

Old Town



Neighborhood Plan

Wilsonville Oregon

Adopted September 19, 2011

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1. Introduction and Intent: Old Town – “Our Vision”

The Old Town Neighborhood Plan (OTNP) sets forth a vision for the neighborhood. As the City continues to change, and development pressures and the cost of living increase, it is critical that the character that makes Old Town special needs to be identified, maintained and enhanced. City staff worked with neighbors and business owners who live and work within Old Town to develop a neighborhood vision and recommendations for the first neighborhood plan for the Old Town area. The Old Town Neighborhood Plan (OTNP) will help guide new development as it occurs in the neighborhood.

To the families that live in Old Town, and the businesses that are located there, Old Town is a very special place. For the most part, they made a choice to locate there (over other neighborhoods in Wilsonville) and would not consider relocating.

Many of Wilsonville’s residents have never been in Old Town and know very little about it. So what is it about Old Town that generates such fierce loyalty in its residents and business people?

The purpose of the Old Town Neighborhood Plan (OTNP) is to identify the essence of what makes Old Town a special place, and to provide guidance on how to move Old Town into the 21st Century while maintaining its unique character. The intent of the Old Town Neighborhood Plan is to retain those aspects that contribute to its unique character: older buildings with simple design and small scale, stands of mature trees, and streets with a rural feel which are safely shared with bikes and pedestrians. To accomplish this, the OTNP proposes land use, transportation, utilities, parks/trails/trees/open space, and architectural guidelines. A list of recommendations is proposed for those parts of the plan.

Background of the Old Town Neighborhood Plan:

The Old Town Neighborhood Plan is based on the results of a series of meetings with Old Town residents, businesses and property owners. Each meeting was organized around a specific topic with a goal of learning how that subject or issue has been implemented in the past, determining whether that should change, and if so developing recommendations for those changes.

The impetus for this series of meetings was a “New Urbanism” type residential development proposal on one of the few larger vacant lots in Old Town. The neighborhood was opposed to the development, feeling that it would set a precedent for future similar development proposals that would destroy much of what makes Old Town unique.

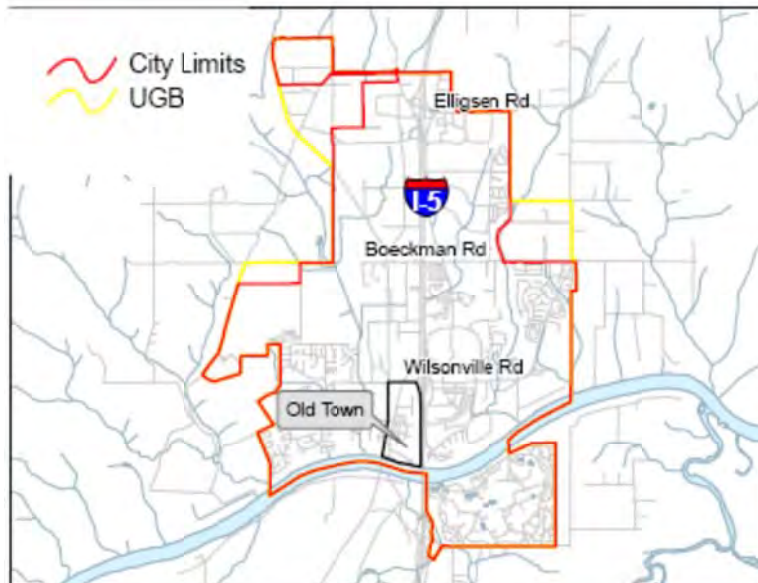
The City Council responded to that testimony by requesting that City staff work with the Old Town community to determine the parameters of acceptable development and redevelopment in their community.

Where Is Old Town?

According to the West Side Master Plan, accepted by the City Council in December 1996, the Boones Ferry District (Old Town) includes all the lands located between the Oregon Electric Railway and the I-5 right-of-way, and between the Willamette River and approximately Wilsonville Road. (Map 1.1) Others would say that Old Town is smaller, ending at Bailey Street on the north or even at the north end of Magnolia Avenue, but including the south, east and west boundaries identified as “the Boones Ferry District”. Still others feel that the historic core area developed around the Boones Ferry landing, and later, with the coming of the rail, expanding north to the vicinity of 5th Street is the ‘real’ Old Town. After discussion, it was decided to use the Boones Ferry District boundary extended north to Wilsonville Road for a more comprehensive planning effort. (Map 1.1)



Map 1.1. Boones Ferry District



Map 1.2. Old Town In Wilsonville

What Is Different About Old Town?

Some of the defining characteristics of Old Town are the older development and the human scale of the neighborhood. The plat of Old Town was recorded in 1908 (See Chapter 5), and reflects larger lots than are generally found in today's residential developments. There has been little partitioning or further subdivision, so large lot sizes remain. Old Town has built out incrementally with a variety of architectural styles reflecting housing trends from the respective period. Most of the development occurred in the county before Wilsonville was incorporated. Dwellings are mostly single story with large yards and mature trees. Since there are few sidewalks and no through traffic, the character of the neighborhood is "old fashioned" and much less formal. Residents walk and play in the streets, and visit with their neighbors. Social interaction is encouraged by the evolving patterns of the neighborhood. Infrastructure does not separate people, but enables them to interact more freely.

Most of the recent development in Wilsonville occurred after the construction of the Boone Bridge and I-5 in the late 1950's, and the incorporation of the City of Wilsonville in 1969. In contrast, the oldest buildings in Old Town were built in the late 1880's and early 1900's. Early aerial photos (1936) show Old Town surrounded by operating farms. The older buildings are simple in design and small in scale as shown in early photos. Several have been renovated in keeping with their historic character. Infill development has maintained the modest scale and has been repeating basic architectural style elements. At one time, Old Town was generally self-sufficient with a school, a church, a general store, post office and other businesses serving the community.

Because it is older, and very little redevelopment has occurred, stands of mature trees are found throughout Old Town.

Streets were built to rural standards without curbs, gutters, and in many instances, without sidewalks. The overall appearance is less formal than in newer neighborhoods. There are no

through streets and no large scale commercial establishments so the neighborhood is quieter, and streets can be safely shared with bikes and pedestrians.

No riverfront development has occurred other than Boones Ferry Park, which is an under-utilized City park located at the south end of Boones Ferry Road.

Existing Development:

Existing development within Old Town includes a bank building, the Old Methodist Church, apartments, a mini-storage facility, two historic commercial structures, a manufacturing facility, Lowries Marketplace and three mixed-use commercial/industrial buildings, as well as many residential properties with varying densities. Two of the mixed-use buildings were developed as the first historic replica façade envisioned for the Old Town District discussed in the Land Use chapter.

In 2009, the City approved development/re-development at the southeast corner of Boones Ferry Road and Wilsonville Road. The site was approved for mixed-use development, commercial and residential, with the main anchor being a Fred Meyer store, which opened in July 2011. The development is a much larger scale than typically found in Old Town, however, design consideration was given to provide smaller perimeter pad buildings architecturally designed to complement Old Town.

The majority of Wilsonville's residential areas were developed after 1970 as planned unit developments, and built out with similar architectural styles in a relatively short time period. Dwellings are generally two-story or taller. The rights-of-way are fully developed with streets, sidewalks, street lights and street trees. A strong sense of identity and ownership has developed within each neighborhood.

Conventional wisdom says that Old Town should be retrofitted with all the amenities of residential planned unit developments (PUD) in the remainder of the city, and the housing stock upgraded to modern housing styles and densities. If that occurs, Old Town as it now exists will be lost, and it will become just one more PUD in the city. The intent of the OTNP is to preserve the existing neighborhood, while being open to redevelopment and infrastructure upgrades consistent with the Old Town character.

2. Relationship of the Old Town Neighborhood Plan to the Comprehensive Plan and Community Development Code

In general, a Comprehensive Plan is intended to provide broad policy direction which is implemented through more specific development regulations and capital expenditure programs. Comprehensive Plans do not, however, typically address the more immediate needs and concerns of individual neighborhoods. This is the purpose of a sub-area or neighborhood plan.

The City's Comprehensive Plan was adopted in October 2000 and most recently updated in January 2011

. The Comprehensive Plan is an official statement of the goals, policies, implementation measures, and physical plan for the development of the City. The Comprehensive Plan documents the City's approach to the allocation of available resources for meeting current and anticipated future needs. In doing so, it records current thinking regarding economic and social conditions. This Comprehensive Plan consists of general background and explanatory text, City of Wilsonville Goals, Policies, Implementation Measures, and a Plan Map.

