



OREGON DEPARTMENT OF LAND CONSERVATION AND
DEVELOPMENT

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

Amended Final Order and Home Site Authorization on Reconsideration

STATE ELECTION NUMBER:

E132637AA^{1,2}

CLAIMANT:

Sea Lion Caves, Inc.
91560 Highway 101
Florence, OR 97439

MEASURE 37 PROPERTY

IDENTIFICATION:

Township 17S, Range 12W, Section 03,
Tax lot 200 (Southern portion, West of Hwy
101)
Lane County

AGENT CONTACT INFORMATION:

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The claimant, Sea Lion Caves, Inc., filed a claim with the state under ORS 197.352 (2005) (Measure 37) on December 1, 2006, for property located at the coordinates listed above, near Florence, in Lane 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 claimant has elected supplemental review of its 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.³

¹ Claim E132637A has been split into two claims, claim E132637A addressing the northwestern part of tax lot 200 and claim E132637AA addressing the southwestern part of tax lot 200. The department has determined that the northwestern part of tax lot 200 and the southwestern part of tax lot 200 are not contiguous to each other. This determination was based on information obtained from the Oregon Department of State Lands that demonstrated that the submersible lands of the Pacific Ocean, owned by the state of Oregon, separate the northwestern part of tax lot 200 and the southwestern part of tax lot 200.

² Claim E132637 has been split into four claims, E132637A, E132637AA, E132637B and E132637C because the Measure 37 claim sought relief for four non-contiguous parcels. Claim E132637A addresses the claimant's eligibility for Measure 49 relief on of the northern portion of tax lot 200 west of Highway 101 and tax lots 500 and 600; E132637AA addresses its eligibility for Measure 49 relief on of the southern portion of tax lot 200 west of Highway 101; E132637B addresses its eligibility for relief on the southeast portion of tax lot 200, east of Highway 101; and E132637C addresses its eligibility for relief on the northeast portion of tax lot 200, east of Highway 101.

³ The claimant initially elected to have this claim reviewed under Section 7 of Measure 49, but amended its election to request review under Section 6.

This Amended Final Order and Home Site Authorization on Reconsideration is the conclusion of the supplemental review of this claim.

I. ANALYSIS OF CLAIM

A. Maximum Number of Home Sites for Which the Claimant 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 claimant has requested three home site approvals in the election material. No waiver was issued for this claim. The Measure 37 claim filed with the state describes unspecified mixed residential and commercial development. Therefore, the claimant 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 claimant 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 claimant, Sea Lion Caves, Inc., filed a Measure 37 claim, M132637, with the state on December 1, 2006. The claimant filed a Measure 37 claim, PA06-7221, with Lane County on December 1, 2006. The state claim was filed prior to December 4, 2006.

The claimant timely filed a Measure 37 claim with both the state and Lane 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 deed submitted by the claimant, Sea Lion Caves, Inc. is the owner of fee title to the property as shown in the Lane County deed records and, therefore, is an owner of the property under Measure 49.

Lane County has confirmed that the claimant is the current owner 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 Lane County, outside the urban growth boundary and outside the city limits of the nearest city, Florence.

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 southwest portion of tax lot 200 (west of Highway 101 and approximately 17 acres) is currently zoned Parks and Recreation (PR) by Lane County, in accordance with the acknowledged Lane County Rural Comprehensive Plan. The PR zone, which has been acknowledged to comply with the Statewide Planning Goals, restricts the establishment of residential dwellings on new or existing lots or parcels. Therefore, state land use regulations prohibit the claimant from establishing on this portion of the Measure 37 claim property the three home sites the claimant may qualify for under Section 6 of Measure 49.

Tax lot 200 is also zoned with a Significant Natural Shoreland overlay (SN) in accordance with the acknowledged Lane County Rural Comprehensive Plan, Goal 17, ORS Chapter 196 and OAR 660, Division 15. The acknowledged SN zone generally prohibits development on parcels less than ten acres and restricts the establishment of dwellings on new or existing lots or parcels.

The claimant's property consists of approximately 17 acres. Therefore, state land use regulations prohibit the claimant from establishing on the Measure 37 claim property the three home sites the claimant 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 claimant, it does not appear that the establishment of the three home sites for which the claimant may qualify on the property necessarily is prohibited by land use regulations described in ORS 195.305(3). However, to the extent the establishment of home sites would violate restrictions or prohibitions on activities for the protection of public health and safety; or would violate existing land use regulations that are required to comply with federal law, this claim would be exempt from relief under 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

Lane County deed records indicate that the claimant acquired the property on July 1, 1971.

