

House Bill 2130

Ordered printed by the Speaker pursuant to House Rule 12.00A (5). Pre-session filed (at the request of Governor John A. Kitzhaber for Department of Land Conservation and Development)

SUMMARY

The following summary is not prepared by the sponsors of the measure and is not a part of the body thereof subject to consideration by the Legislative Assembly. It is an editor's brief statement of the essential features of the measure **as introduced**.

Modifies provisions regulating periodic review of comprehensive plans and regional framework plans.

Modifies provisions regulating judicial review of orders of Land Conservation and Development Commission.

A BILL FOR AN ACT

1
2 Relating to periodic review of land use planning; amending ORS 197.626, 197.633, 197.644, 197.646,
3 197.650 and 197.651.

4 **Be It Enacted by the People of the State of Oregon:**

5 **SECTION 1.** ORS 197.626 is amended to read:

6 197.626. (1) A metropolitan service district that amends its urban growth boundary to include
7 more than 100 acres, or that amends the district's regional framework plan or land use regulations
8 implementing the plan to establish urban reserves designated under ORS 195.145 [(1)(b)], a city with
9 a population of 2,500 or more within its urban growth boundary that amends the urban growth
10 boundary to include more than 50 acres or that designates urban reserve under ORS 195.145, or a
11 county that amends the county's comprehensive plan or land use regulations implementing the plan
12 to establish rural reserves designated under ORS 195.141, shall submit the amendment or designation
13 to the Land Conservation and Development Commission in the manner provided for periodic review
14 under ORS 197.628 to 197.650.

15 **(2) A commission order under this section may be appealed to the Court of Appeals in**
16 **the manner described in ORS 197.651.**

17 **SECTION 2.** ORS 197.633 is amended to read:

18 197.633. (1) The periodic review process is divided into two phases. Phase one is the evaluation
19 of the existing comprehensive plan, land use regulations and citizen involvement program and, if
20 necessary, the development of a work program to make needed changes to the comprehensive plan
21 or land use regulations. Phase two is the completion of work tasks outlined in the work program.

22 (2) The Land Conservation and Development Commission shall adopt rules for conducting peri-
23 odic review[. *The rules shall provide a process for*] **that address:**

24 (a) Initiating periodic review;

25 (b) Citizen participation;

26 (c) The participation of state agencies;

27 (d) The preparation, review and approval of [*an evaluation of a comprehensive plan and land use*
28 *regulations;*] **a work program; and**

29 [*Review of a work program; and*]

30 [*f*] **(e) The preparation, review and approval** of [*completed*] work tasks.

NOTE: Matter in **boldfaced** type in an amended section is new; matter [*italic and bracketed*] is existing law to be omitted. New sections are in **boldfaced** type.

1 **(3) The rules adopted by the commission under this section may include, but are not**
 2 **limited to, provisions concerning standing, requirements to raise issues before local govern-**
 3 **ment as a precondition to commission review and other provisions concerning the scope and**
 4 **standard for commission review to simplify or speed the review.**

5 [(3)] (4) A decision by the Director of the Department of Land Conservation and Development
 6 to approve a work program, that no work program is necessary or that no further work is necessary
 7 is final and not subject to appeal.

8 [(4)] (5) The director:

9 (a) Shall take action on a work task not later than 120 days after the local government submits
 10 the work task for review unless the local government waives the 120-day deadline or the commission
 11 grants the director an extension. If the director does not take action within the time period required
 12 by this subsection, the work task is deemed approved. The department shall provide a letter to the
 13 local government certifying that the work task is approved unless an interested party has filed a
 14 timely objection to the work task consistent with administrative rules for conducting periodic re-
 15 view. *[If a timely objection is filed, the director shall refer the work task to the commission.]*

16 (b) May approve or remand a work task or refer the work task to the commission for a decision.
 17 A decision by the director to approve or remand a work task may be appealed to the commission.