The Comprehensive Plan specifically states that the plan provides the basis for other plans, ordinances, and other implementing documents that set forth more detailed direction regarding specific activities and requirements. All City plans and implementing ordinances must be consistent with the Comprehensive Plan.

The Old Town Neighborhood Plan and appended documents should be considered to be supportive of the contents of the Comprehensive Plan. However, only those documents that have been specifically adopted by the City Council as part of this Comprehensive Plan, or implementing this Plan, shall have the force and effect of the Comprehensive Plan.

3. How to Use the Plan

Organization of the Old Town Neighborhood Plan

The purpose of the Old Town Neighborhood Plan is to guide future policy decisions as they relate to the physical development of the Old Town Neighborhood. Following this introduction, the text of the Plan is presented in four major sections that provide a framework for land use decisions. It may also be used by the City Council to guide future decisions involving development proposals and plan amendments affecting the neighborhood.

The Old Town Neighborhood plan contains the following sections:

- Historic Character – describes the history and character of Old Town and outlines the historic district designation process including criteria for evaluation.
- Land Use: Commercial and Residential – outlines applicable state and local land use regulations. Provides recommended amendments to the Comprehensive Plan and Development Code.
- Architectural Guidelines – provides background on the development of the architectural pattern book for Old Town.
- Transportation – discusses the desire for a “main street” designation for Boones Ferry Road, north of 4th Street, and a more informal street section in the residential neighborhoods. Also discusses recommendations for alternate roadways, truck and bus traffic, streetscape amenities, vision clearance, bicycle/pedestrian connections including the French Prairie Bridge and the Willamette River Water Trail.
- Utilities – discusses available utilities and provides recommendations for Low Impact Development principles for future development and recommendations for undergrounding existing overhead utilities.
- Parks, Trails, Trees and Open Space – discusses existing parks, tree canopy, and trails and recommendations for preserving and upgrading each. It also discusses the Willamette River Greenway.
- Proposed Capital Projects – outlines a list of capital projects necessary or desired to implement the Plan.

Each section of the plan is divided into background information and recommended action items. The background information includes a description of the existing character that is to be retained, enhanced, or rehabilitated. It may also contain a statement of a desired future character that does not now exist but can be created.

BACKGROUND AND INFORMATION - OLD TOWN NEIGHBORHOOD PLAN:

Action items are recommended projects, standards, or courses of action for the City, Old Town residents and future developers. The completion of these items will depend on a number of factors such as citizen priorities, finances, staff availability, etc. These statements are suggestions to future City decision-makers and Neighborhood Association leaders as ways to implement the goals and policies. The listing of recommended action measures in the Plan does not obligate the City or Old Town to accomplish them. Neither do recommended action measures impose obligations on applicants who request amendments or changes to the Comprehensive Plan or its Neighborhood Plan chapters. The inclusion of action items in a Neighborhood Plan should not be construed to be a statement of support by the City’s policy-

making bodies [Planning Commission and City Council] to those action items; it is merely a listing of actions the Association wishes to support.

4. *Process*

The first neighborhood meeting was held in December 2006, to explore options for resolution of development issues raised by an application for a residential project within the neighborhood, i.e. the “Wilsonvillage” residential project. Invitations were sent to all property owners in Old Town and flyers were distributed. Approximately 40 people attended the first meeting. Issues were identified, and a schedule of meetings was established in which to explore and attempt to reach resolution of those issues.

The following is a list of the issues identified in the first meeting:

- *Maintaining the “character of Old Town”. Human scale, diverse, historic, eclectic, safe, walkable, friendly, slower paced.*
- *Transportation, alternative ingress/egress, speeding, large trucks, increasing traffic, street cross-sections.*
- *Utilities, streetlights, underground utilities*
- *Keep large trees.*
- *SW Boones Ferry Road, commercial between Wilsonville Road and 4th Street. Residential character south of 4th Street. Need a streetscape plan.*
- *Do not want CC&Rs or other tight controls for design issues.*

Subsequent meetings from January 2007 through May 2007 were held at the St. Cyril’s Church in Old Town. During that time, it was decided that incorporating the results of discussions at those meetings into an Old Town Neighborhood Plan would provide guidelines for future development, redevelopment and infrastructure upgrades in Old Town. The Plan could be adopted by the City and made part of the Comprehensive Plan.

Topics discussed at the meetings included:

- Initial exploration of the issues and ideas for resolution
- Land use and housing
- Historic character, architectural styles, etc.
- Transportation
- Transit Master Plan, Bike and Pedestrian Master Plan and Natural Resources
- Park and Recreation Master Plan, Boones Ferry Streetscape
- Utilities
- Economics of Infill Development
- Design factors
- ADU’s
- Streetscape Plan
- Draft Plan

A core group developed, which included Rose Case, Barbara Bergmans, Michelle Dempsey, Doug Muench, Tim Knapp, Monica Keenan, Nathan and Sandra Lawrence, Connie Kenny, Carol Dickey, and Jeff Cameron. Jack Kohl, or a representative, attended several meetings as did Sue Guyton, Paul Missal, Steve Van Wechel, and the Duckworths. Former Mayor John Ludlow and State Representative Jerry Krummel attended several of the initial meetings, having

worked on the 1996 West Side Master Plan and having been prior residents of Old Town. In addition to those specifically mentioned, other residents and interested parties attended based upon the topic and schedules.

The draft Old Town Neighborhood Plan was presented to the core group and to city staff for edits in July 2007. Corrections and edits were made during July, August and early September. The draft Plan was presented to a neighborhood meeting on September 20, 2007. The draft Plan was placed on the City's Old Town website. The *Wilsonville Spokesman* printed news stories on the draft Plan on November 29, 2006, October 8, 2008 and June 24, 2009.

During August 2007, the City contracted with the consulting firm, Nevue Ngan Associates to work with Boones Ferry Road property and business owners on preparation of a streetscape plan for Boones Ferry Road from Wilsonville Road to the Willamette River. The consultants held an initial meeting with Boones Ferry Road property and business owners on September 13, 2007.

The Planning Commission was presented with the revised draft Plan as recommended by the Old Town Neighborhood at a July 11, 2007 worksession. Additional public review of the Plan included:

- Planning Commission worksessions on December 12, 2007, and July 9, 2008, with the architectural guidelines presented to the Commission on May 13, 2009.
- Another Planning Commission worksession was conducted on January 12, 2011 to update the Planning Commission on the status of the planning process.
- A noticed Planning Commission public hearing was conducted on August 13, 2008, and the Commission continued their review of the Plan in continued public hearings on October 8, 2008, December 10, 2008, February 11, 2009 and March 11, 2009. The Planning Commission recommended adoption of the Old Town Neighborhood Plan except for the architectural guidelines at the March 11, 2009 public hearing. They forwarded the architectural guidelines with a recommendation for adoption at a June 10, 2009 public hearing.
- City Council conducted worksessions on the Plan on November 29, 2010, February 24, 2011, March 7, 2011, and September 7, 2011.
- The City Council conducted public hearings on September 19, 2011 and accepted the Old Town Neighborhood Plan by Resolution No. XX

In addition to recommending adoption of the OTNP, Old Town residents have organized as a neighborhood association to assist in implementing the Old Town Neighborhood Plan. The Old Town Neighborhood residents continued to work on their own after the Planning Commission made their recommendation to City Council to finish the architectural guidelines which are attached to the Plan as Appendix B.

5. *Historic Character*

Wilsonville is located within the traditional territory of the Kalapuyan people who occupied nearly all of the Willamette River watershed above the Falls (at Oregon City). The Tualatin Kalapuyans occupied the north bank of the Willamette and all of the Tualatin River watershed. The Santiam Kalapuyans occupied the south bank of the Willamette (including what is now the Charbonneau District of Wilsonville).

Old World diseases repeatedly devastated Kalapuyan populations in a series of epidemics in the late 18th and early 19th centuries, and the expansion of white and multi-racial immigration restricted Kalapuyan land management and undermined the native economy. Following treaties in the 1850s, the remnants of both the Santiam and Tualatin Kalapuyans were moved to the Grand Ronde Reservation.

Wilsonville was settled in 1846 by Alfonso Boone, grandson of Daniel Boone. He started a ferry service across the Willamette River, which was later operated by his son, Jesse. Jesse enhanced the ferry business by creating a trail north to Portland and south to Salem. (Boones Ferry Road) At its height, there were as many as 300 people crossing per day!

