



CITY OF West Linn

PLANNING AND DEVELOPMENT

STAFF REPORT

PLANNING DIRECTOR DECISION

DATE: January 24, 2012

FILE NO.: DR-11-14

REQUEST: Class I Parks Design Review approval for soft surface trails at the Parks and Recreation Department's White Oak Savanna property at 2425 Tannler Drive

PLANNER: Tom Soppe, Associate Planner

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SPECIFIC DATA

**OWNER/
APPLICANT:** City of West Linn Parks and Recreation Department, 22500 Salamo Rd.,
West Linn, OR 97068

SITE LOCATION: 2425 Tannler Dr.

SITE SIZE: Approximately 12.7 acres

**LEGAL
DESCRIPTION:** Assessor's Map 2-1E-35D Tax Lot 700

ZONING: Office & Business Center (OBC) and R-10

**COMP PLAN
DESIGNATION:** Commercial and Low Density Residential

**APPROVAL
CRITERIA:** Community Development Code (CDC) Chapter 56, Parks and Natural
Area Design Review; Chapter 11, R-10; Chapter 21, Office Business
Center (OBC).

120-DAY RULE: The application became complete on January 4, 2012. The 120-day
period therefore ends on May 3, 2012.

PUBLIC NOTICE: Notice was mailed to property owners within 100 feet of the subject
property and to the Savanna Oaks and Willamette neighborhood
associations on January 9, 2012. The notice was also posted on the
City's website. Therefore, public notice requirements of CDC Chapter
99 have been met.

BACKGROUND

The subject property is the White Oak Savanna, which was bought in 2009 by the City from a private developer. It is one of the few remaining oak savanna ecosystems in this part of Oregon, and is now preserved under public ownership. A lot line adjustment approval in 2009 (file LLA-09-06) configured the site and the two adjacent parcels so important natural habitat areas to be preserved would be within the tracts to be purchased by the City. This lot line adjustment approval created the subject site of this application in its current form, as well as creating a more narrow City-owned open space tract along Salamo Road, Blankenship Road, and the far south end of Tannler Drive (see map below). This kept the middle of the three parcels available for private development, while preserving the two aforementioned tracts in public ownership. During the last two years the Parks and Recreation Department and community volunteers have made improvements to the site that did not require design review approval. These have included the removal of invasive plants, planting native plants and trees, and placing benches on site.



Vicinity Aerial Photo Map

Site Conditions. The site consists of a steep hillside covered with white oak savanna in its eastern and western sections, and open grassland in the middle section of the site. The west side of the site is along a paved section of Tannler Drive with curbs and room for pedestrians to park. (This is where the trailheads are proposed, which are discussed below under Project Description.) The other side of the site is along a narrow, uncurbed section of Salamo Road with no parking. There is currently no development on site, with the exception of the previously mentioned installation of benches and tree planting. An informal wood chip path leads from Tannler Drive at the southwest corner of the site, approximately 150-200 feet into the site.



Site as seen from bottom of hill at Blankenship/10th intersection. Middle and upper areas of the hillside are the White Oak Savanna property, whereas the areas in the foreground consist of the narrower City-owned open space tract and the privately-owned developable tract.

Project Description. The applicant, the Parks and Recreation Department, proposes a loop trail and a spur trail off the loop, which comprise approximately 2,000 feet of trails. (See Page 23 of Exhibit PD-4). Chapter 56 Parks and Natural Area Design Review requires Class I Parks Design Review for new trails over 200 feet long (see “Approval Criteria” below). These trails would have a wood chip surface over a compacted gravel base. There would be two trailheads along Tannler Drive for these trails, at the northwest and southwest corners of the property. The trailhead at the southwest corner and the westernmost area of the trail proposed here coincide approximately with the location of the informal wood chip trail discussed above under Site Conditions. (“Trailhead” refers to each of the two spots where a trail entrance/exit intersects with Tannler Drive. Chapter 2, Definitions, defines “trailhead”, in part, “A trail access point... The purpose of the trailhead is to provide access to a trail and trail information, and to provide parking for trail users...”). As proposed trail information (signage; see Condition of Approval 2 below) and on-street parking will be provide (see Finding No. 8). , as. The two trails that respectively start at the northwest and southwest corners intersect in the south central area of the property to form a hairpin-shaped loop. Off of the northern of these two trails the applicant proposes a spur trail heading eastward. The spur is proposed to dead end in the north central to northeastern area of the property. The trails would traverse some of the areas with oak trees as well as some of the more open areas of the hillside.



