BEFORE THE LAND USE BOARD OF APPEALS
OF THE STATE OF OREGON
FRIENDS OF UMATILLA COUNTY, ROBERT KLEIN and NORMAN KRALMAN, Petitioners,
vs.
UMATILLA COUNTY, Respondent, and

POWERLINE RANCH, LLC, VINEYARD GROUP, LLC, HIGH RIDGE PROPERTIES, LLC and NORTH SLOPE MANAGEMENT, LLC, Intervenors-Respondents.

LUBA Nos. 2008-102, 2008-103, 2008-104 and 2008-105
FINAL OPINION
AND ORDER
Appeal from Umatilla County.
Daniel Kearns, Portland, filed the petition for review and argued on behalf of petitioners. With him on the brief was Reeve Kearns, PC.

No appearance by Umatilla County.
John M. Junkin, Portland, and Patricia Sullivan, Pendleton, filed the response brief and argued on behalf of intervenors-respondents. With them on the brief was Bullivant Houser Bailey PC and Corey Byler Rew Lorenzen \& Hojem LLP.

HOLSTUN, Board Member; BASSHAM, Board Chair, participated in the decision.
RYAN, Board Member, did not participate in the decision.
AFFIRMED 11/25/2008
You are entitled to judicial review of this Order. Judicial review is governed by the provisions of ORS 197.850.

## NATURE OF THE DECISION

Petitioners appeal four county decisions that approve partitions of four separate parcels in the county's exclusive farm use (EFU) zone.

## MOTION TO INTERVENE

Powerline Ranch, LLC, Vineyard Group, LLC, High Ridge Properties, LLC and North Slope Management, LLC (intervenors), the applicants below, move to intervene on the side of the respondent in this appeal. There is no opposition to the motion and it is granted.

## FACTS

The four decisions that are before us in this appeal are the county's decisions following our remand in Friends of Umatilla County v. Umatilla County, 55 Or LUBA 330 (2007). Those decisions are closely related and these appeals were previously consolidated for LUBA review. OAR 661-010-0055. Three of the challenged partitions create at least one new parcel that is approximately 80 acres in size and the fourth partition creates a new 95-acre parcel. A table showing the original acreage of the four partitioned tax lots and the acreages of the new parcels that are created by the partitions is set out below:

| TL 400 (170.50 Ac ) | TL 401 (214.53 ac) | TL 802 (372.64 Ac) | TL 803 (231.64 Ac) |
| :--- | :--- | :--- | :--- |
| Parcel 1 = 80.02 Ac | Parcel 1 = 85.13 Ac | Parcel 1 = 80.45 Ac | Parcel 1 = 95.20 Ac |
| Parcel 2 = 90.48 Ac | Parcel 2 = 129.40 Ac | Parcel 2 = 161.00 Ac | Parcel 2 = 136.44 Ac |
|  |  | Parcel 3 = 131.19Ac |  |

The nominal minimum parcel size in the county's EFU zone is 160 acres. However the Umatilla County Comprehensive Plan (UCCP) includes policies that authorize division of EFU-zoned land to create new parcels for farm use that are smaller than 160 acres, through a county-developed process that is called circular area review. The county uses circular area review to ensure that the resulting parcels are not too small to continue the

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commercial agricultural enterprise in the area where the partition occurs. ${ }^{1}$ These UCCP policies are implemented by Umatilla County Development Code (UCDC) 152.710. The circular area review criterion that the county applied in this case to approve parcels with less than 160 acres appears at UCDC $152.710(\mathrm{C})(3)(\mathrm{a})(1)$. In their first assignment of error, petitioners allege the county improperly interpreted and applied the UCDC 152.710(C)(3)(a)(1) circular area review criterion. In their second assignment of error, petitioners argue the county erred by approving partitions of EFU-zoned parcels into new parcels of less than 160 acres, without also approving a variance for such new parcels. In their final assignment of error, petitioners allege the county erred by failing to apply UCCP Grazing/Forest Policies 6 and 7.