Bill Flynn's Saloon was located on the land near the river west of Boones Ferry (now owned by the City) and probably enjoyed a thriving business. The building was destroyed during a windstorm in 1971.

In 1872 Jesse Boone was gunned down at the south ferry landing in a dispute with a neighboring settler. The ferry was operated by various operators in the subsequent years. In 1909 Capt. Emil Tauchman, took over the ferry operation and continued to operate it for approximately 30 years. Mr. Tauchman's house, which still exists, overlooks the site of the ferry operations.

The ferry operation, one of the first across the Willamette, was a critical link in commerce between the Willamette Valley and Portland. Farmers shipped agricultural products directly from their docks at their farms. At one time, there were 38 landings in the stretch of river between Butteville and Canby.

Originally founded as Boones Landing due to the Boones Ferry, the community was renamed Wilsonville in 1880 after the town's first postmaster, Charles Wilson.

The coming of the railroad brought change. The trestle was completed in 1907, and a train depot was built at the corner of 5th Street and Boones Ferry Road. As businesses moved away from the river towards the railroad depot, a small community developed near the intersection of 5th Street and Boones Ferry Road which included:

School: A one-room school was built in the 1870's along SW Boones Ferry Road, north of what is now SW Bailey Street and south of SW Wilsonville Road. The site was later home to a new school house (1912-1951) and later developed into the Boones Ferry Primary School (1951-1998) and later into the Lowries Marketplace.

Wilsonville's Old Town Neighborhood Plan

Stores: Aden's Store and home were built in 1897, and included the post office. A drugstore and community center were built at 5th Street and Boones Ferry Road in the early 1900's.

Lodging: The Cottage Hotel was built around 1907 for rail passengers.

Churches: The Methodist Church was built in 1911. St. Cyril's Catholic Church was built in 1926.

Train Depot: In approximately 1907 a train depot was constructed on the west side of Boones Ferry Road near 5th Street.

Services The Norris Young Machine Shop, now a cabinet shop, was built in the late 1800's on the corner of 5th and Boones Ferry Road.

Both the railroad and ferry continued to be critical to commerce in and through Wilsonville. The railroad operated as an electric railroad until 1945, with freight service through Wilsonville still in operation. The ferry closed in 1954 after the I-5 Bridge was constructed. The location of I-5 caused many businesses to move once again to be closer to the interchange, and Old Town became primarily a quiet, residential community until 2000, with the commercial development of Old Town Village and the adaptive reuse of the machine shop to a cabinet shop.

The timing for when the structures were built along Boones Ferry Road and Magnolia Street are listed in Table 5.1 and mapped in Map 5.1:

Boones Ferry Road:		
Address	Year built	Comments
30310	1911	Methodist Church
30520		
30535		
30550	1951-60	
30580	Vacant	
30596	Vacant	
30610	Prior to 1930?	
30623	1962, Remodel 2008	Old Town Village
30625	1962, Remodel 2008	Old Town Village
30650	1904	Old Feed Store
←-----5th Street-----→		
30690	1905	Norris Machine
30740	1905	Aden's Store
30760	1923	
30775	1999	Old Town Village
30789	2001	Old Town Village
←-----4th Street-----→		
30825	1971-80	
30865	??	
30870	1961-70	

Magnolia Avenue		
Address	Year built	Comments
30555	1920	
30560	1961-70	
30570	1971-80	
30575	1971-80	
30590	1971-80	
30595	1971-80	
30605	Prior to 1930??	
30610	1971-80	
30625	1971-80	
30640	1971-80	
30645	Prior to 1930?	
30670	1971-80	
←-----5th Street-----→		
30710	1907	Cottage Hotel
30720	2001-2010	
30725	Prior to 1930?	
30730	1981-90	
30740	1981-90	
30745		Old Train Station (partial)
30750	1971-80	

30885	1971-80	
30895	1971-80	
30900	1961-70	
30924	1971-80	
30935	1971-80	
30945	1981-90	
30950	1971-80	
30990	Prior to 1930??	
30965	1981-90	
30983	1981-90	
30999	1981-90	
31020	Prior to 1930??	
31025	1930-40	
31050	1991-2000??	
31090	Prior to 1930?	
←-----Tauchman Street-----→		
31240	1880	Tauchman House
4th Street & Extension		
9150		
9155	vacant	
9180		
9185	Vacant	
9210		
9250		
9415	1951-60	
9430	1961-70	
9455	1971-80	
9460	1900	Old Bank
Fir Street		
30705	1971-80	
30755	1971-80	
30775	1971-80	
30795	1971-80	
30820	1981-90	
30825	1971-80	
30845	1971-80	
30875	1951-60	
30925	Prior to 1920?	
30950	Prior to 1920?	
30955	Prior to 1920?	
←-----Otto Lane-----→		
30825		
30995	1930-40	

30765	1981-90	
30780	1971-80	
30785	2001-2010	
30800	1971-80	
←-----4 th Street-----→		
30870	1961-70	
30895	1961-70	
30900	Prior to 1920?	
30930	1981-90	
30935	Prior to 1920?	
30950	1981-90	
30955	1951-60	
30965	1984	
30995	1961-70	
31015	1961-70	
31029	2001-2010	
31045	1971-80	
5th Street		
9201		St. Cyril's
9205		St. Cyril's
9210	1926	St. Cyril's
9265		Curran's
9270	1971-80	
9301	1971-80	
9350	1991-2000	
9355	1971-80	
9655	1890	West of RR
9655	1890	West of RR

- No Data
- Pre 1900-1929
- 1930-1940
- 1941-1950
- 1951-1960
- 1961-1970
- 1971-1980
- 1981-1990
- 1991-2000
- 2000-2010

Table 5.1. Old Town Structure Construction Dates



Map 5.1. Old Town Historic Structures

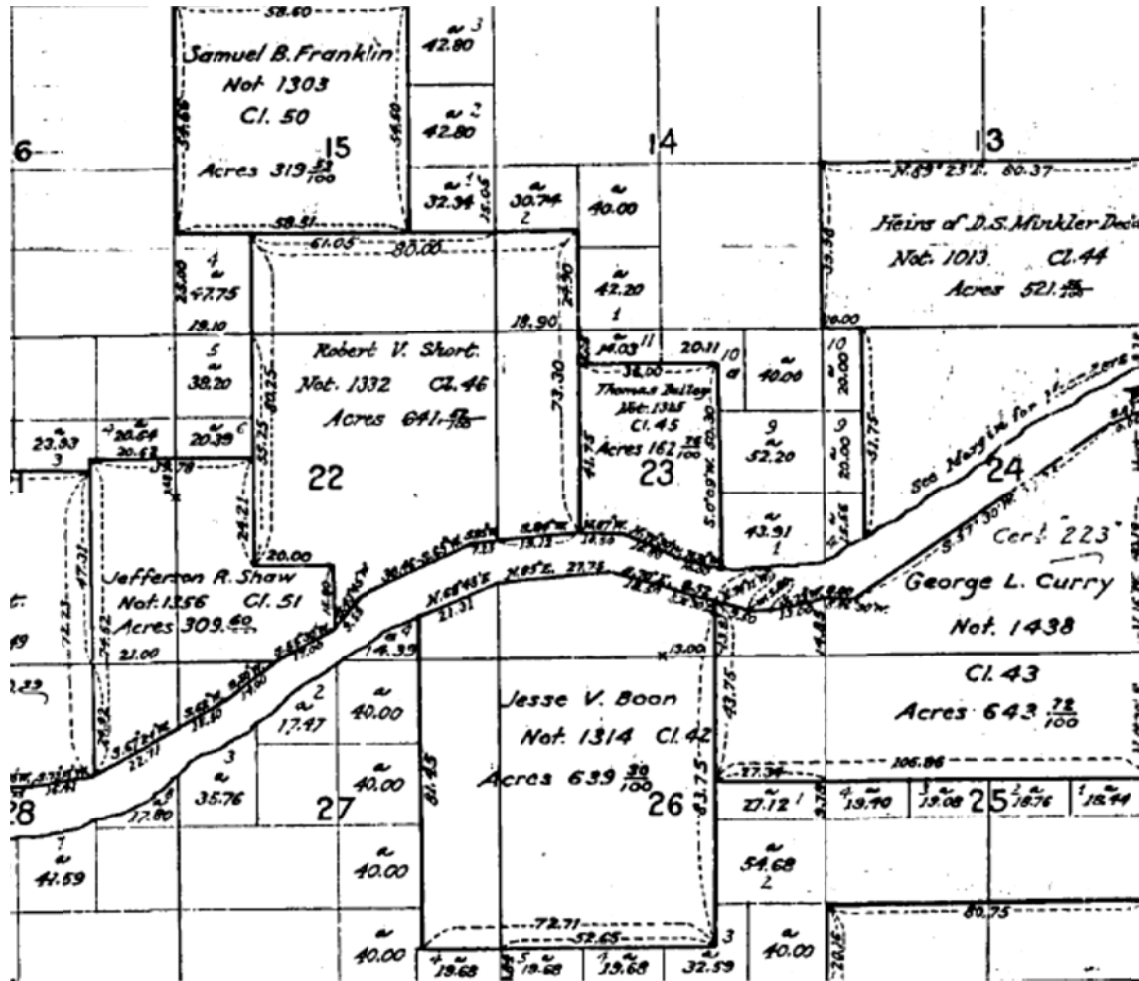
Should Old Town become a Historic District?

