

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

JIM VAN DYKE, JULIE VAN DYKE, BEN VAN DYKE,
BEN VAN DYKE FARMS, INC., CASEY VAN DYKE, CORY
VAN DYKE, JOHN VAN DYKE, TOM HAMMER, CHRIS
MATTSON, GREG MCCARTHY, CELINE MCCARTHY,
BRYAN SCHMIDT, RUDIS LAC, LLC, LEE SCHREPEL,
FRUITHILL, INC., B.J. MATTHEWS, GORDON
DROMGOOLE, ALLEN SITTON, KATHY SITTON,
MARYALICE PFEIFFER, and TIM PFEIFFER,
Petitioners,

vs.

YAMHILL COUNTY,
Respondent.

LUBA Nos. 2020-032/033

ORDER

BACKGROUND

Petitioners are the prevailing parties in *Van Dyke v. Yamhill County*, ___
Or LUBA ___ (LUBA Nos 2020-032/033, June 1, 2020) (*Van Dyke IV*). In these
consolidated appeals, petitioners appealed a board of county commissioners
order (Order 20-25) authorizing the county to enter into an agreement for the
construction of a bridge and related approaches on county-owned property zoned
exclusive farm use (EFU) entitled “Agreement for Yamhelas Westsider Trail
(Phase 2) Project” (Construction Agreement). Petitioners also appealed the
Construction Agreement itself. We take some of the relevant background directly
from our final opinion and order:

1 “The Yamhelas Westsider Trail is a county proposal to develop a
2 12.48-mile section of a recreation trail (Trail) within a former
3 railroad right of way. The 2.82-mile segment of the proposed Trail
4 between the cities of Yamhill and Carlton crosses three drainages
5 that will require construction of three bridges or culverts.

6 “The Trail has a long history at LUBA. The county’s proposal to
7 develop the Trail has been the subject of three prior LUBA
8 decisions: *Van Dyke v. Yamhill County*, 78 Or LUBA 530
9 (2018)(*Van Dyke I*); *Van Dyke v. Yamhill County*, ___ Or LUBA
10 ___ (LUBA No 2019-047, Oct 11, 2019) (*Van Dyke II*); and *Van*
11 *Dyke v. Yamhill County*, ___ Or LUBA ___ (LUBA Nos 2019-
12 038/040, Oct 11, 2019) (*Van Dyke III*).

13 “In *Van Dyke I*, we remanded a 2018 board of county
14 commissioners’ decision to adopt Ordinance 904, which amended
15 the county’s comprehensive plan to acknowledge county ownership
16 of a 12.48-mile segment of a former railroad right-of-way, and to
17 authorize construction of a 2.82-mile segment of that right-of-way
18 into the Trail. We concluded that constructing the Trail required
19 conditional use permit approval, including application of Yamhill
20 County Zoning Ordinance (YCZO) provisions that implement ORS
21 215.296, for sections of the Trail within lands zoned EFU.

22 “The county instituted remand proceedings, and in March 2019 the
23 board of county commissioners approved a conditional use permit
24 for the Trail. Petitioners appealed that decision to LUBA and that
25 decision was the subject of *Van Dyke II*. In October 2019, in *Van*
26 *Dyke II*, we remanded the county’s decision to approve a conditional
27 use permit for the trail for further proceedings.

28 “In a related set of appeals resolved on the same date in October,
29 2019, in *Van Dyke III*, we dismissed two appeals of (1) a board of
30 county commissioners order authorizing the county to enter into an
31 agreement for the design and consulting services, and (2) the
32 agreement itself, related to the three proposed bridges along the
33 Trail, including the bridge over Stag Hollow Creek that is the subject
34 of the Construction Agreement (Stag Hollow Creek bridge). We
35 agreed with the county that the * * * agreement for design and

1 consulting services was not a land use decision because it did not
2 authorize ‘the use or development of land.’” *Van Dyke IV*, ___ Or
3 LUBA at ___ (slip op at 3-6) (footnotes omitted) (quoting *Van Dyke*
4 *III*, ___ Or LUBA at ___ (slip op at 15)).

