

**BALLOT MEASURE 37 (CHAPTER 1, OREGON LAWS 2005)
CLAIM FOR COMPENSATION**

OREGON DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT

Final Staff Report and Recommendation

July 12, 2005

STATE CLAIM NUMBER: M119360

NAME OF CLAIMANT: Lynn and Barbara Lundquist

MAILING ADDRESS: 12503 Southwest Shumway Road
Powell Butte, Oregon 97753

IDENTIFICATION OF PROPERTY: Township 16S, Range 14E, Section 16
Tax Lot 100
Crook County

DATE RECEIVED BY DAS: January 19, 2005

180-DAY DEADLINE: July 18, 2005

I. CLAIM

The claimants, Lynn and Barbara Lundquist, seek compensation in the amount of \$3,990,000 for a 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 partition their property containing approximately 300 acres of land into thirty-three (33) parcels of approximately nine acres each, all with dwellings. The property is located at 12503 Southwest Shumway Road, in the Powell Butte area of Crook County, Oregon.

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 this claim is valid. Department staff recommends, in lieu of just compensation, that the requirements of the following laws enforced by the Land Conservation and Development Commission (the Commission) or the department, not apply to the claimants to allow them to divide and develop their property for residential use: Statewide Planning Goal 3 and applicable provisions of ORS 215 and OAR 660, Division 33, to the extent necessary to allow Mr. and Mrs. Lundquist a use of the subject property permitted at the time they acquired it on July 2, 1976. (See the complete recommendation in Section VI. of this report.)

III. COMMENTS RECEIVED

On February 22, 2005, pursuant to OAR 125-145-0080, the Oregon Department of Administrative Services (DAS) provided written notice to owners of surrounding properties. According to DAS, no written comments, evidence or information were received in response to the 10-day notice.

IV. TIMELINESS OF CLAIM

Requirement

Ballot Measure 37, Section 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 the measure (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 the measure (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 January 19, 2005, for processing under OAR 125, Division 145. The claim identifies Crook County's Exclusive Farm Use (EFU) zoning and state laws that restrict 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 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 Measure 37, based on land use regulation adopted prior to December 2, 2004, and is therefore timely filed.

V. ANALYSIS OF CLAIM

1. Ownership

Ballot Measure 37 provides for payment of compensation of relief from specific laws for "owners" as that term is defined in the measure. Ballot Measure 37, Section 11(C) defines "owner" as "the present owner of the property, or any interest therein."

Findings of Fact

The claimants, Lynn and Barbara Lundquist acquired the subject property by contract on July 2, 1976. (A fulfillment deed was issued on April 23, 1996.) A title report submitted with the claim indicates that title to the subject property is vested in a revocable family trust, the “Lynnwood R. Lundquist and Barbara A. Lundquist, Trustees or a Successor Trustee of the Lynnwood R. Lundquist and Barbara A. Lundquist Trust,” dated May 16, 1994. The transfer to a revocable trust does not create a new current owner for purposes of Ballot Measure 37.

Conclusions

The claimants, Lynn and Barbara Lundquist are “owners” of the subject property as that term is defined in Section 11 of Ballot Measure 37.

2. The Laws that are the Basis for the Claim

In order to establish a valid claim, Section 1 of Ballot Measure 37 requires, in part, that a law must restrict the 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 the claimant or a family member acquired the property.

Findings of fact

The claim states:

“There are three major, in addition to others, regulations that restrict the use of our property beyond which we could do at the time we purchased our property in July 1976. The three measures are Crook County’s Comprehensive Plan, HB 3661 and HB 3326. All three restrict the size of parcel that could be divided from our property compared to what was allowed at time of purchase. When purchased, our property was zoned EFU 9 with no income tests. At present, the minimum size farm parcel that can be divided off is 80 acres plus the remaining parcel needs to be at least 80 acres. In addition, income tests need to be met.”

The claim is based, in part, on the Crook County’s 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 Goal 3 in accord with OAR 660, Division 33 because the claimants’ property is “agricultural land” as defined by Goal 3. Goal 3 became effective on January 25, 1975, and required that agricultural lands as defined by the Goal be zoned EFU. Land that is zoned EFU also is subject to restrictions based on certain provisions of ORS 215 and OAR 660, Division 33. Current land use regulations, particularly ORS 215.263, 215.284, 215.780, along with Goal 3 and OAR 660, Division 33, do not allow the subject property to be divided into parcels less than 80 acres and establish standards for farm and non-farm dwellings.