## FIRST ASSIGNMENT OF ERROR

It is not disputed that UCDC 152.710(C)(3)(a)(1) applies in cases where the county is asked to approve divisions of EFU-zoned land into parcels of less than 160 acres for farm use, where no dwelling is proposed as part of the division. All four partitions in this consolidated appeal are such partitions. UCDC 152.710 (C)(3)(a)(1) is the criterion the county applied to ensure that the resulting parcels are not too small to continue the existing commercial agriculture in the area. The text of UCDC 152.710(C)(3)(a)(1) is set out below:
"Circular area review to create parcels without any dwellings requires an inventory of 50 parcels surrounding the subject parcels larger than 20 acres and outside areas for which an exception has been taken, and outside an identified linear review area [;] a proposed division will be determined to be appropriate to continue the existing commercial agriculture in the area if the resultant parcels are typical of the predominant (at least 51\%) parcelization pattern of the area[.]" (Emphasis added.)

[^0]The parties' dispute arises from the above-emphasized language of UCDC 152.710(C)(3)(a)(1).

## A. The County's and Intervenors' Interpretation

Intervenors' consultant identified a nine-section area around the section that includes the four partitioned parcels. ${ }^{2}$ Within those nine sections, the consultant identified 50 parcels that are (1) larger than 20 acres, (2) outside exception areas, and (3) outside any linear review areas. As far as we can tell from the parties' briefs, there is no dispute regarding the 50 parcels that were selected under the first part of UCDC $152.710(\mathrm{C})(3)(\mathrm{a})(1){ }^{3}$ The dispute presented in the first assignment of error is whether the new parcels created by the four partitions are, in the words of UCDC 152.710(C)(3)(a)(1), "typical of the predominant (at least 51\%) parcelization pattern of the area[.]"

The 50 parcels that were identified by intervenors' consultant, with their parcel sizes, are listed from the smallest parcel to the largest parcel at Record 110-11. That list is included as Appendix A to this opinion. To isolate the "predominant (at least 51\%) parcelization pattern of the area" the intervenors' consultant first isolated the middle 26 parcels, eliminating the 12 smallest parcels and the 12 largest parcels. Record 111. That list of the middle 26 parcels ( 52 percent of the total 50 parcels) is included as Appendix B to this opinion. The 26 parcels on Appendix B correspond to parcels 13 through 38 on Appendix A. According to the applicant's consultant, the median size of the middle 26 parcels is 40.21 and the mean (average) size of the middle 26 parcels is 58.34. Record 112. As previously

[^1]noted, the challenged partitions create no new parcels that are smaller than 80 acres, so all the new parcels significantly exceed the median and the mean parcel size of the middle 26 parcels.

We are not sure why intervenors' consultant did not simply stop at this point and take the position that (1) the middle 26 parcels represent the predominant parcelization pattern and (2) the mean or median parcel size for the middle 26 parcels ( 40.21 acres or 58.34 acres) is the "typical" parcel size for the middle 26 parcels. If the typical parcel size of the parcels in the predominant parcelization pattern is 40.21 acres (median) or 58.34 acres (mean) and the purpose of UCDC $152.710(\mathrm{C})(3)(\mathrm{a})(1)$ is to ensure that new farm parcels are not too small to continue existing commercial agriculture in the area, it would seem to follow that lots that are nearly twice as large as the existing typical parcel size of the middle 26 parcels comply with UCDC 152.710(C)(3)(a)(1). ${ }^{4}$ Perhaps because UCDC 152.710(C)(3)(a)(1) can be read to say that each new parcel must itself be typical of the predominant parcelization pattern, the applicant's consultant next selected different 26-parcel samples (hereafter the adjusted 26-parcel samples) that in each case produced a median parcel size that is similar to each of the nine new parcels, which range from 80.02 acres to 161 acres. Record 112-33. Importantly, each of the adjusted 26-parcel samples adjusts the middle 26-parcel sample to include additional large parcels and fewer small parcels than the middle 26-parcel sample. Therefore the typical (median or mean) parcel sizes produced by the adjusted 26-parcel samples are all larger than the typical (median or mean) parcel size produced by the middle 26-parcel sample. The county agreed with intervenors' consultant's analysis and concluded that the proposed parcels are typical of the predominant parcelization pattern. Record 5,15 , 25, 35.