5 In their second assignment of error in *Van Dyke IV*, petitioners argued that
6 the Stag Hollow Creek bridge and related approaches were “transportation
7 facilities,” which are conditional uses in the EFU zone under YCZO 402.04(N),
8 and that the county therefore erred by not applying YCZO 1202.02, which
9 provides criteria for conditional uses generally, and YCZO 402.07, which
10 implements ORS 197.296 and provides additional criteria for conditional uses in
11 the EFU zone. In their fifth assignment of error, petitioners argued that Order 20-
12 25 and the Construction Agreement were statutory “permits” under ORS
13 215.402(4) and that the county failed to provide notice of its decisions on those
14 permits, as required by ORS 215.416(11); and that the county’s failure to provide
15 these required notices prejudiced their substantial rights.¹

16 The county did not dispute that it did not apply the conditional use criteria
17 or provide the notices. Instead, it moved to dismiss the appeal on the basis that
18 the challenged decisions were not land use decisions because they did not apply
19 or require the county to apply any land use regulations. In its motion to dismiss
20 and in its response brief, the county asserted that the Stag Hollow Creek bridge

¹ Petitioners made three additional assignments of error. However, because we sustained the second and fifth assignments of error and remanded the decisions for the county to correct procedural errors, we did not address the remaining assignments of error.

1 would be constructed to serve large fire vehicles and would be used as an access
2 bridge for fire control purposes. Because “[f]ire service facilities providing rural
3 fire protection services” are allowed outright in the EFU zone under ORS
4 215.283(1)(s) and YCZO 402.02(R), the county argued that it was not required
5 to apply any land use regulations, Order 20-25 and the Construction Agreement
6 were not “land use decisions” within the meaning of ORS 197.015(10)(a), and
7 LUBA therefore lacked jurisdiction.

8 We rejected the county’s assertion that the bridge and related approaches
9 constituted “[f]ire service facilities providing rural fire protection services” under
10 ORS 215.283(1)(s), because the only support for the county’s position was the
11 county’s assertion in its April 14, 2020 response to petitioners’ motion for stay
12 that the bridge would be designed to support fire trucks, supported by an attached
13 affidavit from the county’s grants and special projects manager that averred that
14 the bridge would be designed to support fire trucks. In turn, we agreed with
15 petitioners that the bridge and related approaches were themselves transportation
16 facilities requiring conditional use approval because Order 20-25 and the
17 Construction Agreement indicated that construction of the bridge and related
18 approaches would be authorized as part of the Yamhelas Westsider Trail, and
19 because we determined in *Van Dyke I* the Trail was a “transportation facility”
20 requiring conditional use approval. We therefore agreed with petitioners that the
21 county should have applied the conditional use criteria at YCZO 1202.02 and
22 402.07. Because the county should have applied those land use regulations, we

1 concluded that Order 20-25 and the Construction Agreement were land use
2 decisions and that we therefore had jurisdiction.

3 On the merits, because we concluded that the Stag Hollow Creek bridge
4 and related approaches were conditional uses, we agreed with petitioners that the
5 county erred by not applying the conditional use criteria at YCZO 1202.02 and
6 402.07 and that it prejudiced petitioners' substantial rights by not providing the
7 required notice under YCZO 1301.01(B). We also agreed with petitioners that
8 the construction of the bridge and related approaches constituted the
9 "development" of land, that Order 20-25 and the Construction Agreement were
10 therefore "permit" decisions under ORS 215.402(4), and that the county
11 prejudiced petitioners' substantial rights by not providing notice of those
12 decisions, as required by ORS 215.416(11). We therefore sustained petitioners'
13 second and fifth assignments of error, and remanded Order 20-25 and the
14 Construction Agreement.

15 On June 25, 2020, petitioners filed a cost bill and motion for attorney fees
16 and expenses against the county pursuant to ORS 197.830(15)(b). On June 29,
17 2020, the county filed its response to petitioners' motion.

18 **ATTORNEY FEES AND EXPENSES**

19 ORS 197.830(15)(b) provides that LUBA "[s]hall award reasonable
20 attorney fees and expenses to the prevailing party against any other party who the
21 board finds presented a position or filed any motion without probable cause to
22 believe the position or motion was well-founded in law or on factually supported

1 information.” In considering a prevailing party’s motion for attorney fees and
2 expenscs pursuant to ORS 197.830(15)(b), we look, first, to whether the party is
3 entitled to attorney fees and expenses and, second, to the reasonableness of the
4 amount of the requested attorney fees and expenses.

