

**A-Engrossed**  
**Senate Bill 8**

Ordered by the Senate April 15  
Including Senate Amendments dated April 15

Sponsored by Senators COURTNEY, HEARD; Senator MANNING JR

**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.

*[Requires petitioners to pay costs and attorney fees, including on appeal, to prevailing intervening developers of affordable developments that were approved by local government.]*

**Requires Land Use Board of Appeals to award local governments and applicants their expenses and attorney fees against petitioners if affirming local government's approval of publicly supporting housing.**

**A BILL FOR AN ACT**

1  
2 Relating to affordable development; creating new provisions; and amending ORS 197.830 and 197.850.

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

4 **SECTION 1.** ORS 197.830 is amended to read:

5 197.830. (1) Review of land use decisions or limited land use decisions under ORS 197.830 to  
6 197.845 shall be commenced by filing a notice of intent to appeal with the Land Use Board of Ap-  
7 peals.

8 (2) Except as provided in ORS 197.620, a person may petition the board for review of a land use  
9 decision or limited land use decision if the person:

10 (a) Filed a notice of intent to appeal the decision as provided in subsection (1) of this section;  
11 and

12 (b) Appeared before the local government, special district or state agency orally or in writing.

13 (3) If a local government makes a land use decision without providing a hearing, except as  
14 provided under ORS 215.416 (11) or 227.175 (10), or the local government makes a land use decision  
15 that is different from the proposal described in the notice of hearing to such a degree that the notice  
16 of the proposed action did not reasonably describe the local government's final actions, a person  
17 adversely affected by the decision may appeal the decision to the board under this section:

18 (a) Within 21 days of actual notice where notice is required; or

19 (b) Within 21 days of the date a person knew or should have known of the decision where no  
20 notice is required.

21 (4) If a local government makes a land use decision without a hearing pursuant to ORS 215.416  
22 (11) or 227.175 (10):

23 (a) A person who was not provided notice of the decision as required under ORS 215.416 (11)(c)  
24 or 227.175 (10)(c) may appeal the decision to the board under this section within 21 days of receiving  
25 actual notice of the decision.

26 (b) A person who is not entitled to notice under ORS 215.416 (11)(c) or 227.175 (10)(c) but who

**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 is adversely affected or aggrieved by the decision may appeal the decision to the board under this  
2 section within 21 days after the expiration of the period for filing a local appeal of the decision es-  
3 tablished by the local government under ORS 215.416 (11)(a) or 227.175 (10)(a).

4 (c) A person who receives notice of a decision made without a hearing under ORS 215.416 (11)  
5 or 227.175 (10) may appeal the decision to the board under this section within 21 days of receiving  
6 actual notice of the nature of the decision, if the notice of the decision did not reasonably describe  
7 the nature of the decision.

8 (d) Except as provided in paragraph (c) of this subsection, a person who receives notice of a  
9 decision made without a hearing under ORS 215.416 (11) or 227.175 (10) may not appeal the decision  
10 to the board under this section.

11 (5) If a local government makes a limited land use decision which is different from the proposal  
12 described in the notice to such a degree that the notice of the proposed action did not reasonably  
13 describe the local government's final actions, a person adversely affected by the decision may appeal  
14 the decision to the board under this section:

15 (a) Within 21 days of actual notice where notice is required; or

16 (b) Within 21 days of the date a person knew or should have known of the decision where no  
17 notice is required.

18 (6) The appeal periods described in subsections (3), (4) and (5) of this section:

19 (a) May not exceed three years after the date of the decision, except as provided in paragraph  
20 (b) of this subsection.

21 (b) May not exceed 10 years after the date of the decision if notice of a hearing or an adminis-  
22 trative decision made pursuant to ORS 197.195 or 197.763 is required but has not been provided.

23 (7)(a) Within 21 days after a notice of intent to appeal has been filed with the board under  
24 subsection (1) of this section, any person described in paragraph (b) of this subsection may intervene  
25 in and be made a party to the review proceeding by filing a motion to intervene and by paying a  
26 filing fee of \$100.