[^2]
## B. Petitioners' Interpretation

If we understand petitioners correctly, they argue that the intervenors and county committed two errors in applying UCDC 152.710(C)(3)(a)(1). First, petitioners contend the county is required to consider all 50 of the inventoried parcels in establishing the typical parcel size in the predominant parcelization pattern in the area, rather than a 26-parcel subset of those 50 parcels. Second, petitioners contend the county is required to use the mean (average) parcel size of those 50 parcels rather than the median. ${ }^{5}$ Under petitioners' interpretation of UCDC $152.710(\mathrm{C})(3)(\mathrm{a})(1)$, the county must divide the total acreage of the 50 parcels by $50(6,964.73$ acres $\div 50)$, see Appendix A, and the resulting average parcel size of 139 acres is the "typical" parcel size of "the predominant (at least 51\%) parcelization pattern of the area," within the meaning of UCDC 152.710(C)(3)(a)(1). Petitioners' interpretation essentially rewrites the operative terms of UCDC 152.710(C)(3)(a)(1) as follows:

Circular area review to create parcels without any dwellings requires an inventory of 50 parcels surrounding the subject parcels larger than 20 acres and outside areas for which an exception has been taken, and outside an identified linear review area [;] a proposed division will be determined to be appropriate to continue the existing commercial agriculture in the area if the resultant parcels are typical of the predominant (at least 51\%) parcelization pattern of the area at least as large as the mean (average) parcel size of the inventoried 50 parcels.

[^3]"central tendency. n : the degree of clustering of the values of a statistical distribution that is usu. measured by the arithmetic mean, mode, or median." Webster's Third New Int'l Dictionary 363 (unabridged ed. 1981).
"median $* * *$ a value in an ordered set of quantities below and above which fall an equal number of quantities or which is the arithmetic mean of the two middle values if there is no one middle number[.]"." Webster's Third New Int'l Dictionary 1402 (unabridged ed. 1981).
"arithmetic mean $* * *$ a quantity formed by adding quantities together in any order and dividing by their number[.]" Webster's Third New Int'l Dictionary 118 (unabridged ed. 1981).

## C. Conclusion

If the county intended "typical of the predominant (at least 51\%) parcelization pattern of the area" to in all cases require that new parcels created by circular area review must equal or exceed the average parcel size of the inventoried 50 parcels, it could hardly have come up with a more obscure way to express that intent. Even if petitioners' interpretation of the operative terms of UCDC $152.710(\mathrm{C})(3)(\mathrm{a})(1)$ is possible, we believe it is no more consistent with the text of UCDC $152.710(\mathrm{C})(3)(\mathrm{a})(1)$ than the county's interpretation.

The requirement that new parcels be "typical of the predominant (at least 51\%) parcelization pattern of the area" calls for the county to identify the predominant parcelization pattern of the area. The UCDC does not define predominant. The dictionary definition is not particularly helpful in determining what the authors of UCDC 152.710(C)(3)(a)(1) meant by "predominant (at least 51\%) parcelization pattern." ${ }^{6}$ The three largest parcels are $1,233,1,064$ and 937 , and the next largest parcel is 318 acres. The four smallest parcels are similarly sized: 24.16 acres, 24.24 acres, 24.36 acres and 24.43 acres. Eighteen parcels are 80 acres or larger; 32 parcels are smaller than 80 acres. We do not see that any particular method of determining what parcelization pattern predominates in an area of such varied lot sizes is dictated by UCDC $152.710(\mathrm{C})(3)(\mathrm{a})(1)$ and whether the proposed new parcels sizes are "typical" of that pattern. So long as appropriate meaning is given to the twin requirements that the parcelization pattern that is used must predominate and the new parcel's size must be typical of the parcel sizes in that predominant parcelization pattern,

[^4]
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there are probably a number of sustainable interpretations or approaches to applying UCDC 152.710(C)(3)(a)(1).