5 **A. Petitioners’ Entitlement to Attorney Fees and Expenses**

6 **1. The County’s Arguments on the Merits**

7 In order to award attorney fees against a non-prevailing party pursuant to
8 ORS 197.830(15)(b), we must determine that “every argument in the entire
9 presentation [that the non-prevailing party made] to LUBA is lacking in probable
10 cause.” *Fechtig v. City of Albany*, 150 Or App 10, 14, 946 P2d 280 (1997). A
11 position is presented “without probable cause” for purposes of ORS
12 197.830(15)(b) where “no reasonable lawyer would conclude that any of the legal
13 points asserted on appeal possessed legal merit.” *Contreras v. City of Philomath*,
14 32 Or LUBA 465, 469 (1996). In applying the probable cause analysis, we “will
15 consider whether any of the issues raised [by the non-prevailing party] were open
16 to doubt, or subject to rational, reasonable, or honest discussion.” *Id.* The
17 probable cause standard is a relatively high hurdle, and that hurdle is not cleared
18 by simply showing that LUBA rejected all of a party’s arguments on the merits.
19 *Wolfgram v. Douglas County*, 54 Or LUBA 775, 776 (2007) (citing *Brown v. City*
20 *of Ontario*, 33 Or LUBA 803, 804 (1997)).

21 Petitioners argue that, in the local proceedings in *Van Dyke II* and before
22 LUBA in *Van Dyke III*, the county made representations that conditional use

1 approval was required prior to construction of the Stag Hollow Creek bridge.
2 Petitioners assert that we relied on those representations in dismissing the order
3 and design agreement in *Van Dyke III*. Petitioners also assert that the county made
4 representations to various state and federal regulators and funders that the bridge
5 would be constructed only as part of Trail. Petitioners argue that, in the local
6 proceeding leading to Order 20-25 and the Construction Agreement, individual
7 decision makers' statements, county meeting materials, and the order and
8 agreement themselves contained language indicating that the bridge would be
9 part of the Trail, which we concluded in *Van Dyke I* required conditional use
10 approval. For all of these reasons, petitioners argue that no reasonable lawyer
11 could have concluded that Order 20-25 and the Construction Agreement did not
12 require conditional use approval.

13 The county responds that a reasonable lawyer could have concluded that
14 conditional use approval was not necessary for the board of county
15 commissioners to adopt Order 20-25 and the Construction Agreement so long as
16 the Stag Hollow Creek bridge and related approaches would not be *used* as
17 "transportation facilities" until such approval was later obtained. The county
18 argues that a reasonable lawyer could have concluded that, because the bridge
19 and related approaches would be used for fire control purposes until conditional
20 use approval was obtained, and because "[f]ire service facilities" are allowed
21 outright in the EFU zone, no land use approval was required at all. The county
22 also argues that petitioners mischaracterize its representations and our reasoning

1 in *Van Dyke II* and *III*, that any representations it may have made to state and
2 federal regulators and funders have no bearing on the reasonableness of its legal
3 position in these appeals, and that, in any event, the county was entitled to change
4 its legal position over time.

5 We generally agree with the county that its representations to state and
6 federal regulators and funders are irrelevant to the reasonableness of its legal
7 position in these appeals. The county states that

8 “[i]f the county is forced to pay the grant funds back because use of
9 the corridor as a trail is foreclosed through the land use process, that
10 is an internal matter for the county, and is not evidence of bad faith
11 on the part of the county in adopting an alternative rationale for
12 bridge construction.” Response to Cost Bill and Motion for Attorney
13 Fees and Expenses 18.

14 We agree. As a general matter, whether the county is required to repay funds that
15 it used to construct something has no bearing on whether it was legally allowed
16 to construct that thing in the first place. We also agree with the county that, in
17 *Van Dyke III*, we did not dismiss the appeals of the order and design agreement
18 because the county made representations that land use approval would be secured
19 before construction. Rather, we dismissed those appeals because the design
20 agreement was just that—a *design* agreement which authorized no development
21 or construction. *Van Dyke III*, ___ Or LUBA at ___ (slip op at 17).

22 In remanding Order 20-25 and the Construction Agreement, we expressed
23 doubts that, given that a pedestrian bridge is conditionally allowed in the EFU
24 zone as a transportation facility “the legislature intended to authorize as a

1 permitted use in the EFU zone a pedestrian bridge that can also carry large fire
2 vehicles.” *Van Dyke IV*, ___ Or LUBA at ___ (slip op at 14). However, we did
3 not decide as a matter of law that the county was prohibited from constructing
4 *any* kind of bridge for fire control purposes. It is possible that, had the challenged
5 decisions and record reflected such a proposal, the county could have constructed
6 some sort of bridge as a “[f]ire service facilit[y]” without need to process it as a
7 conditional use.

