



**OREGON DEPARTMENT OF LAND CONSERVATION AND  
DEVELOPMENT**

**ORS 195.300 to ORS 195.336 (MEASURE 49) SUPPLEMENTAL REVIEW  
OF MEASURE 37 CLAIM  
Final Order of Denial**

**STATE ELECTION NUMBER:**

E130867

**CLAIMANTS:**

Joel H. and Patricia E. Waldron  
1341 Harlan Street  
Roseburg, OR 97470

**MEASURE 37 PROPERTY  
IDENTIFICATION:**

Township 27S, Range 6W, Section 16AD  
Tax lots 2100 and 2200  
Douglas County

The claimants, Joel and Patricia Waldron, filed a claim with the state under ORS 197.352 (2005) (Measure 37) on November 17, 2006, for property located at 1341 Harlan Street, near Roseburg, in Douglas 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.

This Final Order of Denial is the conclusion of the supplemental review of this claim.

**I. ANALYSIS OF CLAIM**

**A. Maximum Number of Home Sites 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. 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. Therefore, the claimants may qualify for a maximum of three home site approvals under Section 6 of Measure 49.

**B. Qualification Requirements**

To qualify for a home site approval under Section 6 of Measure 49, the claimants must meet each of the following requirements:

## **1. Timeliness of Claim**

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.

## **Findings of Fact and Conclusions**

The claimants, Joel and Patricia Waldron, filed a Measure 37 claim, M130867, with the state on November 11, 2006. The claimants filed a Measure 37 claim, M37-86, with Douglas County prior to January 31, 2007. The state claim was filed prior to December 4, 2006.

The claimants timely filed a Measure 37 claim with both the state and Douglas County.

## **2. 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."

## **Findings of Fact and Conclusions:**

According to the deeds submitted by the claimants, Joel and Patricia Waldron are the owners of fee title to the property as shown in the Douglas County deed records and, therefore, are owners of the property under Measure 49.

Douglas County has confirmed that the claimants are the current owners of the property.

## **3. All Owners of the Property Have Consented in Writing to the Claim**

All owners of the property must consent to the claim in writing.

## **Findings of Fact and Conclusions:**

All owners of the property have consented to the claim in writing.

## **4. The Property Is Located Entirely Outside Any Urban Growth Boundary and Entirely Outside the Boundaries of Any City**

The Measure 37 claim property must be located entirely outside any urban growth boundary and entirely outside the boundaries of any city.

**Findings of Fact and Conclusions:**

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

**5. One or More Land Use Regulations Prohibit Establishing the Lot, Parcel or Dwelling**

One or more land use regulations must prohibit establishing the requested lot, parcel or dwelling.

**Findings of Fact and Conclusions:**

The property is currently zoned Rural Residential (RR-2) by Douglas County, in accordance with Goal 14, which prohibits the urban use of rural land and requires local comprehensive plans to identify and separate urbanizable from rural land in order to provide for the orderly and efficient transition from rural to urban use. State laws, namely Goal 14 and OAR 660-004-0040, prohibit the establishment of a lot or parcel less than the size established in the County rural residential zone in existence on October 4, 2000, if the zone in existence on that date had a minimum lot size of two or more acres. Douglas County's RR-2 zone requires a minimum lot size of two acres.

The claimants' property consists of 4.2 acres. Therefore, state land use regulations prohibit the claimants from establishing on the Measure 37 claim property one of the three home sites the claimants may qualify for under Section 6 of Measure 49.

**6. 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.

**Findings of Fact and Conclusions**

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

**7. 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."

**Findings of Fact and Conclusions**

Douglas County deed records indicate that the claimants acquired tax lot 2100 (2.10 acres) on November 30, 1976 and tax lot 2200 (2.10 acres) on December 3, 1976.

The claimants acquired the Measure 37 claim property after adoption of the statewide planning goals, but before the Commission acknowledged Douglas County's comprehensive plan and land use regulations to be in compliance with those goals pursuant to ORS 197.250 and 197.251. At that time, the Measure 37 claim property was zoned Suburban Residential (SR) by Douglas County, which required a minimum of 15,000 square feet for the creation of a new lot or parcel on which a dwelling could be established. However, the Commission had not acknowledged that zone for compliance with the goals when the claimants acquired the property. Accordingly, the statewide planning goals, and in particular Goal 14, applied directly to the Measure 37 claim property when the claimants acquired it.

