



CITY OF West Linn

Memorandum

Date: July 22, 2020

To: West Linn Planning Commission

From: Jennifer Arnold, Associate Planner

Subject: MISC-20-04 - Two Year Extension to Previously Approved 34-Lot Subdivision (SUB-15-03/AP17/01)

On July 22, 2020 Staff received the final written argument from the Applicant's representative, Michael Robinson. This submittal was received prior to the 5pm deadline July 22, 2020 and does not contain any new information for the record.

July 22, 2020

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**VIA E-MAIL (SUBMITTED TO PLANNER JENNIFER ARNOLD
BEFORE 5:00 P.M. ON JULY 22, 2020)**

Mr. Gary Walvatne, Chair
West Linn Planning Commission
West Linn City Hall
22500 Salamo Road
West Linn, OR 97068

RE: City of West Linn File No. MISC-20-04; Applicant's Final Written Argument

Dear Chair Walvatne and Members of the West Linn Planning Commission (the "Planning Commission"):

This law firm represents the Applicant, Upper Midhill Estates, LLC. This eight-page letter with one exhibit is the Applicant's final written argument allowed under ORS 197.763(6)(e) and without new evidence as defined in ORS 197.763(9)(b). The one exhibit is the Oregon Land Use Board of Appeals ("LUBA") decision in *Harra v. City of West Linn*, 77 Or LUBA 136 (2018) affirming the City Council's approval of the decision.¹

I. Introduction.

A. Status.

The Applicant submitted this Application on May 13, 2020. The City deemed this Application complete on June 11, 2020. The City provided a correct and timely public notice of the Planning Commission hearing.

The Planning Commission opened the public hearing on July 15, 2020 at 6:30 p.m. The City Attorney read the announcements required by ORS 197.763(5), including the right of anyone to ask that the public hearing be continued or the written record held open. The Planning Commission heard the Staff Report, the Applicants' presentation, public testimony and the Applicant's rebuttal. No one asked that the hearing be continued or the written record held open. The Applicant did not waive final written argument under ORS 197.763(6)(e). The Planning Commission closed the public hearing and evidentiary record and set July 22, 2020 at 5:00 p.m. as the due date for submittal of final written argument without new evidence. The

¹ The references to LUBA's page numbers in this letter are from LUBA's Slip Opinion ("*Slip Op*") in *Harra v. City of West Linn*.

Planning Commission scheduled its deliberation on August 19, 2020 at 6:30 p.m. without new public testimony or new argument and evidence at the deliberation.

B. Procedural Issues.

The Applicant understands and appreciates the feelings of the neighbors and perhaps of the Planning Commission about construction of the approved subdivision. However, the West Linn City Council (the “City Council”) approved the Application in 2017 and LUBA affirmed the City Council’s approval. The fact that the Applicant has requested an extension of the approval is not an opportunity to revisit the original approval, as Planner Jennifer Arnold said in her Staff Report to the Planning Commission. The sole approval criteria for the extension Application are found in West Linn Community Development Code (“CDC”) 99.325.A.1-3. Further, the timing of the submittal of this Application is not a factor in the Planning Commission’s review of the Application.

Additionally, the Applicant would appreciate the Planning Commission considering the following points as it deliberates on the Application.

- While the Applicant has the burden of proof on the approval criteria in CDC 99.325.A.1-3, that burden of proof is met by the Applicant’s substantial evidence in support of the Application, when compared to the lack of compelling evidence directly related to the approval criteria submitted by opponents. The approval criteria do not include a demonstration of good cause or need for the extension.
- Issues raised and resolved by LUBA may not be considered in this Application. The City Council’s 2017 decision is **Exhibit 1** to the Applicant’s May 13, 2020 submittal. The Applicant’s evidence includes oral and written testimony by Emerio Design and Kittelson and Associates.
- The only evidence that may be considered by the Planning Commission is evidence in the record at the close of the public hearing. Evidence contained in an *ex parte* contact, if any, following the closure of the record may not be considered by the Planning Commission. The Applicant would appreciate the Planning Commission not considering *ex parte* contacts.
- Evidence obtained through the Planning Commission members’ own research or knowledge of local conditions is another form of *ex parte* contact and should also not be considered, including post-hearing site visits or communications to Planning Commission members by other than City staff.
- Oregon state law controls certain aspects of the decision of this Application. For example, ORS 92.040(2) prohibits the application of local government laws governing construction of the subdivision adopted after the submittal of the 2016 subdivision application. ORS 197.303(1)(a) and 197.307(4) together prevent local governments from applying subjective

approval standards, conditions and procedures to residential applications, or imposing such provisions that cumulatively or individually have the effect of discouraging needed housing through unreasonable cost or delay. This Application to extend a residential subdivision for single-family detached housing is subject to these statutory provisions.

- Finally, everyone participating in this proceeding has a right to a full and fair hearing and the opportunity to make their case before an unbiased Planning Commission. No matter how strongly felt opinions may be about the subdivision and the Applicant and its representatives, the decision can only be made by applying evidence to the approval criteria and making a fair and unbiased decision.

C. Issues Addressed in this Letter.

The remainder of this letter addresses issues raised by hearing participants or questions asked by the Planning Commission that generally fall into these categories.

- Traffic safety.
- New traffic from the duplexes and Marys Woods.
- Vehicle trip growth rates.
- Adequate street capacity.
- Stormwater.
- Procedural issues.
- Off- and on-street parking adequacy.
- Stormwater impacts by added on-street parking areas.
- Ownership.
- Soils issue.
- Expiration of 2017 decision.

As explained above, the Applicant's responses to each of these issues is in the context of the approval criteria in CDC 99.325.A.1-3.

2. Applicant's Response to Issues Raised and Questions Asked.

A. Traffic Safety.

Several persons argued that traffic conditions will be made unsafe by the subdivision's construction. The Planning Commission must reject this contention for the following reasons.

- a. The July 13, 2020 letter from Matt Bell of Kittelson and Associates (Kittelson") on Page 1 states that there have been no material changes in, among other factors, crash history since the 2017 decision, thus satisfying CDC 99.325.A.2 because traffic safety facts have not changed in a way that directly impacts the project. The letter's conclusion is supported

by Chart 2, “Crash History – Willamette Drive/Arbor Drive Intersection (2016-2018),” showing a decline in reported vehicle crashes since 2017.

b. Opponents to the Application submitted no contrary substantial evidence to the Kittelson letter.

c. The information submitted by Mr. Harra is not a “change of facts” because it was submitted and rejected by the City Council in 2017 and by LUBA in 2018.

d. Mr. Wyss told the Planning Commission that the future intersection of Willamette Drive and Arbor Drive will have protected and dedicated turn lanes, thus improving traffic safety.

e. LUBA considered and rejected this issue in its 2018 decision when it found that the City Council’s decision addressed safety. *Harra, Slip Op* 18-21.