8 We did not need to decide that question, though, because neither the
9 challenged decisions nor the record supported the county’s position that the
10 county in fact approved such a proposal. As we explained in our opinion,

11 “other than its affidavit that the bridge has been designed to carry
12 ‘all legal loads, including full-size fire trucks, smaller ‘brush’ style
13 fire trucks, and other common emergency vehicles,’ the county’s
14 theory is not supported. Rather, the record supports the conclusion
15 that the Stag Hollow Creek bridge is a part of the Trail proposal.

16 “The description of the construction work in the Construction
17 Agreement is ‘the project known as Yamhelas Westsider Trail
18 (Phase 2) Project.’ The call for bids calls for work that ‘will consist
19 of constructing a prestressed slab bridge, trail approaches, and other
20 items detailed in the plans and specifications[.]’ The plans and
21 specifications describe the work in part as ‘[c]onstruct Stag Hollow
22 Creek Bridge No. YWT-1.’ Environmental documentation for the
23 project references the Trail and our decision in *Van Dyke I*.” *Id.*
24 (citations omitted).

25 It was not reasonable for the county to argue for the first time in its pleadings
26 before LUBA that the Stag Hollow Creek bridge and related approaches would
27 not necessarily be part of the Trail and would instead be used for purposes which

1 are not supported by anything in the record or the challenged decisions
2 themselves. The county’s response to each assignment of error in these appeals—
3 including those assignments that we did not reach in our opinion—is premised
4 on the same unreasonable, post-hoc argument. We therefore conclude that each
5 of the county’s positions was presented “without probable cause to believe that
6 it was well-founded * * * on factually supported information.” ORS
7 197.830(15)(b). Petitioners are entitled to attorney fees and expenses.

8 **2. The County’s Arguments in Response to Petitioners’**
9 **Motion for Stay and Record Objections**

10 In this appeal, petitioners moved for a stay of the challenged decisions.
11 Although we ultimately granted that stay, we disagreed with one of petitioners’
12 arguments in support of doing so, and we determined that another issue was “a
13 reasonably close question.” *Van Dyke v. Yamhill County*, ___ Or LUBA ___
14 (LUBA Nos 2020-032/033, Order, Apr 24, 2020) (slip op at 9-10, 12). Petitioners
15 also filed record objections, which we sustained. *Id.* at ___ (slip op at 18-19).

16 The county argues that the fact that LUBA rejected one of petitioners’
17 arguments in support of their motion for stay and acknowledged the closeness of
18 one other question demonstrates that the county made meritorious arguments in
19 response to that motion. The county also argues that, while LUBA sustained
20 petitioners’ record objections, the county’s response to those objections “had a
21 basis in law” and the materials that we required the county to include in a
22 supplemental record “were not referred to by petitioners as support for any of the

1 arguments made.” Response to Cost Bill and Motion for Attorney Fees and
2 Expenses 5. Accordingly, the county argues that petitioners should not be
3 awarded attorney fees that were incurred in connection with the motion for stay
4 and record objections.

5 As explained above, in order to award attorney fees against a non-
6 prevailing party pursuant to ORS 197.830(15)(b), we must determine that “every
7 argument in the entire presentation [that the non-prevailing party made] to LUBA
8 is lacking in probable cause.” *Fechtig*, 150 Or App at 14. The primary purpose
9 of ORS 197.830(15)(b) is to discourage frivolous appeals. *Id.* at 26. However, as
10 we have observed, “its application is not restricted to petitioners who file appeals
11 without probable cause. Rather, the legislature created a statute that would allow
12 an award of fees against any *party* who ‘presented a position’ without probable
13 cause. The term ‘party’ includes a local government or an intervenor whose
14 defense of a local land use decision was not supported by probable cause.”
15 *Fechtig v. City of Albany*, 33 Or LUBA 795, 798, *aff’d*, 150 Or App 10 (1997)
16 (citing *Contreras*, 32 Or LUBA at 468-69 n 2) (emphasis in original). This case
17 is a rare case where petitioners, the prevailing parties, seek attorney fees against
18 the county, arguing that the county’s defense of its decisions is not supported by
19 probable cause.