Area at northwest corner of site along Tannler Drive, where northern trailhead would be developed.



Houses on west end of Greene Street, with Tannler Drive in the foreground. These properties back up to the north end of the site, near where the northern trailhead is proposed.



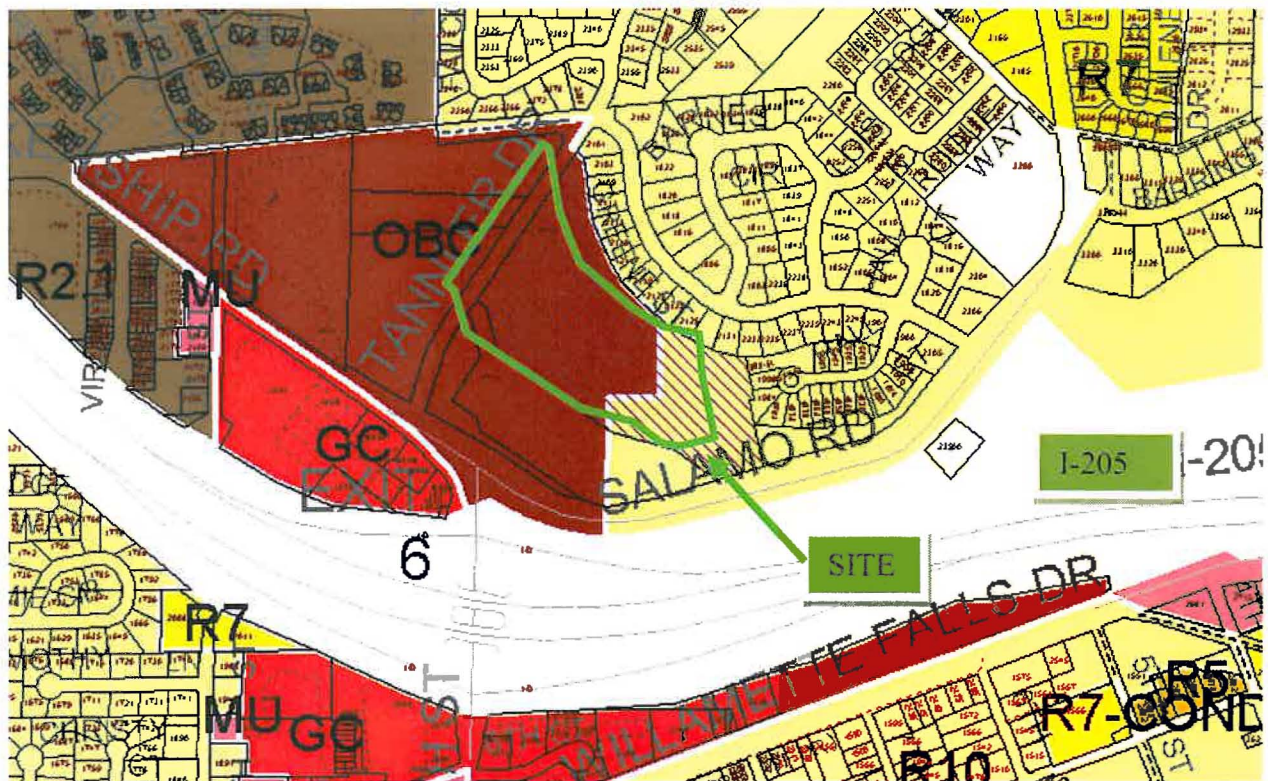
Area at southwest corner of site along Tannler Drive, where southern trailhead is proposed. An informal wood chip path passes through the clearing visible just to the right of the sign. This path follows the approximate alignment of the proposed trail for approximately 150-200 feet into the site.