On November 30, 1976 and December 3, 1976, Goal 14 required counties "[t]o provide for an orderly and efficient transition from rural to urban land use \* \* \*." The Goal required the creation of urban growth boundaries to "identify and separate urbanizable land from rural land," and prohibited the location "urban uses" outside urban growth boundaries without the approval of a Goal 2 Exception to Goal 14. In general, and consistent with subsequent judicial interpretation and LCDC rules implementing Goal 14, urban uses included residential lots or parcels less than two acres in size.

On January 18, 1983, the Commission acknowledged the application of Douglas County's Rural Residential (RR-2) zone to the Measure 37 claim property. The Commission's acknowledgement of Douglas County's Rural Residential (RR-2) zone confirmed that zone's compliance with Goal 14 and ORS chapter 215. Douglas County's Rural Residential (RR-2) zone required 2 acres for the creation of a new lot or parcel on which a dwelling could be established. The claimants' property consists of 4.2 acres. Therefore, on the claimants' acquisition date they could have established only two of the three requested home sites in the zone that was ultimately acknowledged to comply with the statewide planning goals and implementing regulations.

Based on the evidence in the record and consistent with judicial and regulatory authority, under a direct application of the goals, prior to acknowledgement, a lot or parcel of at least two acres or more could have complied with the requirements of Goal 14. However, division of the 4.2-acre property into more than two lots or parcels would necessarily result in new lots or parcels of less than two acres. Therefore, without additional evidence to establish that as applied to the subject

property the requested parcels of less than two acres would have satisfied the requirements of Goal 14, the claimants lawfully could have created on their acquisition date no more than the two residential lots or parcels that they may already establish under current law. Unless additional evidence can establish that in this instance a direct application of Goal 14 would have allowed the claimants to establish smaller lots or parcels, it appears that the claimants do not qualify for any home sites on the Measure 37 claim property.

## **II. COMMENTS ON THE PRELIMINARY EVALUATION**

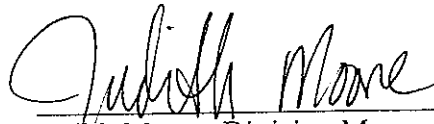
The department issued its Preliminary Evaluation for this claim on November 24, 2009. Pursuant to OAR 660-041-0090, the department provided written notice to the owners of surrounding properties. No written comments were received in response to the 28-day notice.

## **III. CONCLUSION**

Based on the analysis above, the claimants do not qualify for Measure 49 home site approvals because they are not currently prohibited from establishing the two home sites they appear to have been lawfully permitted to establish.

IT IS HEREBY ORDERED that this Final Order of Denial is entered by the Director of the Department of Land Conservation and Development as a final order of the department and the Land Conservation and Development Commission under ORS 197.300 to ORS 195.336 and OAR 660-041-0000 to 660-041-0160.

FOR THE DEPARTMENT AND THE LAND  
CONSERVATION AND DEVELOPMENT  
COMMISSION:



Judith Moore, Division Manager  
Dept. of Land Conservation and Development  
Dated this 21<sup>st</sup> day of January 2010.

#### 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 is available to anyone who is an owner of the property as defined in Measure 49 that it the subject of this final determination, or a person who timely submitted written evidence or comments to the department concerning this final determination.
2. 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 must be filed in the Circuit Court in the county in which the affected property is located. Upon motion of any party to the proceedings, the proceedings may be transferred to any other county with jurisdiction under ORS 183.484 in the manner provided by law for change of venue.
3. Judicial review of this final determination is limited to the evidence in the record of the department at the time of its final determination. Copies of the documents that comprise the record are available for review at the department's office at 635 Capitol St. NE, Suite 150, Salem, OR 97301-2540. Judicial review is only available for issues that were raised before the department with sufficient specificity to afford the department an opportunity to respond.