20 In *Pynn v. City of West Linn*, 42 Or LUBA 602 (2002), the petitioners
21 voluntarily dismissed the appeal before filing a petition for review. The only
22 arguments that the petitioners presented in the appeal involved a motion to take

1 evidence, which we denied. The city moved for attorney fees, arguing that the
2 petitioners' motion to take evidence was not supported by probable cause. We
3 ultimately rejected the motion for attorney fees, assuming that attorney fees could
4 not be awarded based solely on the petitioners' arguments presented in the motion
5 to take evidence and concluding that the argued positions were supported by
6 probable cause. In doing so, we observed:

7 "Our prior cases considering attorney fees under ORS
8 197.830(15)(b) have invariably focused on 'positions' parties
9 present regarding the essential elements of an appeal, such as
10 jurisdiction or the merits of whether the challenged decision should
11 be affirmed, reversed or remanded. That is consistent with LUBA's
12 and the Court of Appeals' interpretation of ORS 197.830(15)(b),
13 that the statute is intended to discourage 'frivolous' appeals.
14 *Fechtig*, 150 Or App at 26. We have not had occasion to consider
15 whether positions presented on procedural or ancillary matters, such
16 as record objections or a motion to file a reply brief, are included in
17 the calculus that is required by ORS 197.830(15)(b). One can argue
18 that the intent of the statute is not served if a party whose entire
19 presentation on the merits is patently 'frivolous' can nonetheless
20 avoid an award of attorney fees because the party happened to
21 present a meritorious position with respect to a procedural matter
22 such as a motion to file a reply brief. Similarly, one can argue that a
23 party whose *only* presentation is on an ancillary matter, for example
24 a local government that involves itself in an appeal only by
25 responding to record issues, should not be subject to the possibility
26 of attorney fees under the statute." *Pynn*, 42 Or LUBA at 603 n 1
27 (emphasis in original).

28 Here, we do not understand the county to argue that attorney fees incurred in
29 connection with a motion for stay or record objections may not be awarded to
30 petitioners as a general rule. Instead, the county argues that, because its responses

1 to those motions were meritorious, we should segregate and not award petitioners
2 attorney fees that petitioners incurred in connection with those two procedural
3 matters.²

4 We conclude above that the county's entire responsive presentation on the
5 merits is not supported by probable cause. The county cannot avoid an award of
6 attorney fees because the county happened to present a meritorious position with

² In *Martin v. City of Central Point*, 76 Or LUBA 463 (2017), we denied the prevailing intervenor-respondent's motion against the petitioners for attorney fees incurred in responding to the petitioners' record objections and opposing petitioners' attempt to introduce evidence not in the record. We reasoned that a party's "entire presentation" described in *Fechtig* includes a party's arguments on the merits of an appeal and on jurisdictional issues, but does not include arguments made regarding procedural matters such as record objections. *Martin*, 76 Or LUBA at 466; see *Fechtig*, 150 Or App at 24 ("[T]he legislature intended for attorney fees to be assessable against a party only if every argument in the entire presentation it makes to LUBA is lacking in probable cause (*i.e.*, merit)."). Therefore, even if LUBA found that the petitioners' positions in those motions were not supported by probable cause, those findings would not support an attorney fee award under the prior version of ORS 197.830(15)(b). Extending and transposing the reasoning in *Martin* to the circumstances of this appeal, a meritorious response to petitioners' motion for stay and record objections should not shield the county from an attorney fee award.

In 2019, the legislature amended ORS 197.830(15)(b) and provided an additional basis for an attorney fee award to a prevailing party where "any other party * * * filed any motion without probable cause to believe the * * * motion was well-founded in law or on factually supported information." Or Laws 2019, ch 447, § 1. The county does not argue that that amendment supports its position that it may avoid an otherwise mandatory attorney fee award by presenting a meritorious response to a motion filed by petitioners. Nothing in the language of the 2019 amendments leads us to believe that the legislature intended that result.

1 respect to petitioners’ record objections and motion for stay. That the county may
2 have made meritorious arguments in response to petitioners’ motion for stay or
3 record objections has no bearing on petitioners’ entitlement to attorney fees and
4 expenses under ORS 197.830(15)(b), as the prevailing parties in the appeals.

