

## **VI. PRELIMINARY STATEMENT OF PROPOSED LIMITATIONS AND CONDITIONS ON THE NUMBER AND SCOPE OF HOME SITE APPROVALS**

The department has identified the following limitations and conditions that may affect the scope of the home site approval that the claimants would otherwise be entitled to under Section 6 of Measure 49. This list may not be comprehensive and does not preclude the possibility that other considerations, not yet identified by the department, may affect the establishment of a land division or dwelling authorized by the home site approval.

1. The establishment of a land division or dwelling based on a Measure 49 home site authorization must comply with all applicable standards governing the siting or development of the land division or dwelling. However, those standards must not be applied in a manner that prohibits the establishment of the land division or dwelling, unless the standards are reasonably necessary to avoid or abate a nuisance, to protect public health or safety, or to carry out federal law.
2. A home site authorization will not authorize the establishment of a land division or dwelling in violation of a land use regulation described in ORS 195.305(3) or in violation of any other law that is not a land use regulation as defined by ORS 195.300(14).
3. A claimant is not eligible for more than 20 home site approvals under Sections 5 to 11 of Measure 49 regardless of how many properties a claimant owns or how many claims a claimant filed.
4. Temporary dwellings are not considered in determining the number of existing dwellings currently on the property. The claimants may choose to convert any temporary dwelling currently located on the property on which the claimants are eligible for Measure 49 relief to an authorized home site pursuant to a Measure 49 home site approval. Otherwise, any temporary dwelling is subject to the terms of the local permit requirements under which it was approved, and is subject to removal at the end of the term for which it is allowed.
5. A home site approval only authorizes the establishment of a new lot, parcel or dwelling on property on which the claimants are eligible for Measure 49 relief. No additional development is authorized on contiguous property for which no Measure 37 claim was filed or on Measure 37 claim property on which a claimant is not eligible for Measure 49 relief. A lot or parcel established pursuant to a home site approval must either be the site of a dwelling that is currently in existence or be the future site of a dwelling that may be established pursuant to the home site approval.
6. The claimants may use a home site approval to convert a lot, parcel or dwelling currently located on the property on which the claimants are eligible for Measure 49 relief to an authorized home site.

7. The claimants may not implement the relief described in a Measure 49 Home Site Authorization if a claimant has been determined to have a common law vested right to a use described in a Measure 37 waiver for the property. Therefore, if a claimant has been determined in a final judgment or final order that is not subject to further appeal to have a common law vested right as described in section 5(3) of Measure 49 to any use on the Measure 37 claim property, then any Measure 49 Home Site Authorization for the property will be void. However, so long as no claimant has been determined in such a final judgment or final order to have a common law vested right to a use described in a Measure 37 waiver for the property, a use that has been completed on the property pursuant to a Measure 37 waiver may be converted to an authorized home site.
8. A home site approval does not authorize the establishment of a new dwelling on a lot or parcel that already contains one or more dwellings.
9. Because the property is located in a mixed farm and forest zone, the home site authorization will not authorize new lots or parcels that exceed five acres. However, existing or remnant lots or parcels may exceed five acres. Before beginning construction in one of these zones, the owner must comply with the requirements of ORS 215.293. Further, the home site authorization will not authorize new lots or parcels that exceed two acres if the new lots or parcels are located on high-value farmland, on high-value forestland or on land within a ground water restricted area. However, existing or remnant lots or parcels may exceed two acres.
10. Because the property is located in a mixed farm and forest zone, Measure 49 requires new home sites to be clustered so as to maximize suitability of the remnant lot or parcel for farm or forest use. Further, if an owner of the property is authorized by other home site approvals to subdivide, partition, or establish dwellings on other Measure 37 claim properties, Measure 49 authorizes the owner to cluster some or all of the authorized lots, parcels or dwellings that would otherwise be located on land in an exclusive farm use zone, a forest zone or a mixed farm and forest zone on a single Measure 37 claim property that is zoned residential use or is located in an exclusive farm use zone, a forest zone or a mixed farm and forest zone but is less suitable for farm or forest use than the other Measure 37 claim properties.
11. Once the department issues a final home site authorization, a home site approval granted under that authorization will run with the property and will transfer with the property. A home site approval will not expire, except that if a claimant who received a home site authorization later conveys the property to a party other than the claimant's spouse or the trustee of a revocable trust in which the claimant is the settlor, the subsequent owner of the property must establish the authorized lots, parcels and dwellings within 10 years of the conveyance. A lot or parcel lawfully created based on the home site authorization will remain a discrete lot or parcel, unless the lot or parcel lines are vacated or the lot or parcel is further divided, as provided by law. A dwelling lawfully created based on a home site approval is a permitted use.

## VII. NOTICE OF OPPORTUNITY TO COMMENT

A claimant or a claimant's authorized agent, a county and any third party may submit written comments, evidence and information in response to the preliminary evaluation. The comments, evidence and information must be filed with the department no more than twenty-eight (28) calendar days after the date this evaluation is mailed to the claimants and the claimants' agent and notice of this evaluation is mailed to third parties.

The department will mail a copy of all materials timely filed by a county or a third party with the department to the claimants and the claimants' agent. A claimant or a claimant's authorized agent may then file written comments, evidence or information in response to the materials filed by the third party or county. That response must be filed no more than twenty-one (21) calendar days after the date the department mails the materials to the claimants and the claimants' authorized agent.

All comments, evidence and information in response to the preliminary evaluation and all responses to materials filed by a third party or a county shall be delivered to Supplemental Measure 49 Claim Review, 635 Capitol Street NE, Suite 150, Salem, Oregon 97301-2540 and will be deemed timely filed either (1) if actually delivered to the department before the close of business on the final eligible calendar day, or (2) if mailed on or before the final eligible calendar day.

**Note: Please reference the claim number and claimant name and clearly mark your comments as "Preliminary Evaluation Comments." Comments must be submitted in original written form only. Comments submitted electronically or by facsimile will not be accepted.**