Surrounding Land Use. As can be seen on the table below, a variety of land uses are present in the immediate surrounding area.

Table 1 Surrounding Land Use and Zoning

| DIRECTION FROM SITE | LAND USE | ZONING |
|---------------------|--|------------------------------|
| North | Single-family residential | R-10 |
| East | Immediately east of the site there is single-family attached residential. South of this is a narrow City-owned open space, also bordering the site. East of this is single-family detached residential. | R-10 |
| South | Immediately south is an undeveloped OBC parcel, followed by a City-owned narrow open space, followed by River Falls Shopping Center. | OBC, General Commercial (GC) |
| West | Immediately west is an undeveloped OBC parcel for which there is an approval to build office buildings. West of this are two parcels already developed with office buildings. Beyond these are residential uses, mostly single-family attached and multi-family. | OBC, R-2.1, Mixed Use (MU) |

Source: West Linn GIS, 2011



Vicinity/Zoning Map (Site, in both OBC and R-10 zones, has diagonal lines)

Approval Criteria. This proposal to add more than 200 feet of new trails/paths requires Class I Parks Design Review approval per CDC section 56.020(2-3), subject to the criteria of Section 56.090. The site is partly in the Office and Business Center (OBC) zone and partly in the R-10 zone so Chapter 21 and Chapter 11 criteria also apply, respectively.

PUBLIC COMMENTS

No public comments have been received as of the date of this staff report.

RECOMMENDATION

Based on findings contained in the applicant's submittal in the City record and the staff findings, there are sufficient grounds to **approve** this application (DR-11-14) subject to the following conditions of approval:

1. Site Plan. The project shall conform to the site plan on Page 23 of Exhibit PD-4, dated January 4, 2012. Minor adjustments are allowed to the locations of the trails, within the general areas of the site where the trails are proposed to protect trees and work with topography. More significant deviation from the above referenced site plan (such as extension into areas of the site where trails are not currently proposed, relocation of proposed trailheads, etc.) shall require consultation with the Planning Department to determine whether an amendment application or a subsequent Class I Design Review application is required.
2. Signage. The applicant shall place a sign clearly identifying the trail as such, at each of the two proposed trailheads. The signage shall include language requiring people to keep themselves and their pets on the designated trails in order to prevent erosion and habitat destruction. The applicant may place other signage to this effect along the interior sections of the trails as well.

I declare to have no interest in the outcome of this decision due to some past or present involvement with the applicant, the subject property, or surrounding properties, and therefore, can render an impartial decision. The provisions of the CDC Chapter 99 have been met.



JOHN SONNEN, Planning Director
Chris Ken

A.T.S

1-24-12

DATE

Appeals to this decision must be filed with the West Linn Planning Department within 14 days of mailing date. Cost is \$400. The appeal must be filed by an individual who has established standing by submitting comments prior to or on January 24, 2012.

Mailed this 25th day of January, ~~2011~~ 2012. Therefore, the 14-day appeal period ends

at 5 p.m., on February 8, 2012

**ADDENDUM
APPROVAL CRITERIA AND FINDINGS**

DR-11-14

Staff recommends adoption of the findings for approval contained within the applicant's submittal, with the following exceptions and additions:

**Chapter 11
SINGLE-FAMILY RESIDENTIAL DETACHED, R-10**

11.030 PERMITTED USES

The following uses are permitted outright in this zone:

3. *Community recreation.*
6. *Transportation facilities (Type I).*

FINDING NO. 1:

Community recreation is a permitted use in this zone, although the presence of trails in an open space does not necessarily warrant the use label of "community recreation" per the Chapter 2 definition of community recreation which states that this use encompasses "Recreational, social, or multi-purpose uses typically associated with parks, play fields, or golf courses." (See further analysis regarding this use in Finding No. 3 below.) Also, Type I transportation facilities are a permitted use. Per the definition in Chapter 2 these can include pedestrian facilities when they are part of an approved development order. The trails will be part of an approved development order if this application is approved. The criterion is met.