ORS 215.780 contains 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)

(1993 HB 3661)). ORS 215.263 contains standards for the creation of new parcels for farm uses, non-farm uses and dwellings allowed in an EFU zone; and became effective on October 5, 1973. ORS 215.263 was amended in 2001 by HB 3326 to provide new standards for the creation of new parcels for non-farm dwellings as well as the non-farm dwellings themselves.

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 Lundquists acquired the property on July 2, 1976, when it was zoned Agriculture (AG-9), a qualified EFU zone under ORS Chapters 215 and 308 by Crook County. Under the AG-9 zone, there was a nine-acre minimum parcel size for the creation of new lots or parcels. However, the County's AG-9 zone that applied to the property at that time was not acknowledged by the Commission under the standards for state approval of local comprehensive plans and land use regulations pursuant to ORS 197.250 and 197.251. The Commission acknowledged the Crook County Comprehensive Plan and land use regulations as complying with the Statewide Planning Goals on February 9, 1979 (Acknowledgment Order signed February 16, 1979). Since the Commission had not acknowledged Crook County's comprehensive plan and land use regulations, including the AG-9 zone, when the Lundquists acquired the property on July 2, 1976, Statewide Planning Goal 3 applied directly to property on the date of acquisition.¹ In 1976, the State standards for a land division involving property where the local zoning was not acknowledged were that the resulting parcels must be of a size that are "appropriate for the continuation of the existing commercial agricultural enterprise in the area" (Statewide Planning Goal 3). Further, ORS 215.263 (1975 edition) required that all divisions of land subject to the provisions for EFU zoning comply with the legislative intent set forth in ORS 215.243 (Agricultural Land Use Policy).

Thus, the opportunity to divide the property when the Lundquists acquired it in 1976 was limited to land divisions done consistent with Goal 3, that required the resulting farm or non-farm parcels to be: (1) "appropriate for the continuation of the existing commercial agricultural enterprise in the area;" and (2) shown to comply with the legislative intent set forth in ORS 215.243. (See endnote¹.)

¹ Statewide Planning Goal 3 became effective on January 25, 1975 and was applicable to legislative land use decisions and some quasi-judicial land use decisions where site specific goal provisions applied prior to the Commission's acknowledgment of the County's Goal 3 program on February 9, 1979 (*Sunnyside Neighborhood Assn. v. Clackamas County*, 280 Or 3 (1977), *1000 Friends of Oregon v. Benton County*, 32 Or App 413 (1978), *Jurgenson v. Union County*, 42 Or App 505 (1979), *Alexanderson v. Polk County*, 289 Or 427, rev. denied, 290 Or 137 (1980) and *Perkins v. City of Rajneeshpuram*, 300 Or 1 (1985)). After the county's plan and land use regulations were acknowledged by 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 in substance, the applicable rules must be interpreted and applied by the county in making its decision. *Forster v. Polk County*, 115 Or App 475 (1992) and *Kenagy v. Benton County*, 115 Or App 131 (1992).

As for dwellings allowed under EFU zoning as required by Goal 3 on the date of acquisition in 1976, farm dwellings were allowed if determined to be “customarily provided in conjunction with farm use” under ORS 215.213(1)(e) (1975 edition) and ORS 215.213(3) (1975 edition) authorized a non-farm dwelling only where the dwelling is compatible with farm uses, consistent with the intent of ORS 215.243, does not interfere seriously with accepted farming practices on adjacent lands, does not materially alter the stability of the land use pattern for the area, and is situated on land that is generally unsuitable for production of farm crops and livestock. ORS 215.213(3) (1975 edition).² Before a farm dwelling may be established on agricultural land, the farm use to which the dwelling relates must “be existing.”³ Further, approval of a farm dwelling required that the dwelling be situated on a parcel wholly devoted to farm use.

No information has been provided showing that the claimants’ request for 9 acre parcels complies with either the Goal 3 standard for lot size for farm parcels, or the standards for new parcels under ORS 215.263 (1975 Edition). Nor has any information been provided concerning whether additional dwellings comply with the approval standards for dwellings under ORS 215.213, in effect at the time the Lundquists purchased the property in 1976.

Conclusions

Lot size and dwelling standards established by amendments to Statewide Planning Goal 3, amendments to ORS 215, and OAR 660, Division 33, adopted since the claimants acquired the property in 1976, do not allow the division of the property into parcels less than 80 acres in size or allow the approval of dwellings as may have been possible in 1976. The County’s EFU zone is based on the standards required by Goal 3, ORS 215 and OAR 660, Division 33. Land use laws adopted since 1976 restrict the use of the property from what could have been done when the property was acquired by the claimants in 1976. However, it is unclear whether the claimants’ requested level of development complies with the standards in effect when they acquired the property on July 2, 1976.