27 (b) Persons who may intervene in and be made a party to the review proceedings, as set forth  
28 in subsection (1) of this section, are:

29 (A) The applicant who initiated the action before the local government, special district or state  
30 agency; or

31 (B) Persons who appeared before the local government, special district or state agency, orally  
32 or in writing.

33 (c) Failure to comply with the deadline or to pay the filing fee set forth in paragraph (a) of this  
34 subsection shall result in denial of a motion to intervene.

35 (8) If a state agency whose order, rule, ruling, policy or other action is at issue is not a party  
36 to the proceeding, it may file a brief with the board as if it were a party. The brief shall be due on  
37 the same date the respondent's brief is due and shall be accompanied by a filing fee of \$100.

38 (9) A notice of intent to appeal a land use decision or limited land use decision shall be filed  
39 not later than 21 days after the date the decision sought to be reviewed becomes final. A notice of  
40 intent to appeal plan and land use regulation amendments processed pursuant to ORS 197.610 to  
41 197.625 shall be filed not later than 21 days after notice of the decision sought to be reviewed is  
42 mailed or otherwise submitted to parties entitled to notice under ORS 197.615. Failure to include a  
43 statement identifying when, how and to whom notice was provided under ORS 197.615 does not  
44 render the notice defective. Copies of the notice of intent to appeal shall be served upon the local  
45 government, special district or state agency and the applicant of record, if any, in the local gov-

ernment, special district or state agency proceeding. The notice shall be served and filed in the form and manner prescribed by rule of the board and shall be accompanied by a filing fee of \$200 and a deposit for costs to be established by the board. If a petition for review is not filed with the board as required in subsections (10) and (11) of this section, the filing fee and deposit shall be awarded to the local government, special district or state agency as cost of preparation of the record.

(10)(a) Within 21 days after service of the notice of intent to appeal, the local government, special district or state agency shall transmit to the board the original or a certified copy of the entire record of the proceeding under review. By stipulation of all parties to the review proceeding the record may be shortened. The board may require or permit subsequent corrections to the record; however, the board shall issue an order on a motion objecting to the record within 60 days of receiving the motion.

(b) Within 10 days after service of a notice of intent to appeal, the board shall provide notice to the petitioner and the respondent of their option to enter into mediation pursuant to ORS 197.860. Any person moving to intervene shall be provided such notice within seven days after a motion to intervene is filed. The notice required by this paragraph shall be accompanied by a statement that mediation information or assistance may be obtained from the Department of Land Conservation and Development.

(11) A petition for review of the land use decision or limited land use decision and supporting brief shall be filed with the board as required by the board under subsection (13) of this section.

(12) The petition shall include a copy of the decision sought to be reviewed and shall state:

(a) The facts that establish that the petitioner has standing.

(b) The date of the decision.

(c) The issues the petitioner seeks to have reviewed.

(13)(a) The board shall adopt rules establishing deadlines for filing petitions and briefs and for oral argument.

(b) At any time subsequent to the filing of a notice of intent and prior to the date set for filing the record, or, on appeal of a decision under ORS 197.610 to 197.625, prior to the filing of the respondent's brief, the local government or state agency may withdraw its decision for purposes of reconsideration. If a local government or state agency withdraws an order for purposes of reconsideration, it shall, within such time as the board may allow, affirm, modify or reverse its decision. If the petitioner is dissatisfied with the local government or agency action after withdrawal for purposes of reconsideration, the petitioner may refile the notice of intent and the review shall proceed upon the revised order. An amended notice of intent *[shall]* **is** not *[be]* required if the local government or state agency, on reconsideration, affirms the order or modifies the order with only minor changes.

(14) The board shall issue a final order within 77 days after the date of transmittal of the record. If the order is not issued within 77 days the applicant may apply in Marion County or the circuit court of the county where the application was filed for a writ of mandamus to compel the board to issue a final order.