11.070 DIMENSIONAL REQUIREMENTS, USES PERMITTED OUTRIGHT AND USES PERMITTED UNDER PRESCRIBED CONDITIONS

Except as may be otherwise provided by the provisions of this code, the following are the requirements for uses within this zone:

1. *The minimum lot size shall be 10,000 square feet for a single-family detached unit.*
2. *The minimum front lot line length or the minimum lot width at the front lot line shall be 35 feet.*
3. *The average minimum lot width shall be 50 feet.*
4. *The lot depth comprising non-Type I and II lands shall be less than two and one-half times the width, and more than an average depth of 90 feet. (See diagram below.)*

FINDING NO. 2:

The site meets all Chapter 11 dimensional requirements .

Chapter 21

OFFICE BUSINESS CENTER, OBC

21.030 PERMITTED USES

The following uses are permitted outright in this zone:

13. *Transportation facilities (Type I).*

FINDING NO. 3:

Community recreation is not listed as a permitted or conditional use in the OBC zone. However, Type I transportation facilities are. Per the definition in Chapter 2 these can include pedestrian facilities when they are part of an approved development order. The trails will be part of an approved development order if this application is approved. Per Section 56.015, "Pathways and trails may be incorporated into park facilities, but may also be stand-alone facilities in open space." Therefore such trails can be constructed in an open space in a zone where community recreation is not a permitted or conditional use. The criterion is met.

21.070 DIMENSIONAL REQUIREMENTS, USES PERMITTED OUTRIGHT AND USES PERMITTED UNDER PRESCRIBED CONDITIONS

A. Except as may be otherwise provided by the provisions of this code, the following are requirements for uses within this zone:

1. *The minimum front lot line length or the minimum lot width at the front lot line shall be 35 feet.*
2. *The average minimum lot width shall be 35 feet.*
3. *The average minimum lot depth shall not be less than 90 feet.*

FINDING NO. 4:

The site meets all Chapter 21 dimensional requirements .

CHAPTER 56

PARKS AND NATURAL AREA DESIGN REVIEW

56.090 APPROVAL STANDARDS – CLASS I DESIGN REVIEW

The Planning Director shall make a finding with respect to the following criteria when approving, approving with conditions, or denying a Class I design review application:

- A. The provisions of the following sections shall be met:*

1. CDC 56.100(C)(1) through (5), Relationship to the natural physical environment, shall apply except in those cases where the proposed development site is substantially developed and built out with no natural physical features that would be impacted.

2. CDC 56.100(D), Facility design and relationship to the human environment, shall only apply in those cases that involve exterior architectural construction, remodeling, or changes.

3. Pursuant to CDC 56.085, the Director may require additional information and responses to additional sections of the approval criteria of this section depending upon the type of application.

B. The Planning Director shall determine the applicability of the approval criteria in subsection A of this section. (Ord. 1547, 2007)

FINDING NO. 5:

The application is only for trails and trailheads, and no buildings or structures, so Subsection (A)(1) above applies but (A)(2) does not. The applicant's findings for these criteria can be found on pages 21-22 of Exhibit PD-4. Staff findings addressing subsections 56.100(C)(1-5) are below, findings 6 and 7. As this is a new set of trails, the criteria of Section 56.100(I) Paths and Trails also apply, and the applicant has been required to respond to them per Subsection (A)(3) above. The applicant's findings related to Section (I) are on page 22 of Exhibit PD-4. Staff's findings related to this section's criteria are findings 9-11 below.