5 Nor is it relevant that we rejected one of petitioners’ arguments in support
6 of the stay. ORS 197.830(15)(b) is a compulsory fee statute, not a discretionary
7 one. That statute provides that, where LUBA makes the requisite findings, it
8 “[s]hall” award the prevailing party attorney fees provided those amounts are
9 reasonable. Even if one of petitioners’ arguments in their motion for stay was
10 unsuccessful, and even if neither the stay nor the record objections directly
11 contributed to petitioners’ eventual success on the merits, that work was
12 nonetheless performed in connection with the appeals in which petitioners were
13 the prevailing parties.³ Petitioners are therefore entitled to attorney fees incurred
14 in connection with their motion for stay and record objections.

³ In discussing ORS 20.096(1), a different compulsory fee statute which applies to contract enforcement proceedings, the Court of Appeals has explained:

“As a matter of entitlement, and apart from any issues of reasonableness, the prevailing party in a contract action has a right to recoup fees for work performed in connection with the action. It may be that the prevailing party, in bringing or defending the claim, did work that did not contribute to the party’s eventual success—*e.g.*, investigated issues or theories that were not pursued or, if pursued, were abandoned before the case was tried, or if not abandoned, were rejected by the finder of fact. Whether and under what circumstances fees should be awarded for such work bears on

1 The county also argues that there would be a “basic unfairness” in
2 awarding attorney fees in connection with the stay because petitioners waited 84
3 days after they knew that the construction agreement had been awarded by the
4 county to the contractor to file their motion to stay the decisions, by which time
5 the county had already spent \$283,678.60 on construction of the Stag Hollow
6 Creek bridge.

7 It is not clear to us how any delay on petitioners’ part in filing their motion
8 for stay would have unfairly increased the amount of attorney fees for which the
9 county is liable. To the extent that the county is arguing that petitioners should
10 not recover those amounts because, had petitioners contacted the county with
11 their concerns, the county might have stopped construction and thereby saved
12 some of its own funds, we reject that argument. The fact that the county spent
13 public money on construction which we later determined was not consistent with
14 or authorized by the YCZO should not prevent petitioners from recovering the
15 attorney fees to which they are otherwise entitled.

the reasonableness of the amount requested, not entitlement. * * *
The trial court correctly determined that defendants were entitled to
fees for work performed in connection with the affirmative defenses
to the contract action, even those that were abandoned before trial
or were unsuccessful.” *Bennett v. Baugh*, 164 Or App 243, 247-48,
990 P2d 917 (1999), *rev den*, 330 Or 252 (2000).

See also Goodsell v. Eagle-Air Homeowners Association, 280 Or App 593,
603-04, 383 P3d 365 (2016), *rev den*, 360 Or 752 (2017) (observing the same
“categorical entitlement construct” in cases involving other compulsory fee
schemes).

1 **B. The Reasonableness of Petitioners’ Request**

2 In awarding attorney fees pursuant to ORS 197.830(15)(b), LUBA is
3 afforded discretion to determine the amount of attorney fees that is reasonable
4 under the specific facts of the case. *Young v. City of Sandy*, 33 Or LUBA 817,
5 819 (1997). LUBA will look to the factors listed in ORS 20.075 for guidance in
6 determining the amount of an attorney fee award. *Schaffer v. City of Turner*, 37
7 Or LUBA 1066, 1072 (2000). In determining what award of attorney fees is
8 reasonable, we must briefly identify the relevant facts and legal criteria on which
9 we rely. *See McCarthy v. Oregon Freeze Dry, Inc.*, 327 Or 84, 96, *adh’d to on*
10 *recons*, 327 Or 185, 957 P2d 1200 (1998) (stating principle).

11 Petitioners attach to their motion an itemized statement of attorney fees
12 and expenses incurred in the course of these appeals. The statement provides a
13 relatively detailed description for each entry. Petitioners seek recovery of 131.17
14 attorney hours billed for a total of \$44,059.50 in attorney fees, as well as
15 \$3,473.93 in expenses, for a total of \$47,533.43.⁴

16 The county argues that petitioners should not be awarded expenses for (1)
17 filing two appeals when, according to the county, one would have sufficed, (2)
18 requesting ODOT records that were not relevant to any issue on appeal, and (3)
19 “exorbitant” amounts incurred for printing. Response to Cost Bill and Motion for
20 Attorney Fees and Expenses 22.

⁴ We note that petitioners’ statement indicates that petitioners were not billed for 147.4 attorney hours.