Petitioners' contention that the mean rather than the median must be used to compute "typicality" or "predominance" in applying UCDC 152.710(C)(3)(a)(1) simply has no textual or contextual support. Both the median and the mean are accepted measures of central tendency. While it is true that the mean parcel size will be larger than the median in cases where there are a few extremely large outliers that are not offset by extremely small outliers (which is the case here if all 50 parcels are considered), there is simply no reason to believe the authors of UCDC 152.710 (C)(3)(a)(1) meant for the mean rather than the median to be applied in that circumstance to define predominance or typicality. Similarly, contrary to petitioners' suggestion, the requirement to base new parcel sizes on the typical parcel size in the "predominant (at least 51\%) parcelization pattern of the area" cannot be read to prohibit use of a 51 percent or greater subset of the 50 parcels to define the predominant parcelization pattern. Indeed that language seems to invite identification of a subset of the 50 parcel sample, so long as that subset can be said to be predominant. ${ }^{7}$

To conclude we understand the county to have determined that the 26 parcels (52 percent of the 50 parcels) that are left after the largest 12 and smallest 12 parcels are eliminated constitute "the predominant (at least 51\%) parcelization pattern of the area." We see no reason why the county could not assume that the middle 26-parcel sample establishes the predominant parcelization pattern in the area. We further understand the county to have concluded that so long as the resulting parcels are at least as large as the median parcel size of the middle 26 parcels, they are "typical." Given the awkward wording of UCDC

[^5]152.710(C)(3)(a)(1), we conclude the county's interpretation is at least as consistent with the text of UCDC $152.710(\mathrm{C})(3)(\mathrm{a})(1)$ as petitioners' interpretation. ${ }^{8}$ The county's interpretation is not inconsistent with either the operative language of UCDC $152.710(\mathrm{C})(3)(\mathrm{a})(1)$ or the purpose or underlying policy of UCDC $152.710(\mathrm{C})(3)(\mathrm{a})(1)$. ORS 197.829(1). ${ }^{9}$ We therefore defer to that interpretation. Church v. Grant County, 187 Or App 518, 524, 69 P3d 759 (2003).

The first assignment of error is denied.

## SECOND ASSIGNMENT OF ERROR

Petitioners argue the county erred by approving partitions of EFU-zoned property to create parcels of less than 160 acres without also approving variances to the EFU zone's 160acre minimum parcel size. UCDC 152.062 is a section of the county's EFU zone and is entitled "Parcel Sizes." UCDC 152.062(A) provides:
"Farm parcels. Parcels of 160 acres or larger may be established through the Type IV process listed in 152.710. * * *"

[^6]Page 9

Because UCDC 152.062(A) does not itself expressly recognize or authorize new parcels of less than 160 acres, petitioners argue a variance is required to approve partitions that create new parcels that are smaller than 160 acres.

Although UCDC 152.062(A) does not expressly recognize the possibility of new EFU zoned parcels that are less than 160 acres, UCDC 152.062(A) does expressly provide that new EFU-zoned parcels may be created through the Type IV process set out at UCDC 152.710. As we explained in our discussion of the first assignment of error, UCDC 152.710(C) expressly authorizes use of Type IV, Review II to create parcels of less than 160 acres. ${ }^{10}$ Although UCDC $152.710(\mathrm{C})(2)$ seems to recognize that a Type IV, Review II procedure may in some cases be applied in conjunction with a variance to create parcels of less than 160 acres, the criteria that apply under Type IV, Review II do not cross reference the UCDC variance provisions or require a variance. Although some ambiguity is created by the failure of UCDC 152.062(A) to recognize that the Type IV process both authorizes and provides standards for approving new parcels that are less than 160 acres, that drafting oversight does not mean that a variance is required to create new EFU zoned parcels of less than 160 acres under the county's Type IV, Review II procedure. The authority and approval criteria for approving EFU-zoned parcels of less than 160 acres are provided by UCDC 152.710(C).