3. Effect of Regulations on Fair Market Value

In order to establish a valid claim, Section 1 of Ballot Measure 37 requires that any laws 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 states that the fair market value of the subject property has been reduced by \$3,990,000 as a result of land use laws enacted after they acquired the property in 1976.

² When determining whether land is “generally unsuitable for the production of farm crops and livestock” under ORS 215.213(3) or 215.283(3), the entire parcel or tract must be evaluated rather than a portion thereof. Smith v. Clackamas County 313 Or 519 (1992).

³ *Matteo v. Polk County*, 11 Or LUBA 259, 263 (1984) *affirmed without opinion*, 70 Or App 179 (September 14, 1984) and *Newcomer v. Clackamas County*, 92 Or App 174, *modified* 94 Or App 33, (November 23, 1988).

The claimants have provided information regarding the value of the property based on what is allowed under current land use regulations as compared with the assumed value if developed into thirty-three (33), 9-acre residential parcels.

There is no certified appraisal to substantiate the claimed values either before or with state land use regulations.

Conclusions

As explained in section V. (1) of this report, Lynn and Barbara Lundquist are the current owners of the subject property as of July 2, 1976. Thus, under Ballot Measure 37, the Lundquists are due compensation for land use laws 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 the claimants acquired the property restrict division of the subject property. The 300 acre parcel cannot be partitioned into thirty-three (33) parcels of approximately nine acres each as the claimants say was allowed when they acquired the property in 1976. While it appears unlikely that the standards in effect when the claimants acquired the property would permit this requested level of development, the department acknowledges that the laws adopted since 1976 and currently in effect reduce the fair market value of the subject property to some extent. The claim asserts this amount to be \$3,990,000. However, without an appraisal or other substantiating documentation, and without verification of the uses allowed when the claimants 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 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 Section 3 of Measure 37

Ballot Measure 37 does not apply to certain land use regulations. In addition, under Section 3 of the Measure, certain types of laws are exempt from the Measure.

Findings of Fact

The claim is based on Crook County's EFU zone and the related provisions of state law that have restricted use of the property and reduced its fair market value. These are Statewide Planning Goal 3, "Agricultural Lands," and applicable provisions of ORS 215 and OAR 660, Division 33. All of the specific state land use regulations cited in the claim (HB 3661 and HB 3326) were enacted after the claimants acquired the property in 1976, and do restrict the use of the property in a manner that likely reduces its fair market value. With the exception of provisions of Goal 3 and ORS 215 in effect when the claimants acquired the property, none of the laws identified in the claim are exempt, either on their face or as applied to the subject property, under Section 3 of Ballot Measure 37.

Conclusions

It appears that the general statutory, goal and rule restrictions on the division, residential development and use of agricultural land apply to the owner's use of the property, and for the most part these laws would not come under any of the exemptions in Measure 37. The restrictions in ORS 215 in effect when the claimants acquired the property will continue to apply to the property. There may be other specific laws that continue to apply under one or more of the exemptions in the Measure, or because they are laws that are not covered by the Measure to begin with.

VI. FORM OF RELIEF

Section 1 of Measure 37 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 to not apply the law 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 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 in this report, laws enforced by the Commission or the department, prohibit the division of the subject property into thirty-three (33) 9-acre parcels with dwellings on them. These restrictions reduce the fair market value of the subject property to some extent, though it is unclear what level of development would be allowed under the laws in effect in 1976 when the claimants acquired the property. The claim asserts this amount to be \$3,990,000. Although the claim provides an explanation about how the specified restrictions reduce the fair market value of the property, no appraisal or other substantiating documentation was submitted and it is not possible to substantiate the specific dollar amount the claimants demand for compensation. Nevertheless, the department acknowledges that state land use laws 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 just compensation, Measure 37 authorizes the department to modify, remove, or not apply all or parts of certain state land use regulations to allow the Lundquists to use the subject property for a use permitted at the time they acquired the property on July 2, 1976.