B. New Traffic from the Duplexes and Marys Woods.

Commissioner Farrell asked if the Applicant had considered new vehicle trips from these two projects. Because the Applicant has done so for the following reasons, the Planning Commission can find that CDC 99.325.A.2 is satisfied.

a. This issue was decided in favor of the Applicant by the City Council when it found the Applicant had done so in 2017.

b. LUBA considered this issue and rejected Mr. Harra’s argument that the Applicant had not properly considered vehicle trips from these two developments. *Harra, Slip Op* 16 and 17.

c. Mr. Bell and Mr. Robinson testified to this fact at the July 15, 2020 hearing.

d. Finally, as Mr. Robinson testified and as LUBA found in *Harra, Slip Op* 17, the Marys Woods project is not built, so it is not a fact but only a projection.

C. Vehicle Trip Growth Rates.

Mr. Harra argued that the Applicant’s original traffic study used the wrong growth rates. First, this is not a “change of facts directly impact[ing] the project,” so it is not relevant to CDC 99.325.A.1. Second, LUBA rejected this argument in its decision. *Harra, Slip Op* 14-19.

D. Adequate Street Capacity.

Several persons argued that street capacity is inadequate for subdivision vehicle trips. The Planning Commission must reject this argument for the following reasons.

- a. The City Council found that street capacity was adequate and LUBA affirmed this finding. *Harra, Slip Op* 11-14, 17-18.
- b. Mr. Bell's July 15, 2020 letter demonstrates that no changes in traffic facts that directly impact the project have occurred since 2017. Letter, Page 1. In fact, traffic conditions improved through 2018.
- c. The opponents submitted no credible contrary evidence.
- d. Mr. Harra's evidence consists of three-year old evidence expressly rejected by the City Council and LUBA. Mr. Harra did not appeal LUBA's decision, so complaining about the outcome almost three years later is irrelevant to the approval criteria and does not constitute new facts under CDC 99.325.A.2.
- e. Commissioner Metlin asked about the impact of tolling of traffic conditions. Because tolling has not been established, it is not a relevant fact under CDC 99.325.A.2.

E. Stormwater.

One of the opponents argued that stormwater would drain to his property. The Planning Commission must reject this argument for the following reasons.

- a. The approved subdivision plan shows that stormwater will drain to Tract C and then to City of West Linn stormwater facilities. Testimony of Mr. Robinson and Mr. Miller on July 15, 2020. The evidence shows that stormwater will not drain to adjacent lots.
- b. The opponent did not assert that this was a new fact, or that the stormwater plan has changed since the 2017 approval.

F. Procedural Issues.

Several persons raised procedural issues.

- a. Mr. Harra raised procedural issues related to the original decision. The City Council and LUBA rejected these issues. *Harra, Slip Op* 11, 14 and 20.
- b. One person argued that the mailed hearing notice was inadequate because of failure to notify a homeowners association (the "HOA"). The Planning Commission must

reject this argument because he presented no evidence that the HOA was entitled to notice and as a legal matter, he may not raise procedural arguments related to other persons' rights. Planner Arnold testified that the City mailed notice to all property owners within a 500-foot radius of the project, including properties in Lake Oswego.

c. Mr. Robins challenged the Planning Commission's jurisdiction to hold the public hearing because of persons not being advised of the rationale for the Application. City Attorney Ramis advised the Planning Commission that it had jurisdiction to hear the Application.

The Planning Commission can reject this challenge. The entire Application file is available for public inspection. The notice of the public hearing advised persons of how to view the file. Mr. Robins had the opportunity to review the Application.

d. None of these arguments relate to the approval criteria.

G. Off- and On-Street Parking Adequacy.

Commissioner Kelly asked about off-street parking. Mr. Miller testified that each lot would accommodate at least four off-street parking spaces but that the Applicant has not designed the dwellings. The Planning Commission can find that there have been no changes to off-street parking.

The Applicant added five areas for additional on-street parking by removing the landscaping strip in these areas at the request of the City Engineer. The landscaping strip areas are not stormwater facilities. This change did not increase the right-of-way width, or decrease the lots' widths. This change does not violate CDC 99.325.A.2.

H. Stormwater Impacts by Five Added On-Street Parking Areas.

Commissioner Pellett asked if the Applicant would address added stormwater impacts because of the added paving area in the five areas. The Applicant said it would agree to a condition of approval requiring it to do so. In any event, this small area of additional paving will not directly impact the project.

I. Five Added On-Street Parking Areas and Compliance with CDC 99.325.A.1.

Commissioner King asked if this change was required to comply with a policy requiring wider streets. City Attorney Ramis said that CDC 99.325.A.1 is very narrow and only considers changes to applicable CDC standards "enacted" since the 2017 decision. He further explained that the policy change was not "enacted." A policy change is not an enactment. In any event, a new construction standard may not be applied to this Application under ORS 92.040(2). Additionally, Mr. Miller testified that while these five areas increased the street width from twenty-four feet to twenty-eight feet that most, but not all, of the street is twenty-eight feet wide.

J. Ownership.

Chair Walvatne asked if the project ownership has changed. The Applicant testified that the ownership had not changed since the 2017 decision.

K. Soils Issue.

One person testified that medical waste had been disposed of on the project. The Applicant, who is in the best position to know, testified that it was unaware of such waste. Further, it is highly likely that if such waste is actually on the site, it would have been observed before now. Nevertheless, the Applicant agreed to a condition of approval requiring it to examine the site for such waste.

L. Construction Traffic on Upper Midhill Drive.

Commissioner Farrell asked about this issue. The City Council imposed Condition of Approval 11 requiring a Traffic Management Plan, including truck traffic. LUBA addressed and rejected arguments about this issue. *Harra, Slip Op* 18-21. Further, there is no evidence that a fact has changed regarding this issue.

M. Expiration of 2017 Decision.

Commissioner Matthews asked if the decision would expire before the Planning Commission made its decision on the Application. City Attorney Ramis said extending past the three-year date does not prevent the Planning Commission from deciding the Application because it was complete before the expiration date.

3. Conclusion.

The Applicant respectfully requests that the Planning Commission approve this Application for a two-year extension of the 2017 Decision because:

- The Staff found that the Applicant has met its burden of proof to demonstrate that CDC 99.325.A.1-3 are satisfied.
- The Applicant's substantial evidence shows that the approval criteria are met, including Mr. Miller's May 12, 2020 letter stating that no CDC approval criteria have changed, Mr. Evan's July 8, 2020 letter explaining the only changes to the project and Mr. Bell's July 13, 2020 letter stating that traffic facts have not changed.
- The record contains no substantial evidence to the contrary.

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For all of these reasons, the Planning Commission can approve this Application because the Applicant has satisfied the approval criteria. The Applicant does not waive the application of ORS 92.040(2), 197.303(1) or 197.307(4) unless expressly so stated.

Very truly yours,

A handwritten signature in blue ink, reading "Michael C. Robinson". The signature is fluid and cursive, with the first name "Michael" being the most prominent part.

Michael C. Robinson

MCR/jmhi
Enclosure

cc: Mr. Tim Ralston (*via email*) (*w/enclosure*)
Mr. Lucas Ralston (*via email*) (*w/enclosure*)
Mr. Steve Miller (*via email*) (*w/enclosure*)
Mr. Eric Evans (*via email*) (*w/enclosure*)
Mr. Pete DeWitz (*via email*) (*w/enclosure*)
Mr. Matt Bell (*via email*) (*w/enclosure*)
Mr. Tyler Korb (*via email*) (*w/enclosure*)
Mr. Garrett Stephenson (*via email*) (*w/enclosure*)
Ms. Jennifer Arnold (*via email*) (*w/enclosure*)
Mr. Tim Ramis (*via email*) (*w/enclosures*)

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BEFORE THE LAND USE BOARD OF APPEALS
OF THE STATE OF OREGON

JASON HARRA and JESSICA HARRA,
Petitioners,

vs.

01/23/18 PM12:05 LUBA

CITY OF WEST LINN,
Respondent,

and

UPPER MIDHILL ESTATES, LLC,
Intervenor-Respondent.

LUBA No. 2017-074

FINAL OPINION
AND ORDER

Appeal from City of West Linn.

Jennifer M. Bragar, Portland, filed the petition for review and argued on behalf of petitioners. With her on the brief was Tomasi Salyer Martin PC.

Timothy V. Ramis, Lake Oswego, filed a joint response brief on behalf of respondent. With him on the brief was Jordan Ramis PC.

Seth J. King, Portland, filed a joint response brief and argued on behalf of intervenor-respondent. With him on the brief were Michael Robinson and Perkins Coie LLP.

RYAN, Board Chair; BASSHAM, Board Member; HOLSTUN Board Member, participated in the decision.

AFFIRMED

01/23/2018

1 You are entitled to judicial review of this Order. Judicial review is
2 governed by the provisions of ORS 197.850.

NATURE OF THE DECISION

Petitioners appeal a decision by the city approving a 34-lot subdivision.

REPLY BRIEF

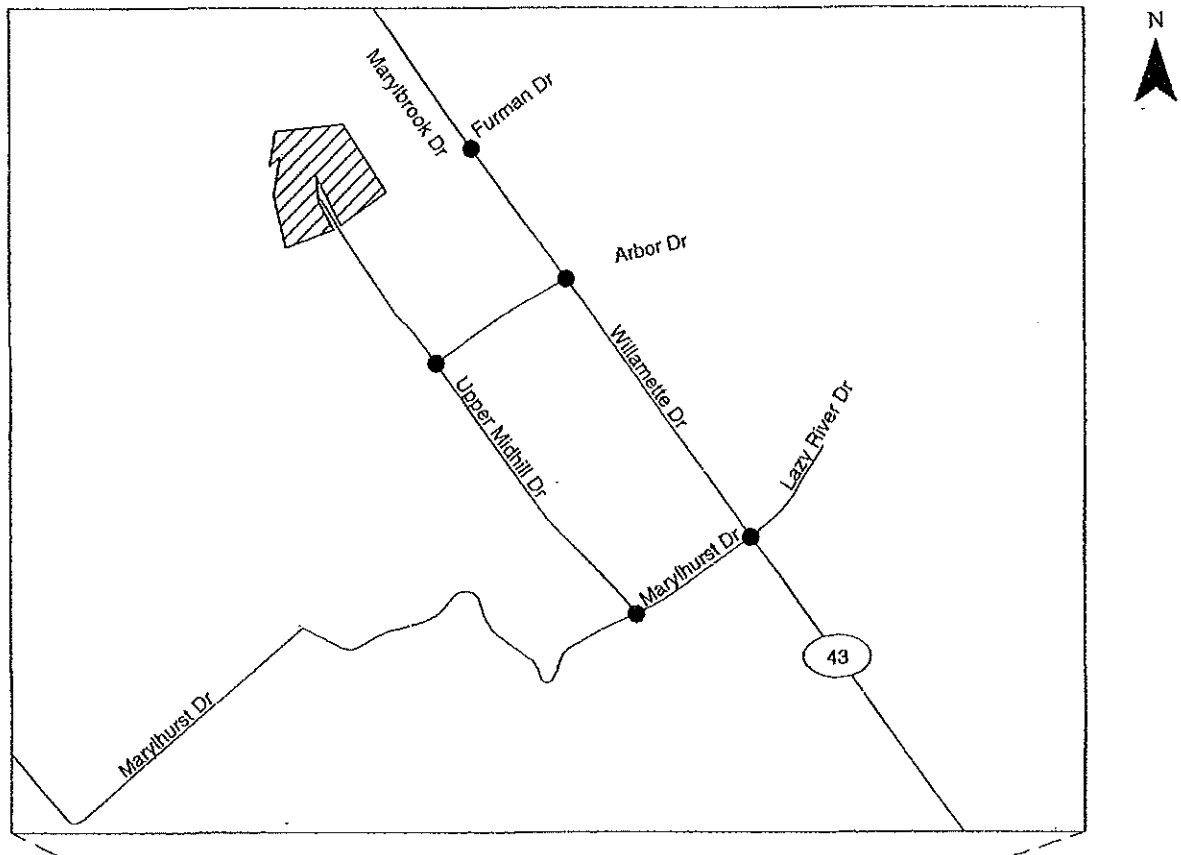
Petitioners move for permission to file a reply brief to respond to alleged new matters raised in the response brief. Intervenor-respondent Upper Midhill Estates, LLC (intervenor) objects to the portions of the reply brief at Reply Brief 3-4, arguing that these portions do not respond to “new matters” within the meaning of OAR 661-010-0039. Because resolving the dispute would lengthen an already lengthy opinion, we decline to address the parties’ arguments and we allow the reply brief without further discussion.¹

FACTS

Intervenor applied to subdivide an approximately 6.1-acre parcel into 34 lots. Upper Midhill Drive is a local street that currently dead ends at the property. Upper Midhill Drive intersects with other local streets that eventually connect to Oregon Highway 43, known as Willamette Drive. Record 2206-07.

¹ In their third assignment of error, petitioners allege that the city committed a procedural error. The petition for review, however, does not explain how that procedural error prejudiced petitioners’ substantial rights, and the response brief points that out. In their Reply Brief, petitioners take the position that the alleged procedural error prejudiced their substantial rights “to meaningful participation in the local government’s land use proceedings, including the right to respond to material evidence submitted after the close of the evidentiary record.” Reply Brief 3.

1 As part of its application, intervenor submitted a Transportation Impact
2 Analysis (TIA) prepared by intervenor's consultant Kittleson & Associates
3 (Kittleson) in January 2016 (January 2016 TIA). A figure from the January
4 2016 TIA at Record 1436 showing the location of the subject property and
5 affected transportation facilities is set out here:



6
7 The January 2016 TIA explains the street layout adjacent to and nearby the
8 subject property:

9 “Willamette Drive is the major north-south arterial within the City
10 of West Linn providing access to the cities of Lake Oswego and
11 Portland to the north, and Oregon City to the south. Marylhurst
12 Drive is an east-west collector, which provides access to
13 Willamette Drive via a signalized intersection. Arbor Drive is an
14 east-west local street that provides access to Willamette Drive via

1 a two-way stop-control intersection. Upper Midhill Drive is a
2 north-south local street that connects the proposed development to
3 Arbor Drive and Marylhurst Drive. The segment of Upper Midhill
4 Drive located south of Arbor Drive is relatively narrow; however,
5 two vehicles can pass each other on the roadway. * * *” Record
6 2210.

7 Upper Midhill Drive between Arbor Drive and Marylhurst Drive is constructed
8 with two travel lanes that meet the width standard for local streets, except for
9 an approximately 200-foot section adjacent to Upper Midhill Park. When the
10 city developed Upper Midhill Park, the planning commission granted a
11 variance to the requirement to complete half-street improvements along the
12 park frontage. Record 614. In that section, the paved width of the road narrows
13 to approximately 16 to 20 feet with one to four-foot gravel shoulders on each
14 side. Record 867.

15 The January 2016 TIA concluded that with the traffic from the proposed
16 subdivision, all affected intersections would operate within the applicable level
17 of service or volume to capacity ratios, except the Arbor Drive approach to the
18 Willamette Drive/Arbor Drive intersection.² That intersection currently

² The March 2017 TIA explains:

“A Traffic Impact Analysis (TIA) was prepared for the proposed Chene Blanc Estates development in January 2016. The TIA provides an evaluation of traffic operations at several study intersections under year 2016 existing traffic conditions, year 2018 background traffic conditions (without the proposed development), and year 2018 total traffic conditions (with full build-out and occupancy of the proposed development) during the weekday a.m. and p.m. peak hours.” Record 663.

1 operates at a level of service “F,” and above capacity during the weekday p.m.
2 peak hour.³ Record 2213. In October 2016, Kittleson conducted supplemental
3 traffic counts at the affected intersections to account for traffic generated
4 during the school year, and in March 2017, intervenor submitted a
5 supplemental TIA (March 2017 TIA) that found again that all affected
6 intersections would operate within acceptable levels except the Willamette
7 Drive/Arbor Drive intersection. Record 663-70.

8 The city and ODOT have planned long-term improvements to the
9 Willamette Drive/Arbor Drive intersection, proposed to be constructed in 2020.
10 Intervenor proposed interim mitigation to that intersection between the time the
11 subdivision is developed and the time the long-term improvements are
12 completed, and the city imposed a condition of approval (condition 3) that
13 requires intervenor to restripe Willamette Drive with a northbound left turn
14 pocket on the south leg of the intersection, and a left turn/refuge storage area
15 on the north leg of the intersection, to allow for two-stage left turns. Record 12,
16 20. The interim mitigation is referred to by the parties as the “Interim
17 Improvement.”

18 The planning commission considered intervenor’s application at a March
19 22, 2017 hearing, and at the conclusion of the hearing, a majority of the

³ Oregon Department of Transportation (ODOT) performance standards require all signalized and unsignalized intersections with state highways to maintain a volume to capacity ratio of .99 or less. City performance standards require a level of service “D” or better for all intersections. Record 2213.

1 planning commission voted to approve the application with conditions,
2 including condition 3. Petitioners appealed the decision to the city council.
3 Record 493. The city council held an on-the-record hearing on the appeal and
4 at the conclusion voted to approve the application with additional conditions to
5 address construction-related traffic and pedestrian safety on Upper Midhill
6 Drive. This appeal followed.

7 **FIRST AND SECOND ASSIGNMENTS OF ERROR**

8 West Linn Community Development Code (CDC) 85.200 provides the
9 following criterion for land divisions:

10 “No tentative subdivision or partition plan shall be approved
11 unless adequate public facilities will be available to provide
12 service to the partition or subdivision area prior to final plat
13 approval and the Planning Commission or Planning Director, as
14 applicable, finds that the following standards have been satisfied,
15 or can be satisfied by condition of approval.”⁴

16 CDC 2.030 defines “adequate public facilities” as:

17 “Public facilities that must be adequate for an application for new
18 construction, remodeling, or replacement of an existing structure
19 to be approved are *transportation*, water, sewer, and storm sewer
20 facilities. To be adequate, on-site and adjacent facilities must meet
21 City standards, *and off-site facilities must have sufficient capacity*
22 *to (1) meet all existing demands, (2) satisfy the projected demands*
23 *from projects with existing land use approvals, plus the additional*
24 *demand created by the application, and (3) remain compliant with*
25 *all applicable standards.*

⁴ Various subsections of CDC 85.200 further require an applicant to satisfy standards such as requirements for streets, the length of blocks and lots, pedestrian and bicycle trails, grading, water, sewers, and storm detention.

1 “For purposes of evaluating discretionary permits in situations
2 where the level-of-service or volume-to-capacity performance
3 standard for an affected City or State roadway is currently failing
4 or projected to fail to meet the standard, and an improvement
5 project is not programmed, the approval criteria shall be that the
6 development avoids further degradation of the affected
7 transportation facility. Mitigation must be provided to bring the
8 facility performance standard to existing conditions at the time of
9 occupancy.” (Emphases added).

10 Thus, CDC 85.200 and the definition of “adequate public facilities” together
11 require the city to find (1) that “on-site facilities” meet city standards, and (2)
12 that “off-site facilities” have sufficient capacity to meet existing demand plus
13 demand from projects with existing approvals and the demand created by the
14 land division. For off-site facilities that are failing or projected to fail, and for
15 which an improvement to the failing facility is not programmed, the city must
16 find that the land division “avoids further degradation of the affected
17 transportation facility.” The definition requires mitigation to bring the facility
18 into compliance with performance standards. Against that backdrop, we
19 address petitioners’ first and second assignments of error together.

20 **A. Intervenor’s TIAs**

21 As explained above, intervenor submitted into the record the January
22 2016 TIA and the March 2017 TIA (the TIAs), both conducted by Kittleson.
23 Intervenor also submitted into the record a memorandum from ODOT stating
24 that ODOT had reviewed the January 2016 TIA and recommended that
25 intervenor be required to (1) construct the Interim Improvement and (2)
26 contribute a proportionate share of funding for the long-term improvements to

1 Willamette Drive and the intersection that ODOT and the city have planned to
2 fund. Record 718-19. Based on that evidence, the planning commission
3 concluded that CDC 85.200 was satisfied. Record 285-87, 319-25.

4 The city council's decision incorporates as findings: (1) the planning
5 commission's decision, which incorporated as findings a March 22, 2017 staff
6 report; (2) all of intervenor's submittals, including the January 2016 TIA and
7 the supplemental March 2017 TIA; (3) the May 8, 2017 city council meeting
8 staff report; and (4) intervenor's March 1, 2017 supplemental narrative; and (5)
9 March 22, April 19 and May 11, 2017 letters from intervenor's counsel. The
10 city council's decision also adopted additional findings in support of its
11 decision, which we discuss below.

12 **a. CDC 85.170(B)(2)(e)(1)(C)(1)-(5)**

13 In portions of their first and second assignments of error, petitioners
14 argue that intervenor's proposal fails to meet the requirements of CDC
15 85.170(B)(2)(e)(1)(C)(1)-(5). Petition for Review 10, 14-15, 24-25, 27-28.
16 Further, petitioners argue that these CDC provisions provide that when a traffic
17 impact analysis is required for a land division, the site, traffic and circulation
18 design and facilities for all transportation modes, including mitigation
19 measures, must be designed to meet certain standards.⁵

⁵ CDC 85.170 requires supplemental submittals for subdivisions. CDC 85.170(B)(2)(e)(1)(C)(1)-(5) provide that when a traffic impact analysis is required:

1 The provisions of the CDC governing appeals that applied at the time the
2 city council's decision was adopted, provided that an appeal of a planning
3 commission decision is "confined to * * * [t]hose issues set forth in the request
4 to appeal[;]" that "[r]eview shall be limited to the issues clearly identified in
5 the notice of appeal[;]" and that "[n]o issue may be raised on appeal that was
6 not raised before the Planning Commission with sufficient specificity to enable
7 the [Planning] Commission and the parties to respond." CDC 99.280(B)(1) and

“(C) The proposed site design and traffic and circulation design and facilities, for all transportation modes, including any mitigation measures, are designed to:

- “(1) Have the least negative impact on all applicable transportation facilities; and
- “(2) Accommodate and encourage non-motor vehicular modes of transportation to the extent practicable; and
- “(3) Make the most efficient use of land and public facilities as practicable; and
- “(4) Provide the most direct, safe and convenient routes practicable between on-site destinations, and between on-site and off-site destinations; and
- “(5) Otherwise comply with applicable requirements of the City of West Linn Community Development Code.”

(D)(2014). Intervenor and the city (jointly respondents) respond by pointing to findings adopted by the city council that:

“[A]lthough appellants contend that Applicant’s transportation analysis is deficient because it does not address CDC 85.170.B.2.e.1.C, the Council denies this contention because this issue is outside the scope of the appeal. It was not included in the appeal statement, and it was not raised with sufficient specificity to allow the parties to address the issue before the [Planning] commission closed the evidentiary record.” Record 17.

Because petitioners do not assign error to the above-quoted findings, those unchallenged findings mean that any assignments of error presented in the petition for review that argue that the TIAs fail to meet the requirements of CDC 85.170(B)(2)(e)(1)(C)(1)-(5) are outside the scope of issues that the city found were properly raised and provide no basis for reversal or remand of the decision. *Citizens for Responsible Development v. City of The Dalles*, 59 Or LUBA 369, 375 (2009).

b. October 2016 Traffic Counts

LUBA is required to reverse or remand the city’s decision if, as relevant here, the decision is not supported by substantial evidence in the whole record.⁶ ORS 197.835(9)(a)(C). In their first assignment of error, petitioners argue that “intervenor’s traffic analysis is not supported by substantial evidence.” Petition for Review 12. That is so, petitioners argue, because the supplemental traffic

⁶ The challenged decision is a “limited land use decision” as defined in ORS 197.015(12). However, no party argues that our standard of review is the standard at ORS 197.828 for review of limited land use decisions.

1 counts that Kittleson conducted in October 2016 and relied on to prepare the
2 March 2017 TIA are not included in the record. As a result, petitioners argue,
3 the challenged decision is not supported by substantial evidence in the whole
4 record.

5 In findings the city council adopted in response to the issue when it was
6 raised by petitioners for the first time during the proceedings before the city
7 council, the city council found that it could rely on the January 2016 TIA as
8 supplemented by the March 2017 TIA even though the October 2016 traffic
9 counts were not included in the March 2017 TIA, because the counts were
10 reflected in the trip figures that are derived from those traffic counts and
11 included in the March 2017 TIA. Record 16-17. The city council found that the
12 March 2017 TIA provided evidence in the record, submitted by experts, to
13 support a city council conclusion that CDC 85.200 is met and that all
14 transportation facilities are adequate or will be adequate with mitigation.
15 Petitioners do not explain why the city council's decision — that adequate off-
16 site transportation facilities exist — is not supported by substantial evidence in
17 the record, namely the TIAs, when the March 2017 TIA includes trip figures
18 that are derived from the October 2016 traffic counts. Record 664-65 (Kittleson
19 letter explaining how the October 2016 traffic counts were applied and used to
20 update the January 2016 TIA). Petitioners also do not point to any other
21 evidence in the record that undermines the trip figures that are based on the
22 October 2016 traffic counts, or argue that the trip figures are incorrect.

1 In reviewing a substantial evidence challenge, LUBA's role is not to
2 reweigh the evidence, but rather to determine if a reasonable person, viewing
3 the whole record, could reach the conclusion that the decision maker reached.
4 *1000 Friends of Oregon v. Marion County*, 116 Or App 584, 587-88, 842 P2d
5 441 (1992). We agree with the city and intervenor that a reasonable person
6 could rely on the TIAs to conclude that CDC 85.200 is satisfied; *i.e.*, that with
7 mitigation off-site transportation facilities are adequate to serve the proposed
8 subdivision. *Younger v. City of Portland*, 305 Or 346, 358-60, 752 P2d 262
9 (1988). The March 2017 TIA explains that it includes trip figures that
10 "illustrate the supplemental traffic counts and summarize the results of the
11 updated traffic analysis." Record 665, 674, Figure 4. In essence, the included
12 trip figures are a refinement of the raw traffic counts and a reasonable person
13 could rely on those trip figures to conclude that CDC 85.200 is satisfied, even
14 if the raw traffic counts are not separately included in the record.

15 In another portion of their first assignment of error, petitioners argue
16 that "the [p]etitioners were prejudiced because they did not have the
17 opportunity to review the underlying data." Petition for Review 13 (citation
18 omitted). Petitioners further argue that:

19 "[p]etitioners were not provided a full and fair opportunity to
20 analyze whether the Applicant's traffic study is correct.
21 Respondent's reliance on the incomplete TIA requires remand to
22 allow the petitioners and the public to have a full and fair
23 opportunity to review and analyze the October 2016 traffic count
24 data, and the TIA's conclusions about [the] adequacy of
25 transportation facilities." Petition for Review 15.

1 Although their argument is barely developed, we understand petitioners to
2 argue that the city committed a procedural error in relying on the March 2017
3 TIA when that TIA did not include the October 2016 traffic counts, and that
4 alleged procedural error prejudiced petitioners' right to an opportunity to
5 review the October 2016 traffic counts. We reject that argument for a few
6 reasons. First, as noted, the city council adopted findings responding to the
7 argument when it was presented for the first time during the on-the-record
8 proceedings before the city council. Second, in order to prevail on a claim of
9 procedural error, a petitioner must identify the procedure allegedly violated.
10 *Stoloff v. City of Portland*, 51 Or LUBA 560, 563 (2006). Petitioners do not
11 explain how the absence of the October 2016 traffic counts in the record is a
12 procedural error, or identify any CDC or other provision that requires the city
13 to include the October 2016 traffic counts in the record. Accordingly,
14 petitioners have failed to establish a basis for reversal or remand.

15 **c. Assumed Growth Rate**

16 CDC 2.030's definition of "adequate public facilities" provides that "off-
17 site facilities must have sufficient capacity to (1) meet all existing demands,
18 [and] (2) satisfy the projected demands from projects with existing land use
19 approvals, plus the additional demand created by the application[.]" The TIAs
20 used the traffic counts collected in June 2015 (Record 1439)
21 and October 2016, and applied a two percent growth rate "[t]o account for
22 trips from in-process developments and additional growth in regional and local

1 traffic in the study area[.]” Record 16 (city’s findings explaining traffic
2 projections); *see also* 664-65 (Kittleston letter explaining traffic projections
3 used an assumed growth rate to “reflect growth in regional and local traffic
4 within the study area between 2016 and the year the proposed development is
5 expected to be fully built, 2018”).

6 In their second assignment of error, petitioners argue that the city’s
7 decision is not supported by substantial evidence because intervenor failed to
8 provide evidentiary support for using a two percent growth rate to estimate
9 existing demands from growth in traffic in the area. Petition for Review 14.
10 Also according to petitioners, in order to account for projected demand from
11 approved but not yet built developments, CDC 2.030 requires “input of actual
12 trip generation, not a growth rate.” Petition for Review 15.

13 The city council adopted findings that conclude that the assumed growth
14 rate of two percent is consistent with CDC 2.030’s requirement to calculate “all
15 existing demands” under CDC 2.030:

16 “Although appellants contended that [Kittleston’s] assumption of a
17 one percent annual growth rate (two percent overall for the 2017-
18 18 time period) was not supported by any evidence, the Council
19 denies the appellants’ contention. Matt Bell, Transportation
20 Planner with [Kittleston], testified during the public hearing that
21 the one percent annual growth rate is common throughout the
22 Portland area and was coordinated with the transportation
23 engineers at both the City and ODOT. Although appellants
24 disagree with the selected growth rate, they do not cite to any
25 substantial evidence in the record that conflicts with or
26 undermines the selected growth rate nor do they contend that it is
27 not an acceptable industry standard.” Record 17.

1 The city council also adopted findings that conclude that intervenor properly
2 relied on that growth rate to project demand from both the project and from
3 approved projects, consistent with CDC 2.030:

4 “[T]he Council finds that Kittleson correctly accounted for trips
5 from in-process developments and adjusted its counts to consider
6 school year trips. *To account for trips from in-process*
7 *developments and additional growth in regional and local traffic*
8 *in the study area*, Kittleson assumed a two percent (one percent
9 per year for each of two years) in its traffic counts. * * * *Kittleson*
10 *testified that this adjustment was sufficient to account for trips*
11 *from in-process developments such as the new duplexes on*
12 *Willamette Drive and the expansion of Mary's Woods*. * * * Stated
13 another way, if Kittleson had separately added in trips from in-
14 process developments and assumed a two percent growth in area
15 traffic, it would have resulted in double-counting of these
16 background trips. Further, to account for school year trips,
17 Kittleson conducted supplemental traffic counts at the affected
18 intersections in October 2016 and seasonally adjusted these
19 counts. * * * This type of seasonal adjustment is industry standard
20 and consistent with the ODOT Analysis Procedures Manual. * * *
21 Kittleson re-ran its analyses with the adjusted October 2016 counts
22 and found that, subject to implementing the identified mitigation
23 measures, all affected intersections would operate consistent with
24 applicable performance standards.

25 “Although appellants contended that Kittleson’s analysis failed to
26 account for trips from in-process developments (including new
27 duplexes on Willamette Drive and the expansion of Mary’s
28 Woods), the Council denies the appellants’ contention for the
29 reasons stated above. The Council further finds that * * * the
30 Mary’s Woods development is not expected to occur until after
31 full build-out of the development; therefore, the Council finds
32 that trips associated with the Mary’s Woods expansion would not
33 actually affect the system in 2018, the occupancy date for
34 applicant’s development in Kittleson’s analysis. Stated within the
35 terms of the CDC 2.030 definition of ‘adequate public facilities,’
36 there will be no ‘projected demand’ from Mary’s Woods in the

1 year the subject development opens. Therefore, these trips need
2 not be part of the analysis. On a related point, the Council denies
3 the appellants' contention that Kittleson erred in its assumed
4 distribution of trips from Mary's Woods. Appellants did not cite to
5 any alternative trip distribution in the record. Moreover, the
6 Council finds that, as stated, the Mary's Woods expansion is not
7 expected to occur until later, meaning that any trip distribution is
8 not part of the 'projected demand' that must be considered in
9 determining whether there are 'adequate public facilities.'" Record
10 16-17 (emphases added).

11 The findings explain that the city accepted intervenor's traffic expert's
12 explanation that a one percent per year growth rate is a commonly used
13 assumption, and also relied on the agreement of ODOT and the city's engineers
14 with using that assumption. Moreover, as we understand it, the two approved
15 developments are not yet built, so any trip projections from those approved but
16 not constructed developments will be just that – projections, rather than actual
17 trip counts. Accordingly, petitioners' argument that CDC 2.030 requires "input
18 of actual trip generation, not a growth rate," simply makes no sense for
19 approved but not yet built developments. Petition for Review 15. Stated
20 differently, if a project is not yet built, no actual trips are associated with that
21 project, and any projections about future trips must necessarily rely on some
22 assumptions about growth. Petitioners do not point to any evidence in the
23 record that undercuts the TIAs' reliance on an assumed two percent growth rate
24 to calculate existing demand and to project future demand from existing
25 approved projects and the proposed subdivision. Accordingly, we think that a

1 reasonable person could rely on the TIAs' assumed growth rate to conclude
2 that CDC 85.200 is satisfied.

3 The first and second assignments of error are denied.

4 **THIRD ASSIGNMENT OF ERROR**

5 During the proceedings below, participants raised concerns about
6 construction-related traffic on affected streets, including Upper Midhill Drive.
7 The planning commission imposed a condition of approval that prohibited
8 truck traffic on Upper Midhill Drive between Arbor Drive and Marylhurst
9 Drive. Record 288.

10 The city council disagreed with the planning commission that a
11 condition prohibiting truck traffic on Upper Midhill Drive was necessary, but
12 found that use of a loop route for inbound and outbound truck traffic "may
13 provide for a more efficient and safer circulation of temporary truck traffic[.]"
14 Record 18. The city adopted two conditions of approval that require (1) a
15 Traffic Management Plan (TMP) that routes inbound truck traffic from
16 Willamette Drive up Arbor Drive to Upper Midhill Drive, and outbound truck
17 traffic down Upper Midhill Drive to Marylhurst Drive to Willamette Drive
18 (condition 11); and (2) intervenor to install a paint stripe four feet from the
19 eastern edge of Upper Midhill Drive, between Arbor Drive and Marylhurst
20 Drive, to establish a safety zone for pedestrian traffic (condition 17). Record
21 18, 23.

1 The arguments in petitioners' third assignment of error are difficult to
2 follow, but we understand petitioners to argue that the record does not include
3 substantial evidence that the TMP and pedestrian striping are sufficient to
4 support the city's determination that the subdivision complies with CDC
5 2.030's definition of "adequate public facilities." Specifically, petitioners argue
6 the TMP and the pedestrian striping requirements do not meet "city engineering
7 standards." Petition for Review 31; Reply Brief 4. If that is petitioners'
8 argument, we reject it. The CDC 2.030 definition provides that to be
9 "adequate," off-site facilities must have sufficient *capacity* to "remain
10 compliant with all applicable standards." CDC 2.030 does not require a
11 demonstration that an off-site facility complies with engineering standards.

12 In other portions of their third assignment of error, we also understand
13 petitioners to argue that the record does not include substantial evidence that
14 CDC 85.170(B)(2)(e)(1)(C)(1)-(5) is met by the TMP and the pedestrian
15 striping. We reject that argument. First, for the reasons explained above in our
16 resolution of the first and second assignments of error, challenges to the
17 proposal's compliance with CDC 85.170(B)(2)(e)(1)(C)(1)-(5) are outside of
18 the scope of review in this appeal and the decision includes a finding not
19 challenged by petitioners to that effect. Second, petitioners' arguments
20 regarding CDC 85.170(B)(2)(e)(1)(C)(1)-(5), a lengthy and detailed CDC
21 provision set out in n 5, are not sufficiently developed for our review.
22 *Deschutes Development v. Deschutes Cty.*, 5 Or LUBA 218, 220 (1982).

1 Finally, we understand petitioners to argue that the city committed two
2 procedural errors that prejudiced their substantial rights. First, citing *Dodds v.*
3 *West Linn*, ___ Or LUBA ___ (LUBA No. 2016-071, January 12, 2017),
4 petitioners argue that the city committed a procedural error when it included
5 conditions 11 and 17 in the final decision, without providing petitioners an
6 opportunity to raise concerns about the TMP and pedestrian striping
7 requirements that are required by those conditions.

8 In *Dodds*, the city council concluded that the applicant's drainage plan
9 failed to satisfy various approval criteria that applied to drainage from the
10 property. ___ Or LUBA ___ (slip op at 7). However, in spite of that conclusion,
11 the city council approved the application, and imposed a condition of approval
12 that required the applicant to submit a revised drainage plan for review, without
13 any evidence in the record that the revised drainage plan would meet the
14 applicable approval criteria and without public review of that revised drainage
15 plan. *Id.* (slip op at 11-12).

16 In the present case, as far as we can tell, conditions 11 and 17 do not
17 relate to any approval standards. For example, the city did not impose the
18 conditions to ensure that Upper Midhill Drive has the *capacity* to meet existing
19 standards, pursuant to CDC 2.030. The evidence in the record is that Upper
20 Midhill Drive has capacity to meet the standards that apply to a local street.
21 Record 363. Rather, the city imposed conditions 11 and 17 in order to address
22 concerns raised by neighbors during the proceedings below about construction-

1 related traffic. In any case, the issue in *Dodds* was the total lack of evidence
2 supporting the conditions imposed, not the fact that the city imposed the
3 conditions without allowing participants to review them. The city did not err in
4 imposing conditions 11 and 17 in the final decision.

5 Second, petitioners argue that the city committed procedural error when
6 it accepted new evidence into the record after the record was closed, in the
7 form of staff testimony during the city council's deliberations at its June 19,
8 2017 city council meeting. Respondents respond, and we agree, that the
9 transcript of the city council hearing that is attached to the petition for review
10 demonstrates that the city council did not accept new evidence during the
11 meeting. Petition for Review Appendix A 49. In fact, in their reply brief
12 petitioners concede that, after being advised by the city's attorney that in order
13 to consider new testimony it had to re-open the record, the city did not re-open
14 the record to accept the new testimony. Reply Brief 1. Accordingly, petitioners'
15 arguments provide no basis for reversal or remand.

16 The third assignment of error is denied.

17 **FOURTH ASSIGNMENT OF ERROR**

18 Intervenor submitted a geotechnical study and a grading plan.⁷ Record
19 1774-1877. The study was prepared based on geologic mapping for the site and
20 on excavations from eleven test pits on the property. Record 9.

⁷ No party identifies the approval criteria implicated in this assignment of error. However, in a staff report to the planning commission, the city relied on

1 In response to petitioners' second appeal issue, the city council adopted
2 additional findings that concluded that "it is geotechnically feasible to develop
3 the proposed project on the site."⁸ Record 9. At intervenor's suggestion, the
4 city imposed a condition of approval (condition 13) that requires intervenor to
5 prepare and submit to the city engineer for review and approval "a
6 supplemental geotechnical analysis addressing the soils conditions across the
7 property and in the areas of the local streets within the subdivision, including
8 an estimate of the amount of soil to be removed in order to construct the streets
9 and develop the building sites." Record 10.

10 In their fourth assignment of error, petitioners argue that condition 13
11 lacks a future public review process that petitioners argue is required under
12 *Gould v. Deschutes County*, 216 Or App 150, 159-60, 171 P3d 1017 (2007).⁹

the geotechnical study and grading plan to find that CDC 85.200(E) was met. Record 1280. Accordingly, we understand that the geotechnical study and grading plan were submitted in order to demonstrate compliance with CDC 85.200(E).

⁸ Petitioners' second appeal issue was:

"We do not believe that sufficient geological studies have been done on this parcel. There is a history of drainage issues and mudslides in the surrounding area that we believe have not been sufficiently addressed in the application." Record 9.

⁹ Although petitioners do not identify a standard of review for the fourth assignment of error, we understand petitioners to argue that the city committed a procedural error that prejudiced their substantial rights to participate in the proceeding by deferring review of supplemental geotechnical studies to a future proceeding that lacks public participatory rights. ORS 197.835(9)(a)(B).

1 Petitioners argue that LUBA should remand the decision in order to amend
2 condition 13 to allow public review of the supplemental geotechnical analysis.

3 In response, respondents argue that the city council adopted a current
4 finding that the geotechnical study addresses all geotechnical issues, and that
5 condition 13 does not defer a finding of compliance on that issue to a later
6 stage proceeding. Having concluded that the geotechnical study supported the
7 city council's conclusion that it is geotechnically feasible to develop the
8 subdivision, respondents argue, the city's decision is consistent with *Meyer v.*
9 *City of Portland*, 67 Or App 274, 678 P2d 741, rev den 297 Or 82 (1984). In
10 *Meyer*, the court of appeals held that a city's determination that the property
11 could be safely developed and that there were suitable methods of storm water
12 and groundwater disposal was supported by a detailed geotechnical study of the
13 area and extensive testimony from the city's experts, and the city could defer to
14 the city's experts the selection of a particular solution to identified problems. In
15 contrast, under *Gould* a local government may defer a final decision about
16 whether one or more development standards is satisfied to a future date,
17 assuming the public retains participation rights in that future decision making.

18 We agree with respondents that what the city council did here is identical
19 to what the city council did in *Meyer*. Here, the city council adopted a current
20 finding that the property can feasibly be developed from a geotechnical
21 standpoint, and that finding is supported by the geotechnical study. The city

council imposed condition 13 at intervenor's suggestion, not as a deferral of finding compliance with applicable approval criteria.

The fourth assignment of error is denied.

FIFTH ASSIGNMENT OF ERROR

In their fifth assignment of error, petitioners argue that conditions of approval 3, 12, and 14 unconstitutionally delegate to ODOT authority to modify the approved application, in violation of the Delegation Clause of the Oregon Constitution.¹⁰ Article 1, section 21 of the Oregon Constitution prohibits passing any law, "the taking effect of which shall be made to depend upon any authority, except as provided in this Constitution[.]" The Delegation Clause prohibits laws that delegate the power to amend those laws to another

¹⁰ Condition 3 requires construction of the Interim Improvement, as described above in our resolution of the first and second assignments of error.

Condition 12 provides:

"Crosswalk on Highway 43. The Applicant shall propose to construct a crosswalk with pedestrian activated warning lights across Highway 43 at Arbor Street, subject to ODOT review, modification, and approval." Record 22 (bold in original).

Condition 14 provides:

"Tri-Met Bus Stops. The Applicant shall coordinate with Tri-Met, and subject to ODOT review, modification, and approval, assure that bus stops meeting applicable standards are available on Highway 43 near Arbor Street." *Id.* (bold in original).

1 entity. *Advocates for Effective Regulation v. City of Eugene*, 160 Or App 292,
2 981 P2d 368 (1999).

3 Respondents respond that the city council's decision, including its
4 conditions of approval, is not a "law" for purposes of Article 1, section 21. We
5 agree. The challenged decision approving a subdivision is not an amendment of
6 the CDC, was not adopted by ordinance, and was the result of a quasi-judicial,
7 rather than legislative process. Accordingly, any delegation that has occurred is
8 not a delegation of the city's legislative authority to make or amend laws, and
9 petitioners' arguments provide no basis for reversal or remand of the decision.

10 The fifth assignment of error is denied.

11 The city's decision is affirmed.