The second assignment of error is denied.

## THIRD ASSIGNMENT OF ERROR

Under their third assignment of error, petitioners argue (1) because the four partitioned parcels are "suitable for grazing" and (2) under UCDC 152.710(B)(3)(a) the county committed error by not applying UCCP Grazing/Forest Polices 6 and 7 and

[^7]"The Review II process is for the creation of parcels less than 160 acres and is divided into three different levels of review and are referred to as Level I, Level II and Level III. * * *"
demonstrating that the disputed partitions are consistent with those comprehensive plan policies.

UCDC $152.710(B)(3)$ sets out the criteria that apply under Type IV, Review I. UCDC 152.710 (B)(3)(a) expressly requires that proposed Type IV, Review I divisions must comply "with the applicable policies in the Comprehensive Plan ***." But as intervenors point out, the challenged divisions are not Type IV, Review I land divisions; they are Type IV, Review II land divisions. The criteria that govern Type IV, Review II land divisions are set out at UCDC $152.710(\mathrm{C})(3)$. The circular area review criteria that were applied in this case appear at UCDC 152.710 (C)(3)(a), and those criteria do not require direct application of UCCP Policies.

We also note that UCCP Grazing/Forestry Policy 6 applies "in areas designated Grazing/Forestry." Although petitioners argue the four partitioned parcels are suitable for grazing, they do not argue that the subject parcels are located in an area that is designated Grazing/Forestry. The text of UCCP Policy 7 that is set out on page 21 of the petition for review states that the policy applies to "boundary adjustments." Petitioners offer no explanation for why they believe the disputed partitions qualify as boundary adjustments.

The third assignment of error is denied.
The county's decision is affirmed.

## Appendix A-1

| NO. | Data Comparison |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
|  | Twnshp/ /Ring/Sec | TAX <br> LOT \# | Assessors ID No. | Size <br> (acres) |
| 1 | 5N3510 | 1501 | 135038 | 24.16 |
| 2 | 6N3532 | 506 | 151011 | 24.24 |
| 3 | 6N3533D | 900 | 129696 | 24.36 |
| 4 | 6N3533B | 600 | 129675 | 24.43 |
| 5 | 5N3503 | 1900 | 129356 | 24.50 |
| 6 | 6N3534A | 700 | 112281 | 25.77 |
| 7 | 6 N 3533 C | 700 | 129346 | 26.42 |
| 8 | 6 N 3534 A | 1600 | 160541 | 26.79 |
| 9 | 6N3532 | 1300 | 129341 | 28.33 |
| 10 | 5N3500 | 1401 | 135036 | 29.00 |
| 11 | 5N3503 | 1400 | 129352 | 29.00 |
| 12 | 6N3533A | 700 | 129660 | 29.24 |
| 13 | 6N3533A | 900 | 129663 | 30.33 |
| 14 | 6N3531 | 401 | 140508 | 36.66 |
| 15 | 6N3532 | 801 | 129651 | 37.79 |
| 16 | 6N3532 | 200 | 129648 | 38.48 |
| 17 | 6N3532 | 800 | 129650 | 39.02 |
| 18 | 6N3532 | 100 | 129646 | 39.09 |
| 19 | 6N3532 | 1100 | 114010 | 39.40 |
| 20 | 6N3532 | 1200 | 129340 | 39.40 |
| 21 | 6N3531 | 200 | 113999 | 39.54 |
| 22 | 6N3532 | 700 | 129649 | 39.98 |
| 23 | 6N3532 | 1000 | 114008 | 40.00 |
| 24 | 6N3532 | 500 | 129336 | 40.00 |
| 25 | 6N3532 | 300 | 129335 | 40.00 |
| 26 | 6N3533C | 500 | 129682 | 40.42 |
| 27 | 5N3500 | 1500 | 135037 | 55.84 |
| 28 | 6N3532 | 402 | 148760 | 58.90 |
| 29 | 6N3531 | 400 | 114002 | 72.13 |
| 30 | 5N3503 | 3000 | * | 75.93 |
| 31 | 6N3531 | 402 | 140509 | 78.79 |
| 32 | 6N3531 | 500 | 114004 | 79.39 |
| 33 | 5N3500 | 1600 | 135039 | 80.00 |
| 34 | 5N3503 | 1800 | 129315 | 86.50 |
| 35 | 5N3503 | 1801 | * | 87.06 |
| 36 | 6N3531 | 300 | 114000 | 96.00 |
| 37 | 6N3531 | 303 | . 146065 | 97.64 |
| 38 | 5N3500 | 200 | 129307 | 108.60 |
| 39 | 6N3531 | 100 | 136082 | 118.00 |
| 40 | 5N3500 | 800 | 129313 | 146.00 |
| 41 | 5N3503 | 1700 | 129314 | 153.63 |
| 42 | 5N3500 | 804 | 161444 | 160.00 |
| - Multiple Parcels |  |  |  |  |