56.100 APPROVAL STANDARDS – CLASS II DESIGN REVIEW

The approval authority shall make findings with respect to the following criteria when approving, approving with conditions, or denying a Class II parks design review application:

C. Relationship to the natural environment.

1. The buildings and other site elements shall be designed and located so that all heritage trees, as defined in the municipal code, shall be saved. Diseased heritage trees, as determined by the City Arborist, may be removed at the direction of the City Manager.

2. All heritage trees, as defined in the municipal code, and all trees and clusters of trees ("cluster" is defined as three or more trees with overlapping driplines; however, native oaks need not have an overlapping dripline) that are considered significant by the City Arborist, either individually or in consultation with certified arborists or similarly qualified professionals, based on accepted arboricultural standards including consideration of their size, type, location, health, long term survivability, and/or numbers, shall be protected pursuant to the criteria of CDC 55.100(B)(2). It is important to acknowledge that all trees are not significant.

a. Areas of the park that include non-Type I and II lands shall protect all heritage trees and all significant trees through the careful layout of streets, building pads, playing fields, and utilities. The method for delineating the protected trees or tree clusters ("dripline + 10 feet") is explained in CDC 55.100(B)(2)(a) and in subsection (C)(2)(b) of this section.

b. Areas of the park that include Type I and II lands shall protect all heritage, significant and non-significant trees. Groundcover, bushes, etc., shall be protected and may only be disturbed to allow the construction of trails or accessing and repairing utilities. Exemptions permitted under CDC 55.100(B)(2)(c) through (f) shall apply.

FINDING NO. 6:

The property was purchased and preserved by the City due to the oak trees on site and the unique ecosystem they provide. The trails will be installed to allow appreciation of the trees and other aspects of the site without being built harmfully close to significant trees. No trees will be removed for the project. The trails will be of pervious surface, so there will be no new impervious surfaces near trees. The criteria are met.

3. In the case of natural resource areas, the topography shall be preserved to the greatest degree possible. Conversely, in non-natural resource areas, it is recognized that in order to accommodate level playing fields in an active-oriented park, extensive grading may be required and the topography may be modified.

4. The structures shall not be located in areas subject to slumping and sliding. The Comprehensive Plan Background Report's Hazard Map, or updated material as available and as deemed acceptable by the Planning Director, shall be the basis for preliminary determination.

5. The park shall be designed in such a way as to take advantage of scenic views and vistas from the park site, as long as such views can be obtained without eliminating significant trees or other natural vegetated areas.

FINDING NO. 7:

The trails will not require extensive grading, and they are designed and laid out to follow the natural topography of the hillside. This can be seen on the site plan on Page 23 of Exhibit PD-4 as the trails are oriented east-west to follow the topographic lines of a hillside that slopes down severely from north to south. Views of the Willamette and Tualatin valley, surrounding hills, and the Willamette area are similar across the property except at the far west ends of the trails where the trails traverse the heavily wooded strip along Tannler Drive. Therefore, generally, the trails take advantage of the available scenic views throughout most areas where they are proposed. No structures are proposed. The criteria are met.



View of Willamette area, hills beyond, and Willamette River valley. This is typical of views from most areas of the proposed trails.

H. Public facilities.

2. Parking lots. CDC 46.090 explains the parking requirements for the various categories of parks and open space areas. City squares, malls or plazas are exempt from the parking requirements of Chapter 46 CDC. Reduced parking requirements are explained in CDC 56.170. Except for areas accommodating ADA disabled parking and ADA access, parking lots may be constructed with grasscrete.

From Section 46.090:

46.090 MINIMUM OFF-STREET PARKING SPACE REQUIREMENTS

B. Public and semi-public buildings/uses

15. Trailhead

*Four spaces (includes one
handicapped space)*

a. On-street parking may substitute for the required off-street parking provided it is contained within the roadway frontage of trail land area; and

b. Vehicles must be able to approach and leave the trailhead parking area in both directions of travel without having to use driveways as turnaround areas.