18 [(5)] (6) Except as provided in this subsection, the commission shall take action on the appeal
 19 or referral within 90 days of the appeal or referral. Action by the commission in response to an
 20 appeal from a decision of the director is a final order subject to judicial review in the manner pro-
 21 vided in ORS 197.650. The commission may extend the time for taking action on the appeal or re-
 22 ferral if the commission finds that:

23 (a) The appeal or referral is appropriate for mediation;

24 (b) The appeal or referral raises new or complex issues of fact or law that make it unreasonable
 25 for the commission to give adequate consideration to the issues within the 90-day limit; or

26 (c) The parties to the appeal and the commission agree to an extension, not to exceed an addi-
 27 tional 90 days.

28 [(6)] (7) The commission and a local government shall attempt to complete periodic review
 29 within three years after approval of a work program. *[In order]* To promote the timely completion
 30 of periodic review, the commission shall establish a system of incentives to encourage local gov-
 31 ernment compliance with timelines in periodic review work programs.

32 **SECTION 3.** ORS 197.644 is amended to read:

33 197.644. (1) *[The Land Conservation and Development Commission may direct or, upon request of*
 34 *the local government,]* The Director of the Department of Land Conservation and Development may
 35 authorize **or direct** a local government to modify an approved work program when:

36 (a) Issues of regional or statewide significance arising out of another local government's periodic
 37 review require an enhanced level of coordination;

38 (b) Issues of goal compliance are raised as a result of completion of a work *[program]* task re-
 39 sulting in a need to undertake further review or revisions;

40 (c) Issues relating to the organization of the work program, coordination with affected agencies
 41 or persons, or orderly implementation of work tasks, result in a need for further review or revision;
 42 or

43 (d) Issues relating to needed housing, employment, transportation or public facilities and ser-
 44 vices were omitted from the work program but must be addressed in order to ensure compliance
 45 with the statewide planning goals.

1 (2) The **Land Conservation and Development** Commission shall have exclusive jurisdiction for
 2 review of the evaluation, work program and completed work [*program*] tasks as set forth in ORS
 3 197.628 to 197.650. [*The commission shall adopt rules governing standing, the provision of notice,*
 4 *conduct of hearings, adoption of stays, extension of time periods and other matters related to the ad-*
 5 *ministration of ORS 197.180, 197.245, 197.254, 197.295, 197.320, 197.620, 197.625, 197.628 to 197.650,*
 6 *197.712, 197.747, 197.840, 215.416, 227.175 and 466.385.*]

7 (3)(a) Commission action pursuant to subsection [(1) or] (2) of this section is a final order subject
 8 to judicial review in the manner provided in ORS 197.650 **or 197.651, whichever is applicable.**

9 (b) Action by the director pursuant to subsection (1) of this section may be appealed to the
 10 commission pursuant to rules adopted by the commission. Commission action under this paragraph
 11 is a final order subject to judicial review in the manner provided in ORS 197.650.

12 **SECTION 4.** ORS 197.646 is amended to read:

13 197.646. (1) A local government shall amend its acknowledged comprehensive plan[,] **or ac-**
 14 **knowledge**d regional framework plan and land use regulations implementing either plan by a self-
 15 initiated post-acknowledgment process under ORS 197.610 to 197.625 to comply with **a new**
 16 **requirement in land use statutes, statewide land use planning goals or rules implementing**
 17 **the statutes or the goals.**[:]

18 [(a) A new statutory requirement; or]

19 [(b) A new land use planning goal or rule requirement adopted by the Land Conservation and
 20 Development Commission.]

21 [(2) Periodic review is not the implementation process for new statutory, land use planning goal
 22 or rule requirements.]

23 [(3)(a)] (2) The Department of Land Conservation and Development shall notify local govern-
 24 ments when a new [*statutory*] requirement [*or a new land use planning goal or rule requirement*
 25 *adopted by the commission*] **in land use statutes, statewide land use planning goals or rules**
 26 **implementing the statutes or the goals** requires changes to an acknowledged comprehensive plan,
 27 [a] **an acknowledged** regional framework plan [*and*] **or** land use regulations implementing either
 28 plan.