## Appendix A-2

| NO. | Twnshp/ <br> IRng/Sec | TAX <br> LOT\# | Assessors <br> ID No. | Size <br> (acres) |
| :---: | ---: | ---: | :---: | ---: |
| 43 | 5N3500 | 100 | 129306 | 161.00 |
| 44 | $5 N 3500$ | 3201 | 150427 | 168.50 |
| 45 | $5 N 3500$ | 900 | 160322 | 274.87 |
| 46 | 5N3500 | 2700 | 119912 | 317.66 |
| 47 | 5N3500 | 1400 | 135033 | 398.79 |
| 48 | 5N3500 | 1200 | 135033 | 936.55 |
| 49 | 5N3500 | 1100 | 134078 | $1,064.00$ |
| 50 | 5N3500 | 3200 | 135034 | $1,232.60$ |
|  | Total |  |  | $\mathbf{6 , 9 6 4 . 7 3}$ |

The analysis is based on the following definitions:

## MEDIAN

The middle value in a distribution, above and below which lie an equal number of values

## Average

The value obtained by dividing the sum of a set of quantities by the number of quantities in the set.

## Predominate

To be of or have greater quantity or importance

## Central Tendency

Measures the location of the middle or the center of a distribution.
For the CAR analysis emphasis is placed on the median, which represents the middle of the parcels and represents the Umatilla County code for the CAR criteria. According to the county for the CAR Analysis, the resultant parcels "are typical of the predominant (at least $51 \%$ ) parcelization pattern of the area." The average can result in the skewing of the results due substantially larger or smaller parcel sizes.

## Predominate Parcels

The predominate parcels were selected by eliminating the 12 smallest and the 12 largest parcels of the 50 total parcels leaving a sample size of 26 parcels. The central tendency process eliminates the high and lows that can distort the average and median analysis. The following chart displays the predominate data set.