FINDING NO. 8:

There are two trailheads, so 8 spaces total are required per Subsection 46.090(B)(15). On street parking may count for these spaces if there is enough and if vehicles can approach and leave the trailhead parking area without having to use driveways as turnaround areas. This is the case as there is 667 feet of site frontage along Tannler Drive with capacity for 29 parking spaces per the minimum parallel space dimensions of 46.150[F]. Tannler is a through street, so vehicles can approach and leave the trailhead parking area without having to use driveways to turn around. The requirement for disabled parking spaces does not apply as this is not a disabled-access trail. The criteria are met.

I. Paths and trails. Paths and trails connect the various activity areas within the park. They can also serve as part of a greater system of connective trails from one neighborhood or destination to another. Just like streets, there is a hierarchy of paths and trails.

1. Paths that connect the right-of-way and/or parking lot with the main activity area(s) of the park need to accommodate pedestrians, bicyclists, and persons with disabilities (as grades allow). The path shall be paved and five to eight feet wide. Lesser dimensions are allowed where topography and trees limit width. The grade shall be kept to fewer than five percent where the terrain allows. The path may be illuminated if the facility is programmed for night use.

3. Smaller or reduced width paths, within park boundaries, can be built to link lesser activity areas or areas of attraction. Walkers, cyclists, or runners who do multiple loops for exercise often use these paths. These paths may be crushed gravel or paved and at least six feet wide.

FINDING NO. 9:

The only activity areas of this Parks property will be the trails themselves, which begin and end at Tannler Drive, where there is on-street parking allowed. This park land has been established to preserve the natural ecosystem and beauty of the site, rather than to be an activity-oriented park, beyond the activity of walking the trails. There is no off-street parking lot for this site. Therefore the proposed trails do not fit the description of paths or trails that link "main parking areas" with other activity areas, or that link other activity areas with each other. Therefore the standards in these criteria do not need to be applied to the proposed trails.

4. Nature trails are typically three to six feet wide, gravel, hog fuel, or packed earth. These trails are especially attractive to persons seeking quieter parts of the park for natural interpretation or solitude. Other user groups often use them for exercise loops. Trails and footbridges in natural areas should be designed to minimize disturbance of significant resources. Limiting access to creek beds, potentially erosive slopes, or wetlands by humans and dogs is an important measure if habitat or resource protection is to be addressed. At least initially, the use of these trails by all user groups should be encouraged. Changes or restrictions to some user groups shall be based on empirical observations at that specific site.

FINDING NO. 10:

The proposed trails will be nature trails as discussed in this criterion. They are proposed to be 5 feet wide. They will have a gravel base with wood chips atop the gravel. They will be designed to best fit the topography and best avoid effects on significant trees. There will be no footbridges, and there are no water resources. The current adopted *West Linn Natural Hazards Mitigation Plan* categorizes this as a Landslide Hazard Area in Map 17: Landslide Vulnerability Analysis. The west end of the site, around the west ends of the trails where they intersect with Tannler Drive, are designated as potential landslide areas on Map 16: Potential Landslides of the same plan. (The plan can be seen at <http://westlinnoregon.gov/planning/natural-hazards-mitigation-plan>.)

In response to the above criterion's call for limiting access to potentially erosive slopes, Condition of Approval 2 includes language requiring signage addressing this to pedestrians. Specifically, it requires trailhead signage mandating that people and pets stay on the trails to prevent erosion due to the potential for landslides. The criterion is met upon the implementation of Condition of Approval 2.

7. All paths and trails shall be clearly identified with signs. They shall be laid out to attract use and to discourage people from cutting across landscaped areas or impacting environmentally sensitive areas.

FINDING NO. 11:

The applicant does not propose signs at this time but rather proposes to install them at a later date, per the applicant's finding related to this criterion which is on Page 22 of Exhibit PD-4. However, this criterion does require they be installed when a trail is developed. Condition of Approval 2 therefore requires signage at this time, clearly identifying the trail at each proposed trailhead.