(15)*[(a)]* Upon entry of its final order, the board:

**(a)** May, in its discretion, award costs to the prevailing party including the cost of preparation of the record if the prevailing party is the local government, special district or state agency whose decision is under review. The board shall apply the deposit required by subsection (9) of this section to any costs charged against the petitioner.

**(b)** *[The board]* Shall *[also]* award reasonable attorney fees and expenses to the prevailing party

1 against any other party who the board finds presented a position without probable cause to believe  
2 the position was well-founded in law or on factually supported information.

3 **(c) Upon affirming a quasi-judicial land use decision approving an application that is only**  
4 **for the development of publicly supported housing, as defined in ORS 456.250, shall award**  
5 **reasonable attorney fees and expenses to a prevailing respondent that is the applicant or**  
6 **local government.**

7 (16) Orders issued under this section may be enforced in appropriate judicial proceedings.

8 (17)(a) The board shall provide for the publication of its orders that are of general public in-  
9 terest in the form it deems best adapted for public convenience. The publications shall constitute  
10 the official reports of the board.

11 (b) Any moneys collected or received from sales by the board shall be paid into the Board  
12 Publications Account established by ORS 197.832.

13 (18) Except for any sums collected for publication of board opinions, all fees collected by the  
14 board under this section that are not awarded as costs shall be paid over to the State Treasurer to  
15 be credited to the General Fund.

16 (19) The board shall track and report on its website:

17 (a) The number of reviews commenced, as described in subsection (1) of this section, the number  
18 of reviews commenced for which a petition is filed under subsection (2) of this section and, in re-  
19 lation to each of those numbers, the rate at which the reviews result in a decision of the board to  
20 uphold, reverse or remand the land use decision or limited land use decision. The board shall track  
21 and report reviews under this paragraph in categories established by the board.

22 (b) A list of petitioners, the number of reviews commenced and the rate at which the petitioner's  
23 reviews have resulted in decisions of the board to uphold, reverse or remand the land use decision  
24 or limited land use decision.

25 (c) A list of respondents, the number of reviews involving each respondent and the rate at which  
26 reviews involving the respondent have resulted in decisions of the board to uphold, reverse or re-  
27 mand the land use decision or limited land use decision. Additionally, when a respondent is the local  
28 government that made the land use decision or limited land use decision, the board shall track  
29 whether the local government appears before the board.

30 (d) A list of reviews, and a brief summary of the circumstances in each review, under which the  
31 board exercises its discretion to require a losing party to pay the attorney fees of the prevailing  
32 party.

33 **SECTION 2.** ORS 197.850 is amended to read:

34 197.850. (1) Any party to a proceeding before the Land Use Board of Appeals under ORS 197.830  
35 to 197.845 may seek judicial review of a final order issued in those proceedings.

36 (2) Notwithstanding the provisions of ORS 183.480 to 183.540, judicial review of orders issued  
37 under ORS 197.830 to 197.845 is solely as provided in this section.

38 (3)(a) Jurisdiction for judicial review of proceedings under ORS 197.830 to 197.845 is conferred  
39 upon the Court of Appeals. Proceedings for judicial review are instituted by filing a petition in the  
40 Court of Appeals. The petition must be filed within 21 days following the date the board delivered  
41 or mailed the order upon which the petition is based.

42 (b) Filing of the petition, as set forth in paragraph (a) of this subsection, and service of a peti-  
43 tion on all persons identified in the petition as adverse parties of record in the board proceeding is  
44 jurisdictional and may not be waived or extended.

45 (4) The petition must state the nature of the order the petitioner desires reviewed. Copies of the

1 petition must be served by first class, registered or certified mail on the board and all other parties  
2 of record in the board proceeding.