On July 1, 1971, the Measure 37 claim property was not subject to any local or state laws that would have prohibited the claimant from establishing at least three lots or parcels and at least three dwellings. Therefore, it appears the claimant lawfully could have established the three home sites the claimant qualifies for under Section 6 of Measure 49.

II. COMMENTS ON THE PRELIMINARY EVALUATION AND FINAL ORDER

The department issued its Preliminary Evaluation for this claim on March 29, 2010. Pursuant to OAR 660-041-0090, the department provided written notice to the owners of surrounding properties. Comments received have been taken into account by the department in the issuance of this Amended Final Order and Home Site Authorization on Reconsideration. The claimant's attorney submitted comments, but did not provide sufficient documentation to establish that the northwest and southwest portions of tax lot 200 are not contiguous. The department issued its Final Order for this claim on June 28, 2010. The claimant requested reconsideration of that Final Order and the department obtained information from the Department of State Lands that the two portions of tax lot 200 are not contiguous. This Amended Final Order and Home Site Authorization on Reconsideration includes the department's revised determination and supersedes the previously issued final order.

Several comments were received disputing the division of Measure 37 claim E132637 into claims E132637A, B and C. The department divides claims that include non-contiguous property. Review of the deeds transferring the property at issue in this claim indicates that the property making up Highway 101 is not in the ownership of the claimants. Based on this the department concluded that the property divided by the highway was not contiguous and divided the claim accordingly.

Many of the comments asserted that because the property is one tax lot, and there is not evidence the property has been partitioned, it is one parcel and therefore the property should be considered contiguous. As cited in the comments, Oregon law does define the partitioning of land as the division of land to create not more than three parcels of land within a calendar year. ORS § 92.010(8). Excluded from that definition is property that is "divided by the sale or grant of property for state highway, county road, city street or other right of way purposes." ORS § 92.010(8)(d). Therefore, such land continues to be a single unit of land, and thus contiguous, until the property is further subdivided or partitioned. However, this definition and its exclusions do not apply retroactively and prior to this statute intervening ownership was assumed to divide property into multiple parcels. *Lovinger v. Lane County*, 206 Or. App. 557, 567 (2006). Thus, a landowner's conveyance of fee title in a strip of land for purposes of the road before the legislature enacted the statute on September 29, 1991 would result in the effective partition of the land. Because this section of Highway 101 was transferred in fee prior to September 29, 1991 the department determined that portions of the property were not contiguous.

Many comments were also received asserting that the establishment of the home sites on this property would be prohibited by a land use regulation described in ORS § 195.305(3). Under ORS § 195.305 Section 7(5)(e) Measure 49 relief cannot be approved if the establishment of the lot, parcel or dwelling is "prohibited by a land use regulation described in ORS § 195.305(3)." In other words, if a land use regulation, as defined in Measure 49, prohibits development as described in ORS § 195.305(3), the claim must be denied. "Land use regulation" as defined in Measure 49, ORS § 195.300(14), means:

- (a) A statute that establishes a minimum lot or parcel size;

- (b) A provision in ORS 227.030 to 227.300, 227.350, 227.400, 227.450 or 227.500 or in ORS chapter 215 that restricts the residential use of private real property;
- (c) A provision of a city comprehensive plan, zoning ordinance or land division ordinance that restricts the residential use of private real property zoned for residential use;
- (d) A provision of a county comprehensive plan, zoning ordinance or land division ordinance that restricts the residential use of private real property;
- (e) A provision of the Oregon Forest Practices Act or an administrative rule of the State Board of Forestry that regulates a forest practice and that implements the Oregon Forest Practices Act;
- (f) ORS 561.191, a provision of ORS 568.900 to 568.933 or an administrative rule of the State Department of Agriculture that implements ORS 561.191 or 568.900 to 568.933;
- (g) An administrative rule or goal of the Land Conservation and Development Commission; or
- (h) A provision of a Metro functional plan that restricts the residential use of private real property.

ORS 195.305(3) describes 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.

In order to deny a claim based on ORS 195.305(6)(6)(e), a regulation must fit within a category of 195.300(14) and prohibit development as described in 195.305(3). The department has not determined that the establishment of the three home sites for which the claimant qualifies on the property is prohibited by a land use regulation described in ORS 195.305(3). However, to the extent that there is a standard identified at the county level that would prohibit the establishment of home sites in order to avoid or abate a nuisance, for the protection of public health and safety; or to comply with federal law, the county may deny permits to develop pursuant to this authorization, under section 11(1) of Measure 49.