As explained in Section V. (2) of this report, the claimants acquired the property on July 2, 1976. At that time, the property was zoned AG-9 subject to Statewide Planning Goal 3 and the applicable goal and statutory standards for new farm and non-farm parcels and dwellings as explained in that section.⁴

⁴ An indication of how these land division and dwelling standards applied to the property when it was acquired and that comply with the Goal 3 minimum lot size standard, ORS 215.263 and the farm and non farm dwelling standards under ORS 215.213 are the land division and dwelling standards in the County's acknowledged EFU zone. The

Conclusions

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

1. In lieu of compensation under Measure 37, the State of Oregon will not apply the following laws to the Lundquist's division of their property or to the establishment of a single family dwelling on each lot or parcel created: applicable provisions of Statewide Planning Goal 3 enacted after 1976, applicable provisions of ORS 215.263, 215.780 and 215.284 enacted after 1976; and applicable provisions of OAR 660, Division 33. These land use regulations will not apply to the Lindquist's' use of their property only to the extent necessary to allow the claimants to a use permitted at the time they acquired the property.
2. The action by the State of Oregon provides the state's authorization to the claimants to use their property subject to the standards in effect on July 2, 1976. On that date, the property was subject to Statewide Goal 3 and applicable provisions of ORS 215 (1975 editions). (See endnote.ⁱⁱ)
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 215.412 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 Measure 37 including, without limitation, those laws exempted under section (3) of the Measure.
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 Measure 37 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 Measure 37 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 June 24, 2005. OAR 125-145-0100(3), provided an opportunity for the claimant or the claimant's authorized agent and any

acknowledged EFU zone for Crook County established a 40-acre minimum for new parcels and required that farm and non-farm dwellings comply with the applicable standards under ORS 215.213.

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.

Endnotes

ⁱ As noted, Goal 3 “Agricultural Lands” became effective on January 25, 1975, and was applicable to legislative land use decisions and some quasi-judicial land use decisions where site specific goal provisions apply prior to acknowledgement of a jurisdiction’s comprehensive plan and land use regulations. After the local plan and land use regulations are acknowledged by the Commission, the statewide planning goals and implementing rules no longer directly apply to such local land use decisions. However, after acknowledgment, interpretation of the local county code provisions must be consistent with the goal and rule standards with which they were acknowledged to be in compliance.

The Goal 3 standard for the review of land divisions or the establishment of a minimum lot size states:

“Such minimum lot sizes as are utilized for any farm use zones shall be appropriate for the continuation of the existing commercial agricultural enterprise within the area.”

On August 20, 1977, the Commission distributed a policy paper explaining the meaning of the Goal 3 minimum lots size standard (see “Common Questions about Goal #3; Agricultural Lands” (August 30, 1977, as revised and added to July 12, 1979). Further interpretation of the Goal 3 minimum lot size standard can be found in *Meeker v Clatsop County*, *Jurgenson v. Union County*, 42 Or App 505 (1979), *Alexanderson v. Polk County*, 289 Or 427, rev. denied, 290 Or 137 (1980) and *Thede v. Polk County*, 3 Or LUBA 336 (1981).

In 1982, the policy paper and court decisions were incorporated into an administrative rule to guide the interpretation and application of the Goal 3 minimum lot size standard (see OAR 660, Division 5, specifically rules 15 and 20 effective July 21, 1982).

For further guidance on the interpretation and application of this standard and rule see *Kenagy v. Benton County*, 6 Or LUBA 93 (7/16/82); *Goracke v. Benton County*, 8 Or LUBA 128 (6/8/83); 68 Or App 83 (5/9/84); 12 Or LUBA 128 (9/26/84); 13 Or LUBA 146 (4/4/85); 74 Or App 453 (7/17/85), rev. denied 300 Or 322 (11/26/85); and OAR 660-05-015 and 020 as amended effective June 7, 1986 (repealed effective August 7, 1993).

The 1982 administrative rule (OAR 660-05-015 and 020) was further amended to incorporate the holdings of these cases (effective June 7, 1986, and repealed effective August 7, 1993).

ⁱⁱ To comply with the department’s decision to not apply those land use regulations that restrict the claimants’ use of their property, to allow the claimants to apply to Crook County for a use permitted at the time they acquired the subject property, Crook County may directly apply:

1. The Goal 3 minimum lot size standard for farm parcels, and the requirements of ORS 215.263(1) (1975 edition). For guidance, these provisions were interpreted under OAR 660, Division 5, specifically rules 15 and 20 effective July 21, 1982, and as amended June 7, 1986; or
2. For the purpose of determining an appropriate minimum lot size under Goal 3, the county may rely on its acknowledged EFU zone adopted November 8, 1978, (Ordinance No. 18) in order to comply with statewide goal 3 and specifically the goal 3 minimum lot size standard; and
3. The applicable standards for farm or non-farm dwellings under ORS 215.213 (1975 edition)