At this time, there is not enough support to result in the formation of a historic district in Old Town. Historic buildings are scattered throughout Old Town, and most are in private ownership. It would take a concerted effort in the neighborhood, and the assistance of consultants to determine whether a historic district was desirable or even possible under the federal criteria. A first step would be the placement of city-owned historic buildings on the City's Register of Historic Places, and then application for placement on the National Register. This would include the Tauchman House in Old Town. It is possible that Fred Meyer would be open to the designation of the Methodist Church as an historic structure, provided that their proposed modifications do not alter it to the point where it would not qualify.

Implications of Historic District Designation

One of the primary benefits of National Register designation is the fostering of community awareness and pride in the city's heritage and the neighborhood. Designation tends to help stabilize a neighborhood, stimulate increased owner-occupancy by making it a more distinct and desirable place to live and work, and generate increased property values as buildings are rehabilitated.

These beneficial effects vary depending on the area and the economy at the time. Overall, historic district designation has produced positive results both in Oregon and throughout the country.



35	36
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The above Survey of Cl. 55, John Anderson in T. 35, R. 1 W, Will. Mer. Ore. is strictly conformable to the field notes of the survey thereof on file in this office, which have been examined and approved.
 Surveyor General's Office,
 Eugene City, Nov. 14th 1863.

(Signed) B. J. Pengra
 Sur. Gen. of Ore.

I certify the above to be a correct copy of the original plat on file in this office.
 U. S. Surveyor General's Office,
 Portland Oregon, Nov. 21, 1863.

Scale 40 Chains to an inch

Mean Magnetic Declination

Wesley M. Coarines
 Surveyor General for Oregon.

Surveyed
Completed

The above map of Township No. 3 South, Range No. 1 West of the Meridian is strictly conformable to the field notes of the survey thereof on file in this office, which have been examined and approved.

U. S. Surveyor General's Office.

Salem, July 23rd 1855.

(Signed) C. K. Gardner
 Surveyor General of Oregon.

Map 5.2. 1855 Old Town Plat

6. Land Use

Overview of Land Use

The Old Town Neighborhood has an overlay of land use regulations, some of which conflict. Old Town is subject to State, Metro and local land use rules and regulations.

State

The State's land use program is based on the Department of Land Conservation and Development's (DLCD) nineteen (19) Statewide Planning Goals and Guidelines; the first fifteen (15) of which apply to Wilsonville. The first 14 goals were adopted in December 1974, with the remaining goals adopted over the next two years. The Statewide Planning Goals have since been amended and readopted as part of the Oregon Administrative Rules (OAR 660, Division 15)

OAR 660 requires municipalities to prepare Comprehensive Land Use Plans and implementing ordinances, which are then reviewed by DLCD and the Land Conservation and Development Commission (LCDC) for compliance with the Goals. Plans and ordinances that are determined to comply are then "acknowledged" by LCDC to be in compliance with the Goals and become acknowledged plans. If a municipality does not have an acknowledged Plan, then the Statewide Goals must be applied directly to each development proposal in that municipality. Once a municipality has received acknowledgement, then development proposals are reviewed under the local Comprehensive Plan and development regulations. Municipalities are required to update their Comprehensive Plans and ordinances periodically, a process called "Periodic Review".

The City of Wilsonville has an acknowledged Comprehensive Plan and acknowledged development regulations which apply to all of Wilsonville, including Old Town. The Comprehensive Plan includes a Transportation Systems Plan, the Villebois Village Master Plan, the Water System Master Plan, the Wastewater Treatment System Master Plan, the Stormwater Master Plan, the Bike and Pedestrian, Park and Recreation and the Transit Master Plans, and will eventually include the Old Town Neighborhood Plan.

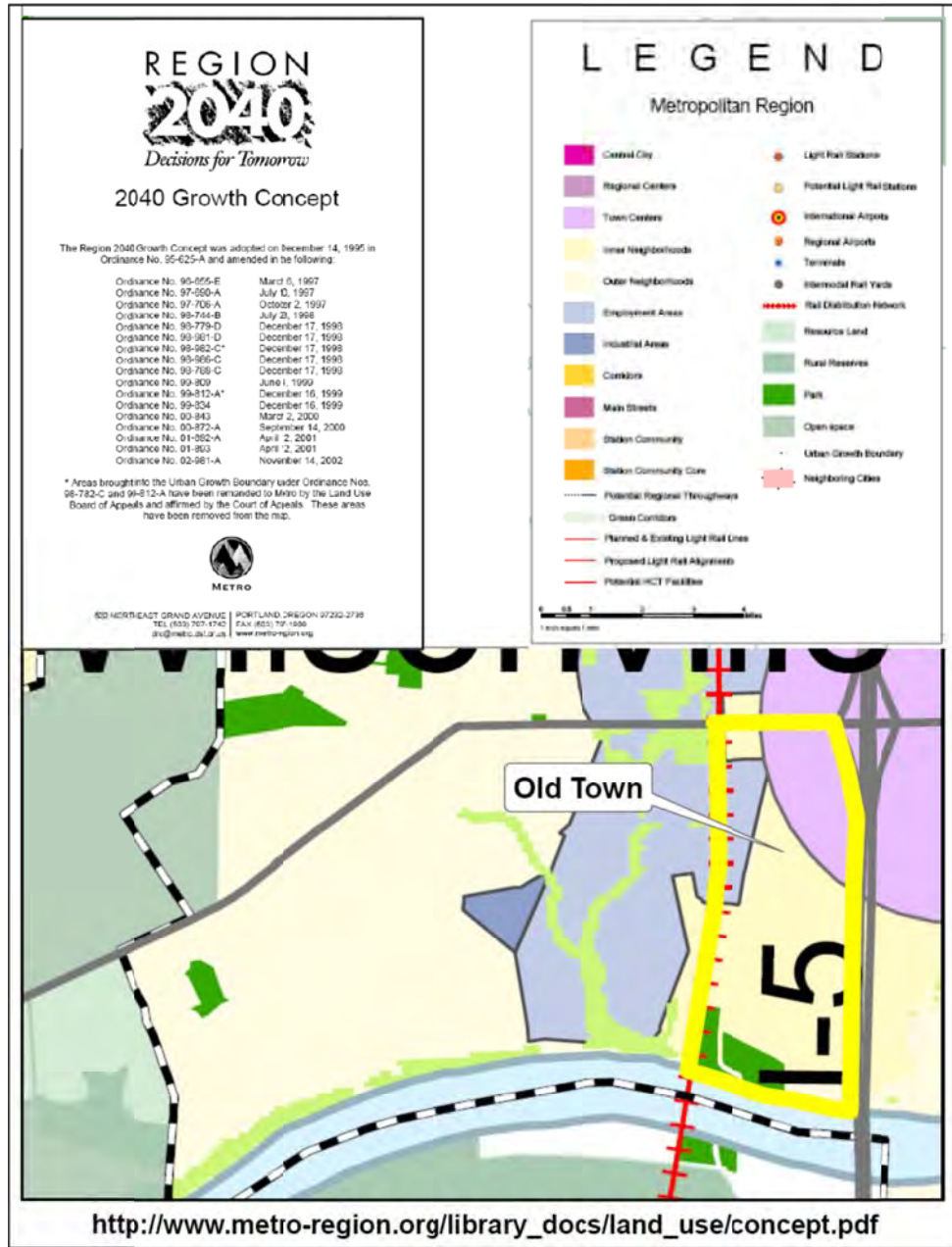
Metro:

The City of Wilsonville is a member of Metro, an elected regional service district serving three counties and 25 cities within its service area. Under its charter, Metro has jurisdiction over the urban growth boundary and other regional land use issues, solid waste and recycling, regional open space and regional transportation planning as well as several facilities such as the Zoo and the Convention Center. Metro also has adopted and acknowledged land use-related documents, including a 2040 Growth Concept Plan,

Old Town

Title 12 of the Metro Urban Growth Management Functional Plan is titled "Protection of Residential Neighborhoods". It states that, "Existing neighborhoods are essential to the success of the 2040 Growth Concept" and that, "Metro shall not require any city to authorize an increase in residential density of a single-family neighborhood in an area mapped solely as an Inner or Outer Neighborhood pursuant to Metro Code Section 3.07.130 prior to May 22, 2002".