III. CONCLUSION

Based on the analysis above, the claimant qualifies for up to three home sites. However, the number of lots, parcels or dwellings that a claimant may 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 claimant and information from Lane County, the Measure 37 claim property includes one lot or parcel and no dwellings. There is no contiguous property under the same ownership. Therefore, the three home site approvals the claimant qualifies for under Section 6 of Measure 49 will authorize the claimant to establish two additional lots or parcels and three dwellings on the Measure 37 claim property. Each dwelling must be on a separate lot or parcel and must be contained within the Measure 37 claim property.

IV. HOME SITE AUTHORIZATION

Based on the analysis set forth above, this claim is approved, and the claimant qualifies for three home site approvals. As explained in section III above, after taking into account the number of existing lots, parcels or dwellings, the claimant is authorized for two additional lots or parcels and three dwellings on the property on which the claimant is eligible for Measure 49 relief, subject to the following terms:

1. Each dwelling must be on a separate lot or parcel, and must be contained within the property on which the claimant is eligible for Measure 49 relief. The establishment of a land division or dwelling based on this 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. This 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. If the claimant has developed the limit of twenty home sites under Measure 49, the claimant is no longer eligible for the home site approvals that are the subject of this order.
4. The number of lots, parcels or dwellings a claimant may establish under this home site authorization is reduced by the number of lots, parcels and dwellings currently in existence on the Measure 37 claim property and contiguous property in the same ownership, regardless of whether evidence of their existence has been provided to the department. If, based on the information available to the department, the department has calculated the number of currently existing lots, parcels or dwellings to be either greater than or less than the number of lots, parcels or dwellings actually in existence on the Measure 37 claim property or contiguous property under the same ownership, then the number of additional lots, parcels or dwellings a claimant may establish pursuant to this home site authorization must be adjusted according to the methodology stated in Section 6(2)(b) and 6(3) of Measure 49. Statements in this amended final order on reconsideration regarding the number of lots, parcels or dwellings currently existing on the Measure 37 claim property and contiguous property are not a determination on the current legal status of those lots, parcels or dwellings.


5. Temporary dwellings are not considered in determining the number of existing dwellings currently on the property. The claimant may choose to convert any temporary dwelling currently located on the property on which the claimant is eligible for Measure 49 relief to an authorized home site pursuant to a 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.
6. A home site approval only authorizes the establishment of a new lot, parcel or dwelling on the property on which the claimant is 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 the 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 site of a dwelling that may be established pursuant to the home site approval.
7. The claimant may use a home site approval to convert a lot, parcel or dwelling currently located on the property on which the claimant is eligible for Measure 49 relief to an authorized home site. If the number of lots, parcels or dwellings existing on the property on which the claimant is eligible for Measure 49 relief exceeds the number of home site approvals the claimant qualifies for under a home site authorization, the claimant may select which existing lots, parcels or dwellings to convert to authorized home sites; or may reconfigure existing lots, parcels or dwellings so that the number is equivalent to the number of home site approvals.
8. The claimant may not implement the relief described in this 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 this Measure 49 Home Site Authorization is 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.
9. 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. The claimant may be required to alter the configuration of the lots or parcels currently in existence on the Measure 37 claim property and contiguous property so that each additional dwelling established on the property on which the claimant is eligible for Measure 49 relief, pursuant to this home site authorization, is sited on a separate lot or parcel.
10. If an owner of the property is authorized by other home site authorizations 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/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/forest zone, but is less suitable for farm or forest use than the other Measure 37 claim properties.

11. If the claimant transferred ownership interest in the Measure 37 claim property prior to the date of this order, this order is rendered invalid and authorizes no home site approvals. Provided this order is valid when issued, a home site approval authorized under this order runs with the property and transfers with the property. A home site approval will not expire, except that if a claimant who received this 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 this amended 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 this amended site approval is a permitted use.
12. 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, this home site authorization will not authorize the use of the property unless the claimant 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.

IT IS HEREBY ORDERED that this Amended Final Order and Home Site Authorization on Reconsideration is entered by the Director of the Department of Land Conservation and Development as an amended final order on reconsideration 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:



Kristin May, Division Manager
Dept. of Land Conservation and Development
Dated this 10th day of December, 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 is 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.