## Appendix B-1

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SUPPLEMENTAL INFORMATION (CONTINUED)

| NO. | Typical Parcel Sample |  |  | SIZE (acres) |
| :---: | :---: | :---: | :---: | :---: |
|  | Twnshp/Rng/Sec | TAX LOT\# | ASSESSORS ID\# |  |
| 1 | 6N3533A | 900 | 129663 | 30.33 |
| 2 | 6N3531 | 401 | 140508 | 36.66 |
| 3 | 6N3532 | 801 | 129651 | 37.79 |
| 4 | 6N3532 | 200 | 129648 | 38.48 |
| 5 | 6N3532 | 800 | 129650 | 39.02 |
| 6 | 6N3532 | 100 | 129646 | 39.09 |
| 7 | 6N3532 | 1100 | 114010 | 39.40 |
| 8 | 6N3532 | 1200 | 129340 | 39.40 |
| 9 | 6N3531 | 200 | 113999 | 39.54 |
| 10 | 6N3532 | 700 | 129649 | 39.98 |
| 11 | 6N3532 | 1000 | 114008 | 40.00 |
| 12 | 6N3532 | 500 | 129336 | 40.00 |
| 13 | 6N3532 | 300 | 129335 | 40.00 |
| 14 | 6N3533C | 500 | 129682 | 40.42 |
| 15 | 5N3500 | 1500 | 135037 | 55.84 |
| 16 | 6N3532 | 402 | 148760 | 58.90 |
| 17 | 6N3531 | 400 | 114002 | 72.13 |
| 18 | 5N3503 | 3000 | * | 75.93 |
| 19 | 6N3531 | 402 | 140509 | 78.79 |
| 20 | 6N3531 | 500 | 114004 | 79.39 |
| 21 | 5N3500 | 1600 | 135039 | 80.00 |
| 22 | 5N3503 | 1800 | 129315 | 86.50 |
| 23 | 5N3503 | 1801 | * | 87.06 |
| 24 | 6N3531 | 300 | 114000 | 96.00 |
| 25 | 6N3531 | 303 | 146065 | 97.64 |
| 26 | 5N3500 | 200 | 129307 | 108.60 |
|  | Total |  |  | 1,516.89 |
|  | Median |  |  | 40.21 |
|  | Average |  |  | 58.34 |

The subject's four tax lots have been proposed to be partitioned into the following sizes:
Tax lot 803 is planned to be partitioned into 95.20 and 136.44 acre parcels Tax lot 802 is planned to be partitioned into $80.45,161.00$ and 131.19 acre parcels.

Tax lot 401 is planned to be partitioned into 129.40 and 85.13 acre parcels.
Tax lot 400 is planned to be partitioned into 80.02 and 93.25 acre parcels.

## Appendix B-2

Listed below is summary of the new data:

| Tax Lot | Proposed Parcel <br> Size | Median Size (Ac) |
| :---: | :---: | :---: |
| 803 | 95.20 | 40.21 |
|  | 136.44 | 40.21 |
| 802 | 80.45 | 40.21 |
|  | 161.00 | 40.21 |
|  | 131.19 | 40.21 |
| 401 | 129.40 | 40.21 |
|  | 85.13 | 40.21 |
| 400 | 80.02 | 40.21 |
|  | 90.48 | 40.21 |

Based upon our analysis, applying the Umatilla County Circular Area Review, we conclude that the parcels resulting from the proposed partitions are typical of the predominant parcelization pattern of the surrounding area and appropriate to continue the existing commercial agriculture in the area.
Also we have included the charts from the original analysis, which has been updated to reflect the new 50 parcel inventory and utilizes the same process in the original report. The 50 parcels are greater than the 20 acre requirement. The second requirement is that you analyze 26 parcels of the 50 parcels ( $52 \%$ ) that are typical of the area. The selected 26 parcels vary dependent on the requested partition size.

## TAXLOT 803

The CAR analysis requires an inventory of 50 parcels and that 51 percent of the parcels are typical of the area.

Tax lot 803 is planned to be partitioned into 95.20 and 136.44 acre parcels.