1 The county does not explain how the factors at ORS 20.075 inform its
2 position, and we do not see that they do. It was not unreasonable for petitioners
3 to file two appeals challenging Order 20-25 and the Construction Agreement. The
4 county does not explain why the requested ODOT records were irrelevant and,
5 given that petitioners relied on the county's representations to ODOT regarding
6 the purpose of the Stag Hollow Creek bridge and its relationship to the Trail in
7 their petition for review, it is not clear to us that they were. Petition for Review
8 16, 22. The county also does not identify any specific entries in petitioners'
9 statement that are for printing expenses or explain why those amounts are
10 "exorbitant." The county has given us no reason to conclude that these amounts
11 are in fact unreasonable, apart from its bare assertions to that effect. We conclude
12 that petitioners' requested expenses are reasonable.

13 Finally, the county argues that "a reasonable attorney billing at
14 [petitioners' attorney's] rate could have prosecuted the remainder of the case for
15 half of what [they] have billed [their] clients." Response to Cost Bill and Motion
16 for Attorney Fees and Expenses 22.

17 One of the factors that we consider in determining whether requested
18 attorney fees are reasonable is "[t]he fee customarily charged in the locality for
19 similar legal services." ORS 20.075(2)(c). We have held that the burden is on the
20 party seeking attorney fees to establish that the requested rates are reasonable.
21 *6710 LLC v. City of Portland*, 41 Or LUBA 608, 611 (2002). Petitioners'
22 attorneys' offices are located in Lake Oswego. Petitioners attach to their motion

1 a 2017 Oregon State Bar Economic Survey which shows that two of petitioners'
2 attorneys' hourly rates are lower than the mean hourly rates in the Portland area
3 both for attorneys with their years of experience and for attorneys in the real
4 estate, land use, and environmental law subject area. Petitioners' third attorney's
5 hourly rate is below the 95th percentile for attorneys with their years of
6 experience and below the 25th percentile for attorneys in the real estate, land use,
7 and environmental law subject area. Again, the county has given us no reason to
8 conclude that these amounts are in fact unreasonable, apart from its bare
9 assertions to that effect.

10 The county has similarly not explained why the number of hours that
11 petitioners' attorneys billed is unreasonable. Considering that petitioners filed
12 appeals of two separate decisions, a successful motion for stay, successful record
13 objections, and ultimately prevailed on the merits, and considering that the
14 county filed an unsuccessful motion to dismiss, an unsuccessful motion to
15 reconsider the stay, and multiple responses to petitioners' record objections, all
16 of which compelled responses from petitioners, we agree with petitioners that
17 131.17 hours is a reasonable amount of time to have spent in pursuing these
18 LUBA appeals. We conclude that petitioners' requested attorney fees are
19 reasonable.

20 Petitioners' motion for attorney fees and expenses in the amount of
21 \$47,533.43 is granted.

1 **COSTS**

2 Petitioners filed a cost bill requesting an award of the cost of their filing
3 fees pursuant to OAR 661-010-0075(1)(b)(A) and the return of their deposits for
4 costs pursuant to OAR 661-010-0075(1)(d). As the prevailing parties, petitioners
5 are awarded the cost of their \$400 filing fees, to be paid by the county. The Board
6 will also return petitioners' \$400 deposits for costs.

7 Dated this 1st day of April 2021.

8

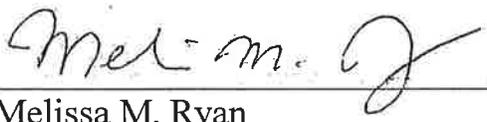
9

10

11

12

13



Melissa M. Ryan
Board Member

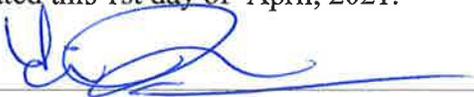
Certificate of Mailing

I hereby certify that I served the foregoing Order for LUBA No. 2020-032/033 on April 1, 2021, by mailing to said parties or their attorney a true copy thereof contained in a sealed envelope with postage prepaid addressed to said parties or their attorney as follows:

Christian F. Boenisch
Yamhill County Counsel's Office
535 NE 5th Street
McMinnville, OR 97128

Wendie L. Kellington
Kellington Law Group, PC
PO Box 159
Lake Oswego, OR 97034

Dated this 1st day of April, 2021.



Erin Pence
Executive Support Specialist

Vanessa Steele
Executive Support Specialist