29 (b) The **Land Conservation and Development** Commission shall establish, by rule, the time
 30 period within which an acknowledged comprehensive plan, [a] **an acknowledged** regional framework
 31 plan and land use regulations implementing either plan must be in compliance with:

32 (A) A new [*statutory*] requirement **in a land use statute**, if the legislation does not specify a
 33 time period for compliance; and

34 (B) A new **requirement in a** land use planning goal or rule [*requirement*] adopted by the com-
 35 mission.

36 [(4)] (3) When a local government does not adopt amendments to [a] **an acknowledged** compre-
 37 hensive plan, [a] **an acknowledged** regional framework plan [*and*] **or** land use regulations imple-
 38 menting either plan, as required by subsection (1) of this section, the new [*statutory, land use*
 39 *planning goal or rule*] requirements apply directly to the local government's land use decisions. The
 40 failure to adopt amendments to [a] **an acknowledged** comprehensive plan, [a] **an acknowledged**
 41 regional framework plan [*and*] **or** land use regulations implementing either plan required by sub-
 42 section (1) of this section is a basis for initiation of enforcement action pursuant to ORS 197.319 to
 43 197.335.

44 **SECTION 5.** ORS 197.650 is amended to read:

45 197.650. (1) A Land Conservation and Development Commission order **on review of a work task**

1 **under ORS 197.628 to 197.650** may be appealed to the Court of Appeals in the manner provided in
 2 ORS 183.482 by the following persons:

3 (a) Persons who submitted comments or objections pursuant to ORS 197.251 (2) or proceedings
 4 under ORS 197.633, 197.636 or 197.644 and are appealing a commission order issued under ORS
 5 197.251 or 197.633, 197.636 or 197.644;

6 (b) Persons who submitted comments or objections pursuant to procedures adopted by the com-
 7 mission for certification of state agency coordination programs and are appealing a certification is-
 8 sued under ORS 197.180 (7);

9 (c) Persons who petitioned the commission for an order under ORS 197.324 and whose petition
 10 was dismissed;

11 (d) Persons who submitted comments or objections pursuant to ORS 197.659 and 215.788 to
 12 215.794 or proceedings under ORS 197.659 and 215.788 to 215.794 and are appealing a commission
 13 order issued under ORS 197.659 and 215.788 to 215.794;

14 (e) Persons who submitted comments or objections pursuant to ORS 197.652 to 197.658 and
 15 197.659 or proceedings under ORS 197.652 to 197.658 and 197.659 and are appealing a commission
 16 order issued under ORS 197.652 to 197.658 and 197.659; or

17 (f) Persons who submitted oral or written testimony in a proceeding before the commission
 18 pursuant to ORS 215.780.

19 (2) Notwithstanding ORS 183.482 (2) relating to contents of the petition, the petition shall state
 20 the nature of the order **the petitioner** [*desires*] **seeks to have reviewed, the issues the petitioner**
 21 **raised before the local government and the commission that the petitioner seeks to have**
 22 **reviewed** and whether the petitioner submitted comments or objections as provided in ORS 197.251
 23 (2) or pursuant to ORS [*197.633, 197.636, 197.644*] **197.628 to 197.650** or 197.659.

24 (3) Notwithstanding ORS 183.482 (2) relating to service of the petition, copies of the petition
 25 [*shall*] **must** be served by registered or certified mail upon the Department of Land Conservation
 26 and Development, the local government and all persons [*who*] **that** filed comments or objections.

27 **SECTION 6.** ORS 197.651 is amended to read:

28 197.651. (1) [*Notwithstanding ORS 197.650, a*] **Subject to rules of the** Land Conservation and
 29 Development Commission, **a commission** order concerning the designation of urban reserves under
 30 ORS 195.145 [*(1)(b)*] or rural reserves under ORS 195.141 may be appealed to the Court of Appeals
 31 [*by the persons described in ORS 197.650*].