The question becomes, "Is Old Town a single-family neighborhood mapped solely as an Inner Neighborhood?" Metro's 2040 Growth Concept Plan was first adopted in 1995, and designated most of the Old Town area as an Inner Neighborhood. However, the map also included a Town Center designation which applies to the Town Center development north of Wilsonville Road, to the Village at Main, and extends across I-5 to the Fred Meyer lands, Lowries Marketplace (Albertson's) and commercial lands along Wilsonville Road west almost to the railroad tracks. Due to large differences in the scale of Metro maps vs. city maps, City staff has been working to reconcile the exact location of the designations on the Metro map with the City's Comprehensive Plan and zoning. For the purposes of this Plan, the residential area of Old Town is mapped as Inner Neighborhood and is protected by Title 12. (Map 6.1)



Map 6.1. Old Town's Metro's Region 2040 Growth Concept Map Designations

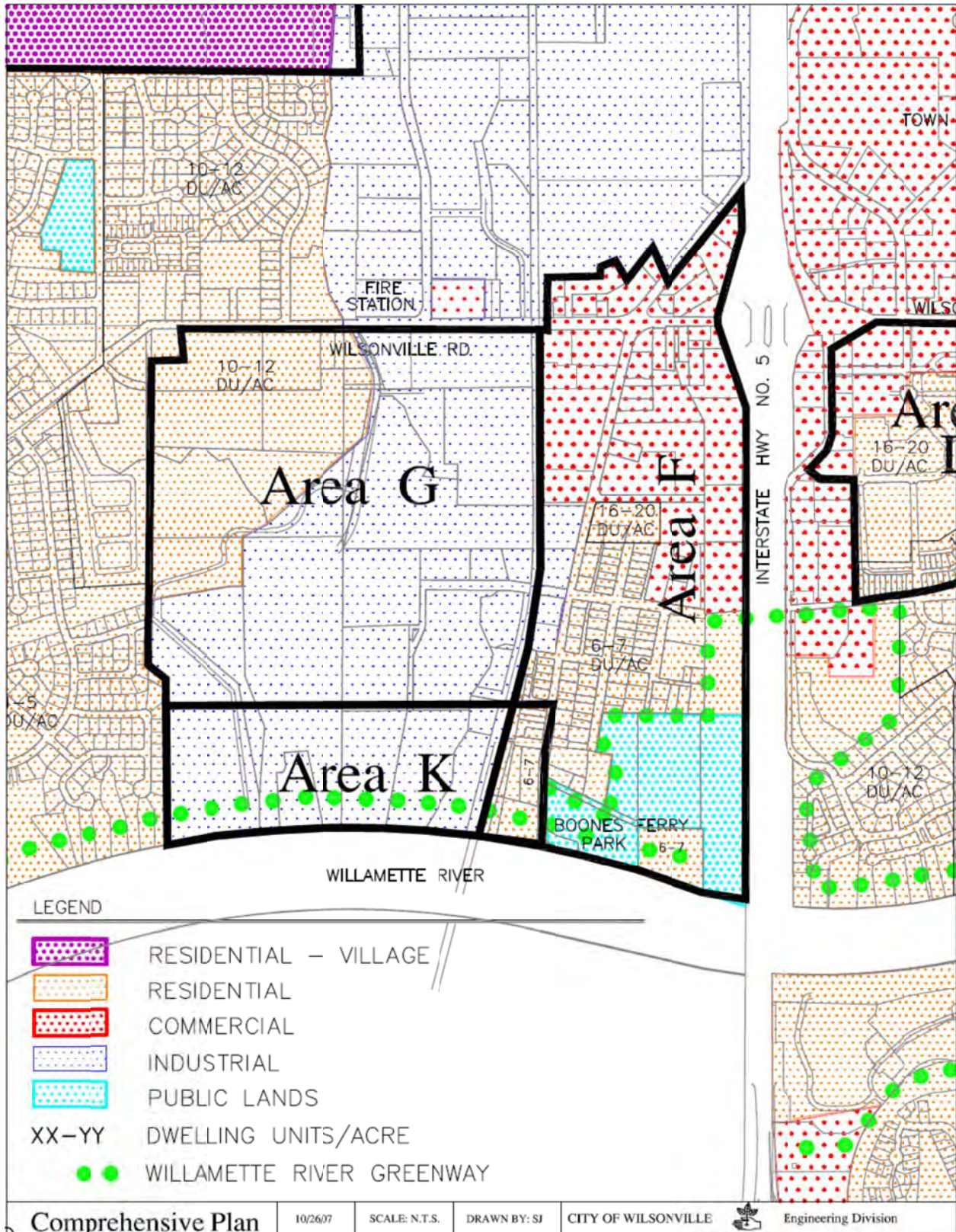
City

City regulations need to be reviewed in light of the City's development process which requires application for a development proposal at the same time as an application for a Zoning Map amendment. The City's Comprehensive Plan designates future land uses of properties in the City, but unlike many other communities in Oregon, zoning is not changed to be consistent with the Comprehensive Plan until a development application on a specific site has been reviewed by the DRB and approved by the City Council.

City Comprehensive Plan

The Comprehensive Plan designates lands between Wilsonville Road and Bailey Street as Commercial. (Map 6.2) Lands between Bailey Street and 5th Street, west of I-5 to the alley east of Magnolia Avenue, are also designated Commercial. Lands west of Boones Ferry Road between Bailey Street and 4th Street are designated Industrial. The remaining lands, except for those in public ownership are designated as a variety of residential densities, mostly 6 – 7 dwelling units/acre with the apartments being designated at 16 – 20 du/acre. The River Village Mobile Home Park, located at the east end of Tauchman Street between the street and the Willamette River, is also designated 6 – 7 dwelling units per acre.

According to the Comprehensive Plan, the 6 – 7 du/acre designation translates to zoning districts of Planned Development Residential – 3 (PDR-3) or Planned Development Residential – 4 (PDR-4). The Planning and Land Development Ordinance (Wilsonville's Development Code) further refines the designation by equating the PDR-4 zone with the 6 - 7 du/acre Plan designation.



Map 6.2. Existing Old Town Planning Area Comprehensive Plan

The Old Town area is also included in two Areas of Special Concern in the Comprehensive Plan. Area F includes almost all of Old Town.

Area of Special Concern F

This area is situated west of I-5 and primarily, although not entirely, south of Wilsonville Road, and includes commercial and residential properties in the Old Town neighborhood. It includes the existing retail centers, both north and south of Wilsonville Road, plus land to the south along both sides of Boones Ferry Road to the Willamette River. Future development applications in Area F must address the design objectives listed below, as well as all other applicable Development Code requirements.

This Area of Concern specifically includes the “Old Town” area of the City. A portion of Old Town includes properties previously master planned as “Wilsonville Square 76.” As a result of the West Side master planning effort, additional emphasis has been placed on creating an Old Town District (through overlay zoning), and reinforcing the appearance of the City’s historic beginnings.

The purpose of the Old Town Overlay Zone is to reinforce the appearance of the city’s historic beginnings and to create a unique commercial main street. The Old Town District is envisioned as a modern representation of the community’s past, and is intended to promote compatibility of commercial designs with Old Town residential development and to create a functional main street.

By moving in the direction of recreating an “Old Town”, it is recognized that the Wilsonville Square 76 Plan is outdated, falling short of new design objectives. Therefore, there is a need for coordinated planning and broader based master planning that addresses all of the commercial development in Old Town, not just that on the east side of Boones Ferry Road.