## CIRCULAR AREA Review (CAR) ANALYSIS

## TAX LOT 803-95.20 ACRES

The 26 parcels ( $52 \%$ ) have a range of 39.40 to 168.50 acres with a total of $2,241.74$ acres. The median size is 78.79 acres.
$\overline{\text { C080274A }} \quad$ COPYRIGHT © 2008 PGP VALUATION INC. ALL RIGHTS RESERVED $\quad 7$


[^0]:    ${ }^{1}$ Although the county's circular area review does not specify a numerical minimum parcel size when dividing existing parcels for agricultural use, all parties recognize that with an exception that does not apply here, ORS 215.780 establishes a minimum parcel size of 160 acres for land that is designated rangeland and a minimum parcel size of 80 acres for other EFU-zoned land.

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[^1]:    ${ }^{2}$ A section is 640 acres or one square mile. The section that includes the four subdivided parcels is in the middle of the three-mile by three-mile area from which the 50-parcel inventory was drawn.
    ${ }^{3}$ We note, however, that although intervenors contend that the 50 parcels that were selected in the ninesection area include the four parcels that were included in the circular area review analysis, such does not appear to be the case. As far as we can tell, neither the four partitioned tax lots nor the parcels that were created by the four partitions are included in the 50 parcels. That omission does not appear to have a material impact on the results of the circular area review in this case. In any event, because petitioners do not assign error to that omission, we do not consider the question of whether the 50 parcels were correctly selected.

[^2]:    ${ }^{4}$ It appears if the eight largest and eight smallest outliers are eliminated, the resulting mean and median parcel size is 75.05 and 74.03. Record 116. The proposed parcels all exceed that mean and median parcel size. Therefore it would appear that the county also could have relied on a larger sample (a middle 34-parcel sample), instead of the middle 26-parcel sample, to establish the predominant parcelization pattern.

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[^3]:    ${ }^{5}$ The mean and the median are two of three measures of central tendency.

[^4]:    ${ }^{6}$ Dictionary definitions of the noun predominance and the adjective predominant are set out below:
    "predominance: *** $\mathbf{1}$ a: the quality or state of being predominant : controlling influence: ACENDENCY * * * b : numerical superiority : MAJORITY, PREVALENCE[.]" Webster's Third New Int'l Dictionary 1786 (unabridged ed. 1981).
    "predominant ** *; holding an ascendancy : having superior strength, influence, authority, or position : CONTROLLING, DOMINATING, PREVAILING[.]" Id.

[^5]:    ${ }^{7}$ Since UCDC $152.710(C)(3)(a)(1)$ is a minimum parcel size criterion, it might be questionable whether the county could rely on the smallest 26 parcels to establish the predominant parcelization pattern in the area, even though those 26 parcels would represent 51 percent of the 50 parcels. However, that is not what the county did in this case. All of the adjusted 26-parcel samples have larger mean and median parcel sizes than the middle 26-parcel sample.

[^6]:    ${ }^{8}$ As we explained earlier, we view intervenors' consultant's subsequent exercise of shifting the middle 26parcel sample to add larger parcels and remove smaller parcels to produce median parcel sizes that more closely approximated the nine proposed parcels as a meaningless and unnecessary exercise. So long as the resulting parcels are as large or larger than the median parcel size of the middle 26 parcels (which is the case here), it will always be possible to produce median parcel sizes that more closely match the larger proposed parcels by shifting the 26 parcel sample to add larger parcels and delete smaller parcels. Since UCDC 152.710(C)(3)(a)(1) was adopted to ensure that new farm parcels are not too small, that is a pointless exercise.
    ${ }^{9}$ ORS 197.829(1) provides, in relevant part:
    "[LUBA] shall affirm a local government's interpretation of its comprehensive plan and land use regulations, unless the board determines that the local government's interpretation:
    "(a) Is inconsistent with the express language of the comprehensive plan or land use regulation;
    "(b) Is inconsistent with the purpose for the comprehensive plan or land use regulation;
    "(c) Is inconsistent with the underlying policy that provides the basis for the comprehensive plan or land use regulation[.]"

[^7]:    ${ }^{10}$ UCDC 152.710(C) provides, in part:

