

1 BEFORE THE LAND USE BOARD OF APPEALS

2 OF THE STATE OF OREGON

11/06/17 10:57 LUBA

3  
4 JILL WARREN and PATRICIA FORSYTH,  
5 *Petitioners,*

6  
7 vs.

8  
9 WASHINGTON COUNTY,  
10 *Respondent,*

11  
12 and

13  
14 VENTURE PROPERTIES, INC.,  
15 *Intervenor-Respondent.*

16  
17 LUBA No. 2017-032

18  
19 FINAL OPINION  
20 AND ORDER

21  
22 Appeal from Washington County.

23  
24 Kenneth P. Dobson, Portland, filed the petition for review and argued on  
25 behalf of petitioners.

26  
27 No appearance by Washington County.

28  
29 Michael C. Robinson and Seth King, Portland, filed the response brief  
30 and Seth King argued on behalf of intervenor-respondent. With them on the  
31 brief was Perkins Coie LLP.

32  
33 RYAN, Board Chair; BASSHAM, Board Member; HOLSTUN Board  
34 Member, participated in the decision.

35  
36 REMANDED 11/06/2017

37  
38 You are entitled to judicial review of this Order. Judicial review is

1 governed by the provisions of ORS 197.850.

**NATURE OF THE DECISION**

Petitioners appeal a decision by a county hearings officer approving a six-lot subdivision.

**FACTS**

Intervenor-respondent Venture Properties, Inc. (intervenor) applied to subdivide a single, 2.54-acre parcel zoned R-5 (Residential 5 Units Per Acre) into six lots. The subject property is located between S.W. Birch Street and S.W. Cedarcrest Street, 200 feet to the west of S.W. 80<sup>th</sup> Avenue, in the Metzger Progress area of the county, and is included in the Metro urban growth boundary.

Ash Creek flows through the north portion of the property from east to west. The county’s Goal 5 Significant Natural Resources Map for the Metzger Progress Community Plan maps the property as including two of the significant natural resources described in the plan - “Wildlife Habitat,” and “Water Area and Wetlands and Fish and Wildlife Habitat.”<sup>1</sup> Record 386. As part of the

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<sup>1</sup> Washington County Community Development Code (CDC) 422-2.1 describes “Water Area and Wetlands” as as “100-year flood plain, drainage hazard areas and ponds, except those already developed.”

CDC 422-2.2 describes “Water Area and Wetlands and Fish and Wildlife Habitat” as “Water areas and wetlands that are also fish and wildlife habitat.”

CDC 422-2.3 describes “Wildlife Habitat” as “Sensitive habitats identified by the Oregon Department of Fish and Wildlife, the Audubon Society Urban

1 application, intervenor submitted two delineations of those significant natural  
2 resources.<sup>2</sup> Those assessments identified approximately 18,142 square feet of  
3 “Waters and Wetlands and Fish and Wildlife Habitat,” mostly wetlands,  
4 riparian areas, and habitat, and approximately 38,000 square feet of “Wildlife  
5 Habitat,” mostly areas with mature Douglas Fir trees.

6 Intervenor proposed to subdivide the property into six lots averaging  
7 approximately 6,000 square feet each, along with a private street to access three  
8 of the lots, and to create two open space tracts (Tracts A and B), totaling  
9 approximately 1.35 acres, on the northern part of the property. Intervenor  
10 proposed to develop approximately 26,000 square feet of the approximately  
11 38,000 square foot area of the property that contains Wildlife Habitat with Lots

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Wildlife Habitat Map, and forested areas coincidental with water areas and wetlands.”

<sup>2</sup> CDC 422-3.1 requires, relevant part:

“The required master plan and site analysis for a site which includes an identified natural resource shall:

“A. Identify the location of the natural resource(s), except in areas where a Goal 5 analysis has been completed and a program decision adopted pursuant to OAR 660, Division 23 (effective September 1, 1996);

“B. Describe the treatment or proposed alteration, if any. Any alteration proposed pursuant to Section 422-3.1 B. shall be consistent with the program decision for the subject natural resource; and

“C. Apply the design elements of the applicable Community Plan \* \* \* [.]”

1 4, 5 and 6, a portion of a storm water quality facility, and a portion of a private  
2 street.

3 During the proceedings before the hearings officer, intervenor argued  
4 that Washington County Community Development Code (CDC) Section 422-  
5 3.6, which is a standard that governs development within Significant Natural  
6 Resource Areas, is not a “clear and objective” approval standard within the  
7 meaning of ORS 197.307(4), and thus may not be applied to the application.<sup>3</sup>  
8 We set out and discuss ORS 197.307(4) below. Intervenor argued that the  
9 application is for “needed housing” as defined in ORS 197.303(1) and that “the  
10 property \* \* \* is located on buildable land identified in the County’s buildable  
11 land inventory.” Record 360-61. The hearings officer concluded that CDC 422-  
12 3.6 was not met, but that ORS 197.307(4) prevents him from applying CDC  
13 422-3.6 because the standard is not “clear and objective.” The hearings officer  
14 found that all other clear and objective standards were met, and approved the  
15 application. This appeal followed.

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<sup>3</sup> CDC 422-3.6 provides in relevant part:

“For any proposed use in a Significant Natural Resource Area, there shall be a finding that the proposed use will not seriously interfere with the preservation of fish and wildlife areas and habitat identified in the Washington County Comprehensive Plan, or how the interference can be mitigated. \* \* \*”

1 **FIRST ASSIGNMENT OF ERROR**

2 The essential question presented in this assignment of error is whether  
3 ORS 197.307(4) prohibits the county from applying standards that are not  
4 “clear and objective” to intervenor’s subdivision application. That question in  
5 turn requires a determination as to whether the proposal is a proposal for  
6 “needed housing on buildable land described in [ORS 197.307(3)] \* \* \*.” ORS  
7 197.307(4).<sup>4</sup> Specifically, the question we are asked to resolve is whether the  
8 subject property is “buildable land” as that phrase is used in ORS 197.307(3)  
9 and as defined in ORS 197.295.

10 We begin with a summary of the relevant statutes and administrative  
11 rules before we proceed to resolve the issue presented in the first assignment of  
12 error.

13 **A. ORS 197.295 et seq**

14 An application for a single family residential subdivision can be an  
15 application for “needed housing” as that term is used in ORS 197.303(1). ORS  
16 197.307(4) provides in relevant part that “a local government may adopt and  
17 apply only clear and objective standards, conditions and procedures regulating

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<sup>4</sup> ORS 197.307(4) was amended in 2017 by Senate Bill 1051, which includes different effective dates for different provisions of the Act. No party argues that the amended version of the statute applies to the application.

1 the development of needed housing on buildable land described in subsection  
2 (3) of this section.”<sup>5</sup>

3 ORS 197.295(1) defines “buildable land” for “ORS 197.295 to ORS  
4 197.314” as “lands in urban and urbanizable areas that are suitable, available  
5 and necessary for residential uses.” The Land Conservation and Development  
6 Commission (LCDC) has adopted administrative rules implementing Statewide  
7 Planning Goal 10 (Housing) and the needed housing statutes at OAR chapter  
8 660, division 8, and has adopted special rules for the Metro area at OAR  
9 chapter 660 division 7.<sup>6</sup>

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<sup>5</sup> ORS 197.307(3) provides:

“When a need has been shown for housing within an urban growth boundary at particular price ranges and rent levels, *needed housing shall be permitted in one or more zoning districts or in zones described by some comprehensive plans as overlay zones with sufficient buildable land to satisfy that need.*” (Emphasis added).

<sup>6</sup> OAR 660-008-0000 provides:

“(1) The purpose of this division is to ensure opportunity for the provision of adequate numbers of needed housing units, the efficient use of buildable land within urban growth boundaries, and to provide greater certainty in the development process so as to reduce housing costs. This division is intended to provide standards for compliance with Goal 10 ‘Housing’ and to implement ORS 197.303 through 197.307.

“(2) OAR chapter 660, division 7, Metropolitan Housing, is intended to complement and be consistent with OAR chapter 660, division 8 and Statewide Planning Goal 10

1 OAR 660-007-0005(3) provides that “buildable land” is:

2 “[R]esidentially designated land within the Metro urban growth  
3 boundary, including both vacant and developed land likely to be  
4 redeveloped, that is suitable, available and necessary for  
5 residential uses. \* \* \* Land is generally considered ‘suitable and  
6 available’ unless it:

7 “(a) Is severely constrained by natural hazards as determined  
8 under Statewide Planning Goal 7;

9 “(b) Is subject to natural resource protection measures  
10 determined under Statewide Planning Goals 5, 6 or 15;

11 “(c) Has slopes of 25 percent or greater;

12 “(d) Is within the 100-year flood plain; or

13 “(e) Cannot be provided with public facilities.”

14 The rule presumes that land is “buildable land” and “suitable and available”  
15 unless it possesses one or more of the characteristics listed in the rule, in which  
16 case Metro may exclude it from its inventory of buildable land. *Friends of*  
17 *Yamhill County v. City of Newberg*, 62 Or LUBA 211, 216 (2010).

18 Statewide Planning Goal 10 (Housing) and two statutes, ORS 197.307(3)  
19 and ORS 197.296, work together to require local and regional governments to  
20 plan and zone sufficient buildable land to accommodate “needed housing.”  
21 Goal 10 requires in relevant part that Metro inventory “buildable lands for  
22 residential use.” ORS 197.307(3) requires, for land in urban growth

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Housing (OAR 660-015-0000(10). Should differences in interpretation between division 8 and division 7 arise, the provisions of division 7 shall prevail for cities and counties within the Metro urban growth boundary.”

1 boundaries, that local governments permit needed housing “in one or more  
2 zoning districts or in zones described by some comprehensive plans as overlay  
3 zones with sufficient buildable land to satisfy that need.” ORS 197.296 and  
4 ORS 197.299 require Metro to provide for sufficient buildable land to  
5 accommodate estimated housing needs for a 20-year period and to evaluate the  
6 sufficiency of that inventory every six years. ORS 197.296(4) provides  
7 requirements for the inventory:

8 “(a) For the purpose of the inventory described in subsection  
9 (3)(a) of this section, ‘buildable lands’ includes:

10 “(A) Vacant lands planned or zoned for residential use;

11 “(B) Partially vacant lands planned or zoned for residential  
12 use;

13 “(C) Lands that may be used for a mix of residential and  
14 employment uses under the existing planning or  
15 zoning; and

16 “(D) Lands that may be used for residential infill or  
17 redevelopment.

18 “(b) For the purpose of the inventory and determination of  
19 housing capacity described in subsection (3)(a) of this  
20 section, the local government must demonstrate  
21 consideration of:

22 “(A) The extent that residential development is prohibited  
23 or restricted by local regulation and ordinance, state  
24 law and rule or federal statute and regulation;

25 “(B) A written long term contract or easement for radio,  
26 telecommunications or electrical facilities, if the  
27 written contract or easement is provided to the local  
28 government; and

1           “(C) The presence of a single family dwelling or other  
2           structure on a lot or parcel.

3           “(c) Except for land that may be used for residential infill or  
4           redevelopment, a local government shall create a map or  
5           document that may be used to verify and identify specific  
6           lots or parcels that have been determined to be buildable  
7           lands.”

8           **B. First Assignment of Error**

9           As noted, intervenor asserted to the hearings officer that the subject  
10          property is “needed housing” that is included in the “County’s buildable lands  
11          inventory.” Record 360. The hearings officer determined that the prohibition in  
12          ORS 197.307(4) on applying standards that are not clear and objective  
13          prevented him from applying CDC 422-3.6, but he did not specifically address  
14          the issue of whether the subject property is “buildable land” as defined in ORS  
15          197.295.

16          In their first assignment of error, petitioners argue that the hearings  
17          officer misconstrued ORS 197.307(4) because the property is not “buildable  
18          land” as defined in ORS 197.295(1) and OAR 660-007-0005.<sup>7</sup> That is so,  
19          petitioners argue, because pursuant to OAR 660-007-0005(3)(b), the property  
20          is “subject to natural resource protection measures determined under Statewide

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<sup>7</sup> Petitioners cite OAR 660-008-0005, which applies outside of the Metro area. Intervenor points out that LCDC has adopted rules for the Metro area and the applicable rule is set out at OAR 660-007-0005(3).

1 Planning Goal[] 5” and therefore not “suitable [and] available \* \* \* for  
2 residential uses.”

3 In its response brief, intervenor responds that the property is included in  
4 Metro’s 2014 Buildable Lands Inventory (2014 BLI). Accordingly, intervenor  
5 argues, as a matter of law the property has been previously determined to be  
6 “buildable land” and petitioners may not now challenge that legislative  
7 determination in this subsequent quasi-judicial proceeding. Intervenor moves  
8 that LUBA take official notice of Metro Ordinance 15-1361 (Metro Ordinance)  
9 that adopted the 2014 BLI for the Metro region, and portions of Exhibit A to  
10 the Metro Ordinance.<sup>8</sup> Those portions of Exhibit A include portions of the  
11 Urban Growth Report (UGR) that is adopted and incorporated into the  
12 Ordinance. Appendix 3 to the UGR includes a BLI map, and intervenor argues  
13 that the BLI map identifies the tax lot that is the subject property as “vacant  
14 buildable land.”

15 Petitioners do not object to LUBA taking official notice of the Metro  
16 Ordinance, as long as LUBA also takes official notice of the sections of the  
17 UGR at Appendix 2 of the 2014 BLI that, as petitioners describe them, “detail[]  
18 the methodologies used in creating the BLI and the limitations of its evaluation  
19 of ‘environmental constraints’ in determining to what extent a certain property

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<sup>8</sup> At oral argument, the Board requested that intervenor provide a complete copy of the Metro Ordinance that adopted the 2014 BLI and all exhibits incorporated therein to the Board and petitioners, and intervenor did so.

1 is considered ‘buildable.’” Response to Motion to Take Official Notice 2-3.  
2 According to petitioners, Metro “used a formula to provide uniform  
3 adjustments for estimated residential capacity on all lots with identified  
4 environmental constraints. \* \* \* Specifically, Metro removed a fixed  
5 percentage of the total acreage of lands constrained by environmental  
6 protections from its BLI.” *Id.* We understand petitioners to argue that while the  
7 property may be included on the BLI, such inclusion on the BLI does not  
8 demonstrate that the entire property is “buildable land.”

9 Intervenor’s motion to take official notice of the Metro Ordinance is  
10 granted and we take official notice of the Metro Ordinance and the BLI. The  
11 enlarged BLI map from the UGR, Appendix 3, page 8 that is attached to  
12 intervenor’s motion to take official notice identifies the tax lot comprising the  
13 subject property as “vacant buildable land,” with a green dot - the dot  
14 signifying a dwelling unit capacity of between 1 and 15 units. The chart  
15 included in the UGR, Appendix 3, page 3 identifies “13,445” single family  
16 residential units on vacant buildable land in unincorporated Washington  
17 County. What is not clear from the map or the chart is whether the entire 2.54-  
18 acre subject property was included in the BLI.<sup>9</sup>

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<sup>9</sup> For tax lots greater than one acre, the BLI assumed an 18.5% set aside for future streets and sidewalks. UGR, Appendix 2, page 7.

1           The methodology for addressing environmentally constrained land is  
2 described in the UGR, Appendix 2, pages 1-7.<sup>10</sup> As explained in the UGR,

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<sup>10</sup> The UGR, Appendix 2 explains:

“Local governments vary in how they implement environmental regulations found in Urban Growth Management Functional Plan Title 3 (Water Quality and Flood Management) and Title 13 (Nature in Neighborhoods). Moreover, estimation of residential housing capacity of tax lots (TL) with environmental impact may vary substantially on a case by case basis. Typically, *density transfers* from the environmentally impacted portion of a tax lot to the unconstrained part of the tax lot may vary significantly depending on the environmental impact and city regulations.

“The capacity calculations for environmentally constrained tax lots recognize residential density transfers and Title 13’s more flexible protections, which are applied on a site-by-site basis during the development review process. Generally, under Title 13, development is to avoid, minimize, or mitigate (in that order) designated habitat areas. Typically, precise delineations of habitat conservation areas are identified during the site development process. Therefore, the data and BLI calculation methods are more appropriate at a higher geographic scale than individual tax lots. The residential capacity computation (though accurate at a regional or subregional scale) may NOT accurately portray the precision needed to calculate the environmental deduction for each tax lot. This may also affect the calculation for the transfer of density from the environmentally constrained area to the unconstrained part for individual tax lots, but we believe that on balance, the variance in the calculation of net density and net residential capacity offset each other over the entire region.

“The BLI technical working group was asked to provide advice on how to handle capacity assumptions in Title 13 areas. The group agreed that counting full residential capacity was not appropriate, but that discounting all capacity was not appropriate either. Metro

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staff then sent an e-mail inquiry out to all local jurisdictions in the region to determine their jurisdictions' historic development experience in Title 13 areas. Metro staff received varied responses with many caveats that preclude meaningful summarization. In the end, this inquiry did not produce a clear answer. Aside from the fact that Title 13 gets interpreted on a site-by-site basis, another challenge is that local implementation of Title 13 is fairly recent, which means that there is not a lot of development experience from which to draw (particularly in light of the Great Recession). Given this ambiguity and the fact that Title 13 areas comprise a relatively small portion of the region's single-family zoned vacant land (approximately 5.5%) and even less of its multi-family zoned vacant land (approximately 0.5%), Metro staff determined that the most reasonable approach was to rely on percentages found in the Title 13 Model Ordinance. This is the best available information and is being used on the advice of the BLI technical working group.

“Solution:

“Most areas that are considered environmentally sensitive fall into multiple categories of overlap including Titles 3 and 13, or are in a floodway or flood prone soils, or include steep slopes or some other ecosystem feature. Metro employs an environmental hierarchy to classify the environmental features to avoid double counting the capacity deduction for the BLI. BLI reductions will reflect the higher assumed protections when environmental features are overlapping.

“Methods differ for single-family, multi-family, and employment lands. Generally, using the best available GIS data:

“• Remove 100% of the area of floodways

“• Recognize environmental constraints such as slopes over 25% and as defined by cities and counties under Title 3 and Title 13. In many instances, the delineation of the environmental buffers are

1 Appendix 2, the BLI defined the following land area calculations for purposes  
2 of addressing land with environmental constraints:

3 “Vacant buildable = Calculated area of TL [tax lot] – utility  
4 easements – parks – railroads – tax exempt sites [;]”

5 “Net unconstrained = vacant buildable – environmental  
6 constraints[.]” *Id.* at 6.

7 Then, for land zoned single family residential, Metro applied the following  
8 methodology:

9 “Single-family residential

10 “1. Floodways: 100% removed[.]”

11 “2. Slopes > 25% and Title 3 treated the same way: 100% removed  
12 [.]”

13 “a. If tax lot > (or equal to) 50% constrained, follow the  
14 ‘maximum capacity rule’ (defined below) to add back  
15 units[.]”

16 “b. If tax lot is <50% constrained, assume 90% of  
17 *unconstrained area is in BLI* (i.e., apply 10%  
18 discount to vacant buildable acres)[.]”

19 “3. Title 13: 50% of Title 13 constrained acres removed from  
20 BLI (consistent with Title 13 model Ordinance).”

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GIS modeled data; where available we utilize environmental buffers from local government GIS data

“• By assumption, permit 1 dwelling unit (DU) per residentially-zoned (SFR, MFR, MUR) tax lot if environmental encumbrances would limit development such that by internal calculations no (zero) dwelling units would otherwise be permitted (‘essentially avoid takings’).” UGR, Appendix 2, 5-6 (italics in original).

1           “4. Assume at least one unit per tax lot, even if fully  
2           constrained.” UGR Appendix 2, 6-7 (underlining and italics  
3           added, footnotes omitted).

4   When the dust settles on the parties’ arguments regarding the BLI, it is clear  
5   that at least some portion of the subject property is included in the Metro BLI  
6   and therefore at least some portion has previously been determined by Metro to  
7   be “buildable land” as defined in ORS 197.295(1). Accordingly, petitioners  
8   may not, in an appeal of the county’s decision approving a subdivision of that  
9   land, argue that no part of the subject property is “buildable land,” because that  
10   would amount to an impermissible collateral attack on Metro’s decision to  
11   include at least portions of the subject property in the BLI.

12           What is not clear is whether Metro applied its methodology for  
13   addressing environmentally constrained land to the subject property and based  
14   on that methodology deducted a percentage (either 50% or 10%) of the subject  
15   property, in calculating the estimated number of dwelling units that could  
16   supply housing on the property. That seems to us to be an important question  
17   that nothing in the record or the BLI, or anything else presented to us, answers.  
18   Stated differently, we do not know whether the methodology and assumptions  
19   for addressing environmentally constrained land that are outlined in UGR,  
20   Appendix 2 were applied *to the subject property* at all.

21           We address here two possibilities. First, it is possible that the BLI  
22   included all of the subject property without deduction for environmental  
23   constraints, in which case Metro has (perhaps mistakenly) determined that the

1 entire property is “buildable land,” and subject to the protection of the needed  
2 housing statutes, notwithstanding any Goal 5-protected resources that may be  
3 present on the property. Second, it is possible that the BLI deducted an  
4 assumed percentage due to environmental constraints, but in an extremely  
5 imprecise way. If that is the case, then the quoted text from the UGR set out at  
6 n 10 supports an inference that in preparing the BLI, Metro assumed that at the  
7 time of development, the local government would prepare a site-specific  
8 delineation of the actual extent of the environmental constraints and thus the  
9 extent of buildable lands, and that only unconstrained lands would be  
10 “buildable lands.”<sup>11</sup> The delineated environmentally-constrained lands on a  
11 particular parcel identified in the BLI as environmentally constrained would  
12 not qualify as “buildable lands” for purposes of ORS 197.307(4), and  
13 accordingly the CDC’s significant natural resource standards would apply to  
14 development of such constrained lands.

15 As noted, the hearings officer did not determine whether the property is  
16 “buildable land,” and the BLI is not in the record of the proceeding before the  
17 county. We have taken official notice of the Metro Ordinance and the BLI but  
18 neither provides an answer to the precise question presented in the first  
19 assignment of error. Intervenor argues that “[a]t a minimum, greater precision

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<sup>11</sup> As the UGR explains, constrained lands can still be developed, and in addition, with density transfers, the actual development density would not vary much from the estimate produced under the UGR’s assumptions.

1 is needed in defining whether at least a portion of the Property is ‘buildable  
2 land.’” Response Brief 9. Intervenor requests that if the hearings officer erred,  
3 the decision be remanded to the county for further findings on the buildable  
4 land issue. Response Brief 10. In the unusual circumstances presented here, we  
5 determine that the best remedy is to remand the decision to the hearings officer  
6 to determine what property is included in the BLI and thus subject to the  
7 protections at ORS 197.307(4).

8 The first assignment of error is sustained, in part.

9 **SECOND AND THIRD ASSIGNMENTS OF ERROR**

10 CDC 422-3.3 prohibits alteration of a significant water or wetland area,  
11 except that if it can be demonstrated, with the concurrence of the Oregon  
12 Department of Fish and Wildlife (ODFW), that the area has been “degraded,”  
13 an enhancement of these areas conforming to the requirements listed in CDC  
14 422-3.4 can be permitted.<sup>12</sup> Intervenor’s original application proposed to locate

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<sup>12</sup> CDC 422-3.3(A) provides in relevant part:

“No new or expanded alteration of the vegetation or terrain of the Riparian Corridor (as defined in Section 106) or a significant water area or wetland (as identified in the applicable Community Plan or the Rural/Natural Resource Plan Element) shall be allowed except for the following:

“ \* \* \* \* \*

“(7) Where it can be demonstrated, with concurrence of the Clackamas District biologist or other applicable district biologist of the [ODFW], that a riparian corridor, Water

1 a portion of the storm water facilities in the area that is identified as “Water  
2 Areas and Wetlands and Fish and Wildlife Habitat.” As part of its original  
3 proposal, intervenor proposed enhancement of the areas. During the  
4 proceedings below, intervenor modified its proposal to relocate the public  
5 facilities out of the water and wetland areas and therefore no enhancement plan  
6 was being proposed for those areas.<sup>13</sup> Accordingly, the hearings officer found,  
7 CDC 422-3.3 and 422-3.4 do not apply. The hearings officer found, in the  
8 alternative, that even if the application triggered application of CDC 422-3.3  
9 and 422-3.4, the needed housing statute prohibits their application because they  
10 are not clear and objective standards.

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Areas and Wetlands, or Water Areas and Wetlands and Fish and Wildlife Habitat has been degraded, an enhancement of these areas which conforms to the definition and criteria listed in Section 422-3.4 may be permitted through a Type II procedure.

“Enhancement or alteration of a non-degraded portion of these areas is permitted when it is in conjunction with and it is needed to support the enhancement of the degraded area. Where development is proposed that would have negative impacts on these areas it is the county's policy to follow state and federal regulatory guidelines for mitigation proposals.”

CDC 422-3.4 contains the detailed submittal requirements for a proposed enhancement plan.

<sup>13</sup> Clean Water Services recommended a condition of approval requiring enhancement of the “Vegetated Corridor” area in order to improve water quality. Record 12, Supplemental Record 1139-40.

1           In their second assignment of error, petitioners argue that Condition C1  
2 at Record 12 requires an enhancement plan, and that the hearings officer  
3 therefore erred in determining that no enhancement activity was proposed  
4 pursuant to CDC 422-3.3(A)(7) that would trigger submittal of an enhancement  
5 plan under CDC 422-3.4. Petitioners also argue that the needed housing statute  
6 does not apply because at least the environmentally constrained portions of the  
7 subject property are not buildable land. Additionally, petitioners argue that  
8 CDC 422-3.4 is not a “standard” within the meaning of ORS 197.307(4), and  
9 that any provisions that are standards are “clear and objective.” In their third  
10 assignment of error, petitioners argue that CDC 422-3.3(A) does not allow  
11 enhancement of areas that are only “marginal” as opposed to “degraded.”

12           Intervenor responds that the hearings officer correctly concluded that he  
13 could not apply CDC 422-3.3 and 422-3.4 because the application is for needed  
14 housing on buildable land. Intervenor argues that the provisions of CDC 422-  
15 3.3 and 3.4 are “standards” because they are “substantive provisions that must  
16 be applied” to the application, citing *Davenport v. City of Tigard*, 121 Or App  
17 135, 141, 854 P2d 483 (1993). Such standards are not “clear and objective,”  
18 according to intervenor.

19           We do not reach the question of whether the hearings officer erred in  
20 deciding that he could not apply CDC 422-3.3 and 3.4 to the application  
21 because of the needed housing statute, for the same reasons that we declined to  
22 reach the question of whether the hearings officer erred in not applying CDC

1 422-3.6 because of the needed housing statute. Resolution of those issues  
2 depends on whether the entire property or some percentage of the property is  
3 included on the BLI and therefore is entitled to the protection of the needed  
4 housing statutes.

5 We do not reach the second and third assignments of error.

6 The county's decision is remanded.