3 (5) Within seven days after service of the petition, the board shall transmit to the court the  
4 original or a certified copy of the entire record of the proceeding under review, but, by stipulation  
5 of all parties to the review proceeding, the record may be shortened. The court may tax a party that  
6 unreasonably refuses to stipulate to limit the record for the additional costs. The court may require  
7 or permit subsequent corrections or additions to the record when deemed desirable. Except as spe-  
8 cifically provided in this subsection, the court may not tax the cost of the record to the petitioner  
9 or any intervening party. However, the court may tax such costs and the cost of transcription of  
10 record to a party filing a frivolous petition for judicial review.

11 (6) Petitions and briefs must be filed within time periods and in a manner established by the  
12 Court of Appeals by rule.

13 (7)(a) The court shall hear oral argument within 49 days of the date of transmittal of the record.

14 (b) The court may hear oral argument more than 49 days from the date of transmittal of the  
15 record provided the court determines that the ends of justice served by holding oral argument on  
16 a later day outweigh the best interests of the public and the parties. The court *[shall]* **may** not hold  
17 oral argument more than 49 days from the date of transmittal of the record because of general  
18 congestion of the court calendar or lack of diligent preparation or attention to the case by any  
19 member of the court or any party.

20 (c) The court shall set forth in writing a determination to hear oral argument more than 49 days  
21 from the date the record is transmitted, together with the reasons for its determination, and shall  
22 provide a copy to the parties. The court shall schedule oral argument as soon as practicable there-  
23 after.

24 (d) In making a determination under paragraph (b) of this subsection, the court shall consider:

25 (A) Whether the case is so unusual or complex, due to the number of parties or the existence  
26 of novel questions of law, that 49 days is an unreasonable amount of time for the parties to brief  
27 the case and for the court to prepare for oral argument; and

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

30 (8) Judicial review of an order issued under ORS 197.830 to 197.845 *[shall]* **must** be confined to  
31 the record. The court *[shall]* **may** not substitute its judgment for that of the board as to any issue  
32 of fact.

33 (9) The court may affirm, reverse or remand the order. The court shall reverse or remand the  
34 order only if it finds:

35 (a) The order to be unlawful in substance or procedure, but error in procedure is not cause for  
36 reversal or remand unless the court finds that substantial rights of the petitioner were prejudiced  
37 thereby;

38 (b) The order to be unconstitutional; or

39 (c) The order is not supported by substantial evidence in the whole record as to facts found by  
40 the board under ORS 197.835 (2).

41 (10) The Court of Appeals shall issue a final order on the petition for judicial review with the  
42 greatest possible expediency.

43 (11) If the order of the board is remanded by the Court of Appeals or the Supreme Court, the  
44 board shall respond to the court's appellate judgment within 30 days.

45 (12) A party must file with the board an undertaking with one or more sureties insuring that

1 the party will pay all costs, disbursements and attorney fees awarded against the party by the Court  
2 of Appeals if:

3 (a) The party appealed a decision of the board to the Court of Appeals; and

4 (b) In making the decision being appealed to the Court of Appeals, the board awarded attorney  
5 fees and expenses against that party under ORS 197.830 (15)(b) **or (c)**.

6 (13) Upon entry of its final order, the court shall award attorney fees and expenses to a party  
7 who:

8 (a) Prevails on a claim that an approval condition imposed by a local government on an appli-  
9 cation for a permit pursuant to ORS 215.416 or 227.175 is unconstitutional under section 18, Article  
10 I, Oregon Constitution, or the Fifth Amendment to the United States Constitution[.]; **or**

11 **(b) Is entitled to attorney fees under ORS 197.830 (15)(c).**

12 (14) The undertaking required in subsection (12) of this section must be filed with the board and  
13 served on the opposing parties within 10 days after the date the petition was filed with the Court  
14 of Appeals.

15 **SECTION 3. The amendments to ORS 197.830 and 197.850 by sections 1 and 2 of this 2019**  
16 **Act apply only to controversies for which a notice of intent to appeal was filed on or after**  
17 **the effective date of this 2019 Act.**