Area of Special Concern K

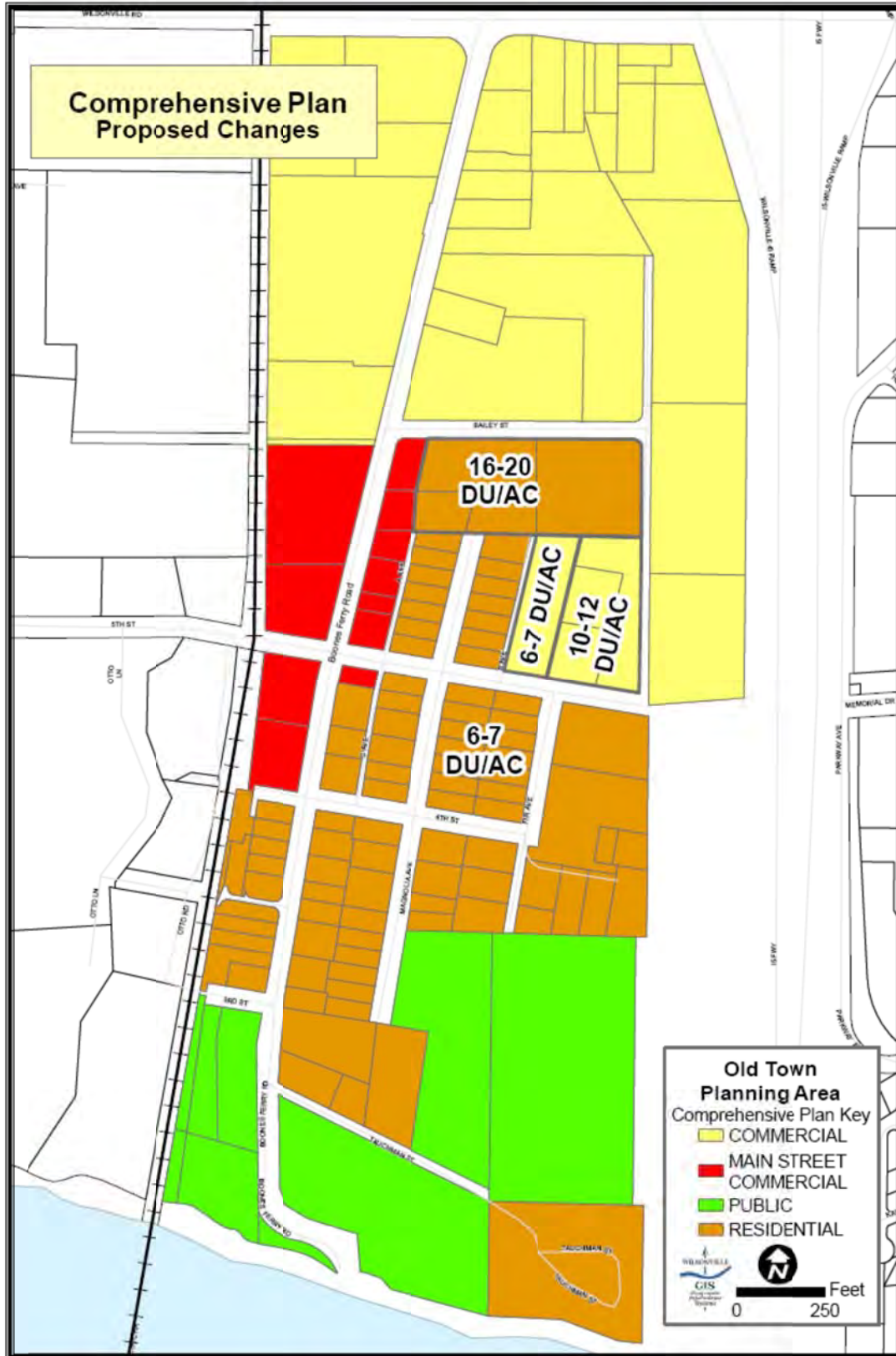
The portion of Old Town located west of Boones Ferry Road and south of 3rd Street is located in the second Area of Special Concern, Area K. Area K lies south of and immediately adjacent to Area G. Planning and development must be coordinated between the two areas for efficiency of infrastructure and compatibility of uses.

The Comprehensive Plan says, “Note: Area K, land along the Willamette River, west of Boones Ferry, has been designated in the West Side Master Plan for river-focused development. Text applying to this Area of Special Concern will be completed when the Natural Resource Plan has been adopted.” Within Area K, east of the railroad tracks, lands south of 2nd Street are in public ownership, while residential lots between 3rd Street and 2nd Street are in private ownership.

Recommendations:

- 6.1. Amend the Existing Comprehensive Plan Map (see Map 6.3) as follows:**
 - 6.1.a. Designate lands in public ownership south of 2nd Street east of the railroad tracks from Residential to Public.**
 - 6.1.b. Designate all ODOT-owned lands south of 5th Street as public.**
 - 6.1.c. Designate lands one lot deep on both sides of Boones Ferry Road between Bailey Street and 5th Street; and lands on the west side of Boones Ferry Road between 4th Street and 5th Street; and Tax Lot 3S 1W 23AC, 4100, as the Old Town Main Street District.**
 - 6.1.d. Designate all single family residential lands in Old Town south of Boones Ferry Village, including lands east of Boones Ferry Road between 4th and 5th as Old Town Residential. Designate existing multi-family complexes at either 10 -12 du/ac or 16 – 20 du/ac, whichever is closest to the existing density.**
 - 6.1.e. Designate all of Boones Ferry Village as Residential, 16 – 20 du/ac.**
 - 6.1.f. Designate Tax Lot 3S 1W 23AC, 2500 as Residential, 6 - 7 du/ac.**
 - 6.1.g. Designate Tax Lots 3S 1W 23AC, 200, 201 and 202 as Residential, 10 – 12 du/ac.**
 - 6.1.h. Re-designate the lot at the north end of Magnolia Avenue (Tax Lot 3S 1W 23AB, 2101) from Commercial to 6 – 7 du/ac, since its access is via Magnolia Avenue, a residential street.**
 - 6.1.i. Move the Areas of Special Concern, Area F boundary to the north side of Wilsonville Road.**
 - 6.1.j. Move the Areas of Special Concern, Area K boundary to the west side of the railroad right-of-way.**

- 6.2. Amend the Comprehensive Plan text as follows:**
 - 6.2.a. Adopt policies supporting the potential for changing the zoning for the River Village Mobile Home Park to a higher residential density at the time a development application is approved if trees are preserved.**
 - 6.2.b. Amend the Comprehensive Plan text to direct that the appropriate zone for implementation of the residential designation of 6 – 7 du/ac within the Old Town area is an Old Town Residential (R) Zone and not the PDR-4 Zone.**
 - 6.2.c. Amend the text for Area F to delete language relating to Old Town that has been implemented in the Old Town Plan and recommended code amendments.**



Map 6.3. Comprehensive Plan – Proposed Changes

Zoning Designations

In order to provide a process to insure orderly development consistent with the availability of adequate public facilities, lands are rezoned consistent with the Comprehensive Plan on a case-by-case basis.