32 (2) Judicial review of orders described in subsection (1) of this section is as provided in this
 33 section.

34 (3) Jurisdiction for judicial review is conferred upon the Court of Appeals. A proceeding for ju-
 35 dicial review may be instituted by filing a petition in the Court of Appeals. The petition must be
 36 filed within 21 days after the date the commission delivered or mailed the order upon which the
 37 petition is based.

38 (4) The filing of the petition, as [*set forth*] **described** in subsection (3) of this section, and service
 39 of a petition on the persons [*who*] **that** submitted oral or written testimony in the proceeding before
 40 the commission are jurisdictional and may not be waived or extended.

41 (5) The petition must state the nature of the order the petitioner seeks to have reviewed. Copies
 42 of the petition must be served by registered or certified mail upon the commission and the persons
 43 [*who*] **that** submitted oral or written testimony in the proceeding before the commission.

44 (6) Within 21 days after service of the petition, the [*commission*] **Department of Land Con-**
 45 **servation and Development** shall transmit to the Court of Appeals the original or a certified copy

1 of the entire record of the proceeding under review. However, by stipulation of the parties to the
 2 review proceeding, the record may be shortened. The Court of Appeals may tax a party that un-
 3 reasonably refuses to stipulate to limit the record for the additional costs. The Court of Appeals
 4 may require or permit subsequent corrections or additions to the record. Except as specifically
 5 provided in this subsection, the Court of Appeals may not tax the cost of the record to the petitioner
 6 or an intervening party. However, the Court of Appeals may tax the costs to a party that files a
 7 frivolous petition for judicial review.

8 (7) Petitions and briefs must be filed within time periods and in a manner established by the
 9 Court of Appeals by rule.

10 (8) The Court of Appeals shall:

11 (a) Hear oral argument within 49 days of the date of transmittal of the record unless the Court
 12 of Appeals determines that the ends of justice served by holding oral argument on a later day out-
 13 weigh the best interests of the public and the parties. However, the Court of Appeals may not hold
 14 oral argument more than 49 days after the date of transmittal of the record because of general
 15 congestion of the court calendar or lack of diligent preparation or attention to the case by a member
 16 of the court or a party.

17 (b) Set forth in writing and provide to the parties a determination to hear oral argument more
 18 than 49 days from the date the record is transmitted, together with the reasons for the determi-
 19 nation. The Court of Appeals shall schedule oral argument as soon as is practicable.

20 (c) Consider, in making a determination under paragraph (b) of this subsection:

21 (A) Whether the case is so unusual or complex, due to the number of parties or the existence
 22 of novel questions of law, that 49 days is an unreasonable amount of time for the parties to brief
 23 the case and for the Court of Appeals to prepare for oral argument; and

24 (B) Whether the failure to hold oral argument at a later date likely would result in a miscar-
 25 riage of justice.

26 (9) The court:

27 (a) Shall limit judicial review of an order reviewed under this section to the record.

28 (b) May not substitute its judgment for that of the Land Conservation and Development Com-
 29 mission as to an issue of fact.

30 (10) The Court of Appeals may affirm, reverse or remand an order reviewed under this section.
 31 The Court of Appeals shall reverse or remand the order only if the court finds the order is:

32 (a) Unlawful in substance or procedure. However, error in procedure is not cause for reversal
 33 or remand unless the Court of Appeals determines that substantial rights of the petitioner were
 34 prejudiced.

35 (b) Unconstitutional.

36 (c) Not supported by substantial evidence in the whole record as to facts found by the commis-
 37 sion.

38 (11) The Court of Appeals shall issue a final order on the petition for judicial review with the
 39 greatest possible expediency.

40 (12) If the order of the commission is remanded by the Court of Appeals or the Supreme Court,
 41 the commission shall respond to the court's appellate judgment within 30 days.