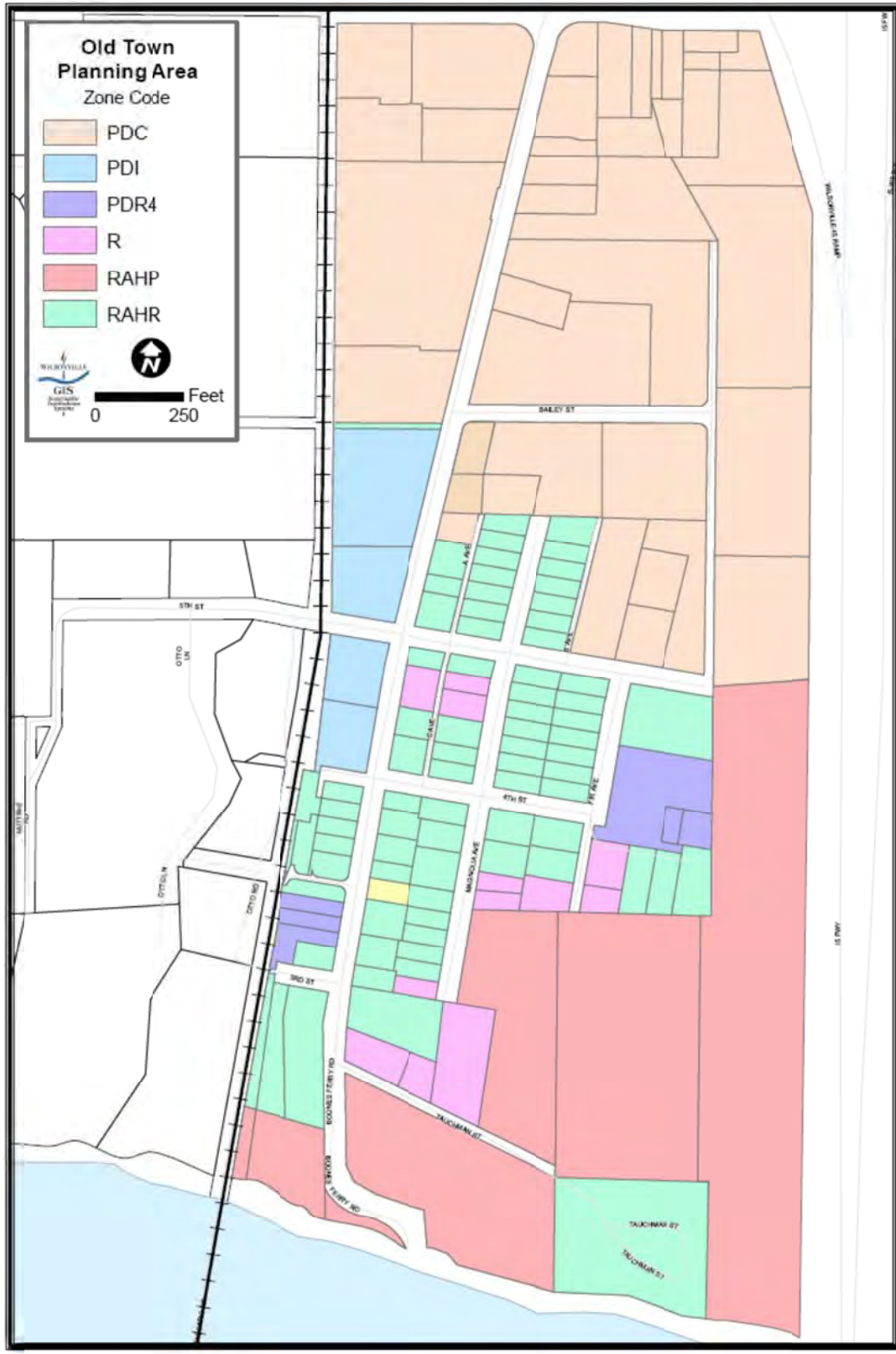
In Old Town, lands within the approved Lowries Marketplace development and Wilsonville Square 76 are zoned Planned Development Commercial. Lands included in Old Town Village are zoned Planned Development Industrial, and most of the area between 2nd Street and 3rd Street has been zoned Planned Development Residential (PDR- 4). (Map 6.4) The remaining residential lands are zoned either Residential Agricultural-Holding (RA-H, Residential) or Residential (R), and the public lands are zoned RA-H (Public Lands).

Urbanizable properties within the City which are planned for development and which have not previously received development approval in accordance with the Comprehensive Plan are placed within the Residential Agricultural Holding (RA-H) Zone. At such time as development is proposed the property must be rezoned consistent with the Comprehensive Plan. The RA-H zone allows a single-family dwelling and accessory uses, home occupations subject to the criteria in Section 4.001(110) of the City's Development Code, as well as agricultural uses and public recreational facilities.

The purpose of the Residential (R) Zone is to provide standards and a simplified review process for small-scale low and medium density residential development. It is for sites which do not qualify as Planned Developments. The subject site must be 2 acres or less in size, and no more than 30% of the site can be proposed to be covered by buildings. Detached and attached single-family dwellings and apartments are permitted uses subject to the density limitations of the Comprehensive Plan. For example, the apartments north of Tauchman are zoned 'R'.

Table 6.1: Comparison of the PDR-4 Zone, the OTOZ and the R Zone

	PDR-4	OTOZ	Residential (R) Zone
Average lot size	5000 square feet	5000 square feet	
Minimum lot size	4000 square feet	4000 square feet	5000 square feet
Minimum density	1 unit/6000 square feet		
Minimum lot width at building line	35 feet	35 feet	60'
Minimum street frontage on public street	35 feet		30'
Minimum lot depth	60 feet	60 feet	70'
Setbacks			
Minimum front yard	15 feet To garage or carport: 20'	15 feet To garage or carport: 20'	15' To garage or carport: 20'
Minimum side yard		5'	
One story	5'		5'
Two or more stories	7'		7'
Corner lots	10' adjacent to streets	10' adjacent to streets	10' adjacent to streets
To garage or carport	20'	20'	20'
Rear yard		15'	
One story	15'		15'
Two or more stories	20'		20'
Maximum building height	35 feet	35 feet	35'
Maximum lot coverage	75% total for all buildings	75% total for all buildings	20% for all residential bldgs, 30% for all bldgs.



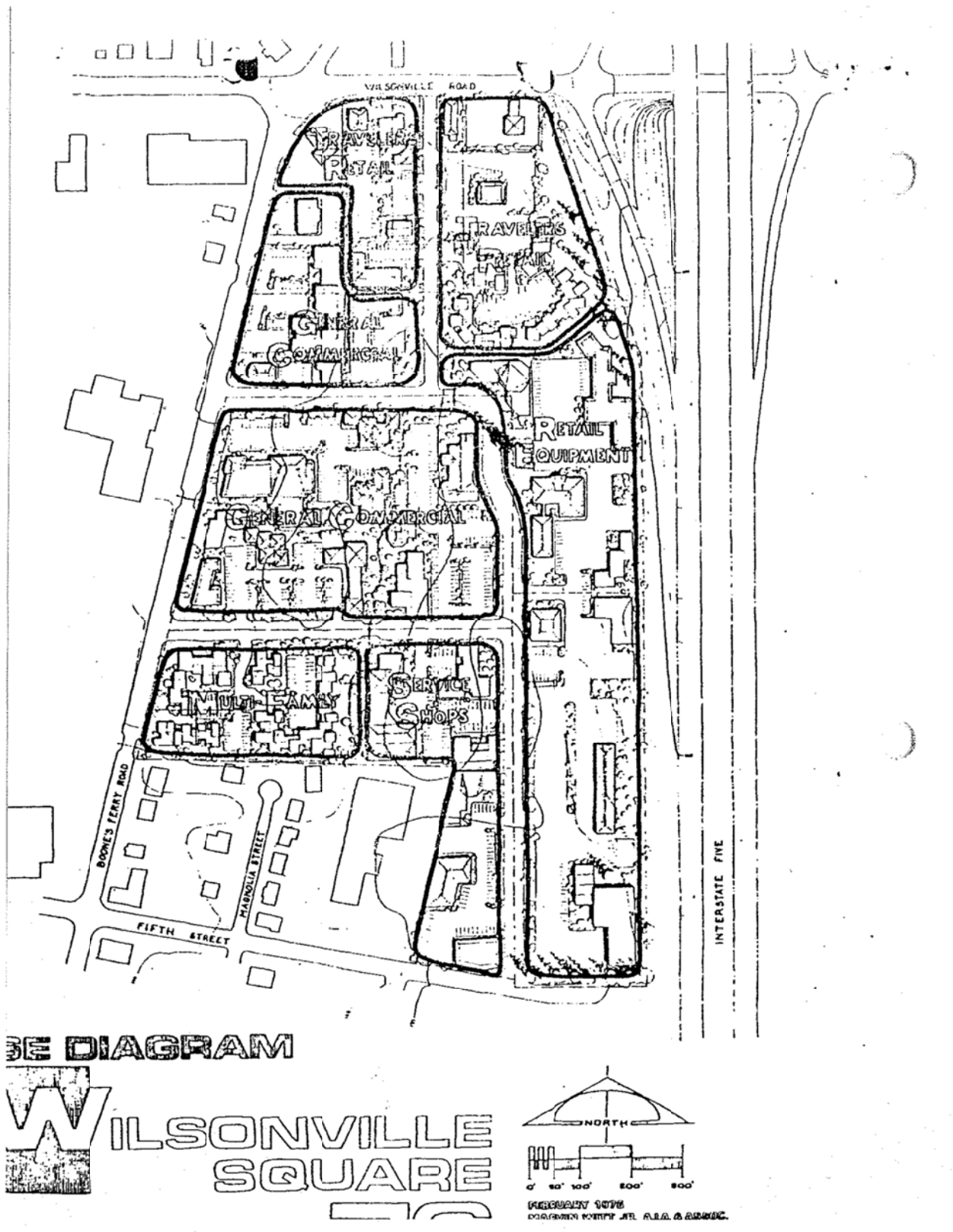
Map 6.4. Existing Old Town Planning Area – Zone Code

Wilsonville Square 76 Plan:

The Square 76 Plan was approved in 1976, modifying an earlier Concept Plan adopted in 1973 (Map 6.5). It includes 33 acres of land located east of Boones Ferry Road, between Wilsonville Road and a line running east from Boones Ferry Road at the north end of Magnolia Street, to the I-5 right-of-way; and also including lands located between the Curran Coil Spring, Inc. plant and I-5 north of 5th Street. In 1998, the Catholic Church purchased the lands due east of the Curran lands. Approval was received for modification of the Square 76 Plan and for the construction of the Church's Social Hall and parking lot. The modification located the building approximately where an internal street for Square 76 was located. According to the Clackamas County Assessor's Maps, there is a 25' right-of-way, dedicated to the public in 2003, running north-south along the east side of the Social Hall parcel. Tax Lot 3S 1W 23AC, 0101 located between I-5 and the dedicated public right-of-way is vacant and is still included in the Square 76 Plan.

Recommendations:

- 6.4 The Planning Commission should initiate a public hearing process to consider proposed changes to the Comprehensive Plan and Zoning.**



Map 6.5. Wilsonville Square 76

Old Town Overlay Zone (OTOZ)

Over the period from the mid-1990's until today, the city has consulted with a variety of nationally recognized planning and development experts. Several of these experts came to Wilsonville to assess the needs of the city from the standpoint of transportation needs, commercial services, neighborhood development, pedestrian-friendly and human-scale concepts as applied to Wilsonville. Expert consultants who have worked with the city in these areas include Architectural and Planning Consultants, Bill Lennertz and Steve Coyle (Lennertz & Coyle), Retail Development Expert Robert Gibb and renowned Urban Planner Fred Kent.

Several important concepts were developed through these discussions. These concepts include:

- Development of amenities for people will enhance the community. Development of amenities for automobiles will increase traffic.
- Infrastructure development to encourage alternate transportation modes will have to occur before growth in non-automobile transportation mode usage can be expected.
- Delineation of "neighborhoods" should guide plans to make direct connections from each neighborhood center to adjacent neighborhood centers.
- Multiple connections need to be available to residents to choose routes when faced with vehicle congestion on the roads. More small connections are better than a few large ones.
- Residents need to be able to travel to schools, commercial services, recreation and employment on routes other than Wilsonville Road, if they are not intending to access I-5.
- Commercial goods and services need to be available to residents on both sides of I-5, so that unnecessary congestion-causing trips across I-5 are avoided.

The creation of the Old Town Overlay was the first step in implementing this vision of creating a commercial development to serve west side residents. It was envisioned that that development would be located along Boones Ferry Road (Map 6.6). Significant investment by the private sector in commercial development and street improvements based on these concepts has occurred, and more is pending. The next steps to codify a master plan for Old Town north of 5th Street need to honor and continue the vision, concepts and plans to which this commitment has been made. Clarification, refinement and improvements can be made while maintaining the integrity of the overall concept. Building communities is a long-term project requiring consistent long-term direction for success.

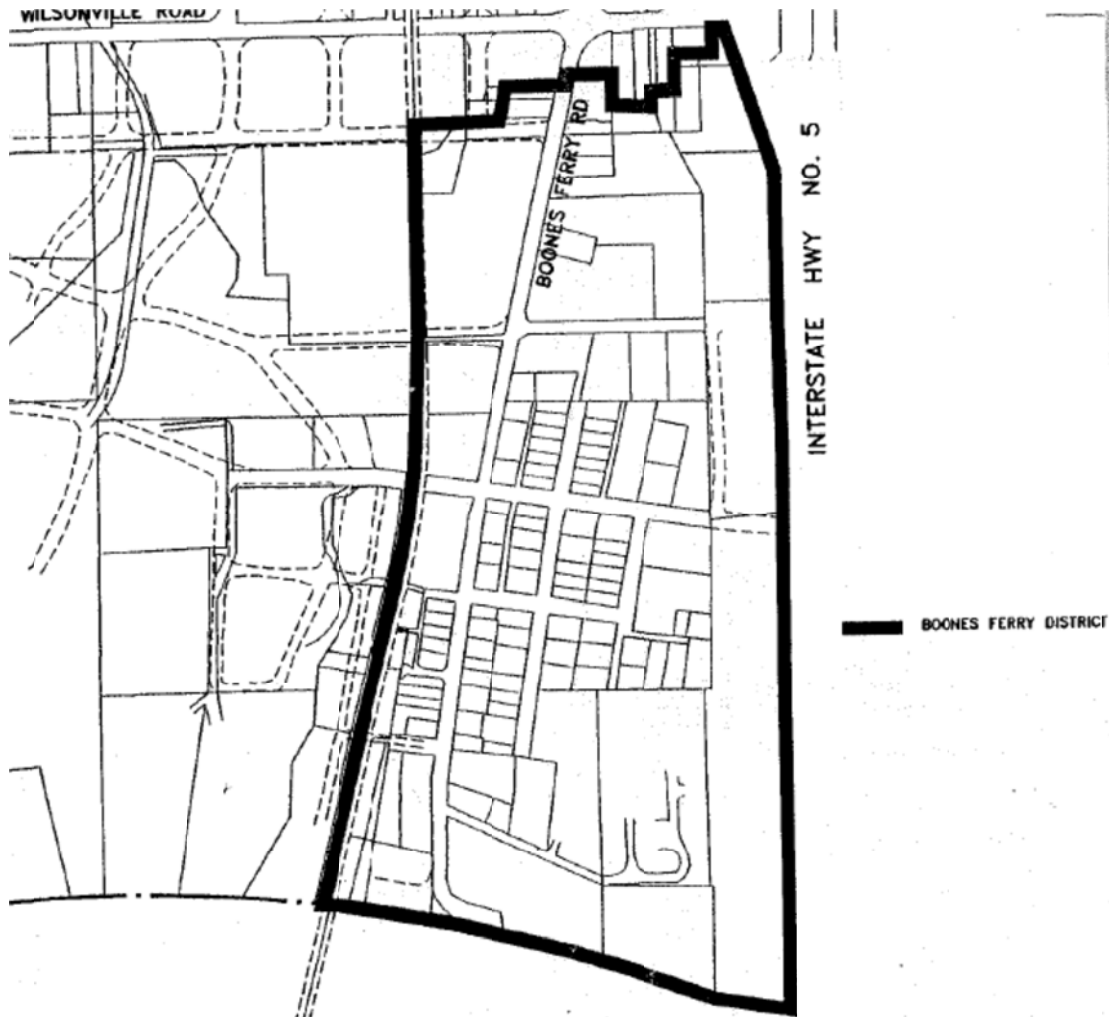
The OTOZ is an overlay zone over base zoning. The criteria in the base zone apply, unless specifically modified by the OTOZ.

Section 4.138 of the City's Development Code states that the purpose of the Old Town Overlay Zone is to establish design standards that will be applied to developments within the Old Town Neighborhood. It is not intended as an additional set of permit criteria, but rather to serve as guidelines creating a traditional Old Town Main Street and mixed-use neighborhood. It is recognized that the Old Town neighborhood is of unique significance because of its existing pattern of mixed uses, its access to the Willamette River and because it was the original center of housing and commerce for the community. It is the desire of the City to have buildings in the Overlay Zone reflect a range of architectural types and styles that were popular in the Willamette Valley from approximately 1880 to 1930. The OTOZ assumes gradual, but significant redevelopment in Old Town, rather than lot-by-lot improvements and/or replacements of existing

dwellings. The majority of the standards included in the OTOZ apply to development along Boones Ferry Road and/or to commercial, industrial and multi-family dwellings.

The primary land use type in Old Town, south of Bailey Street, is the detached single-family dwelling on 50' x 125' (6250 square feet) or larger lots. The character is more similar to development under the provisions of the R Zone, rather than the PDR-4 Zone. (Table 6.1) The greatest difference in character is the difference in allowable lot coverage. The R Zone standards clearly provide more open lot area, and by default, a smaller dwelling footprint, both of which are typical of existing Old Town development patterns.

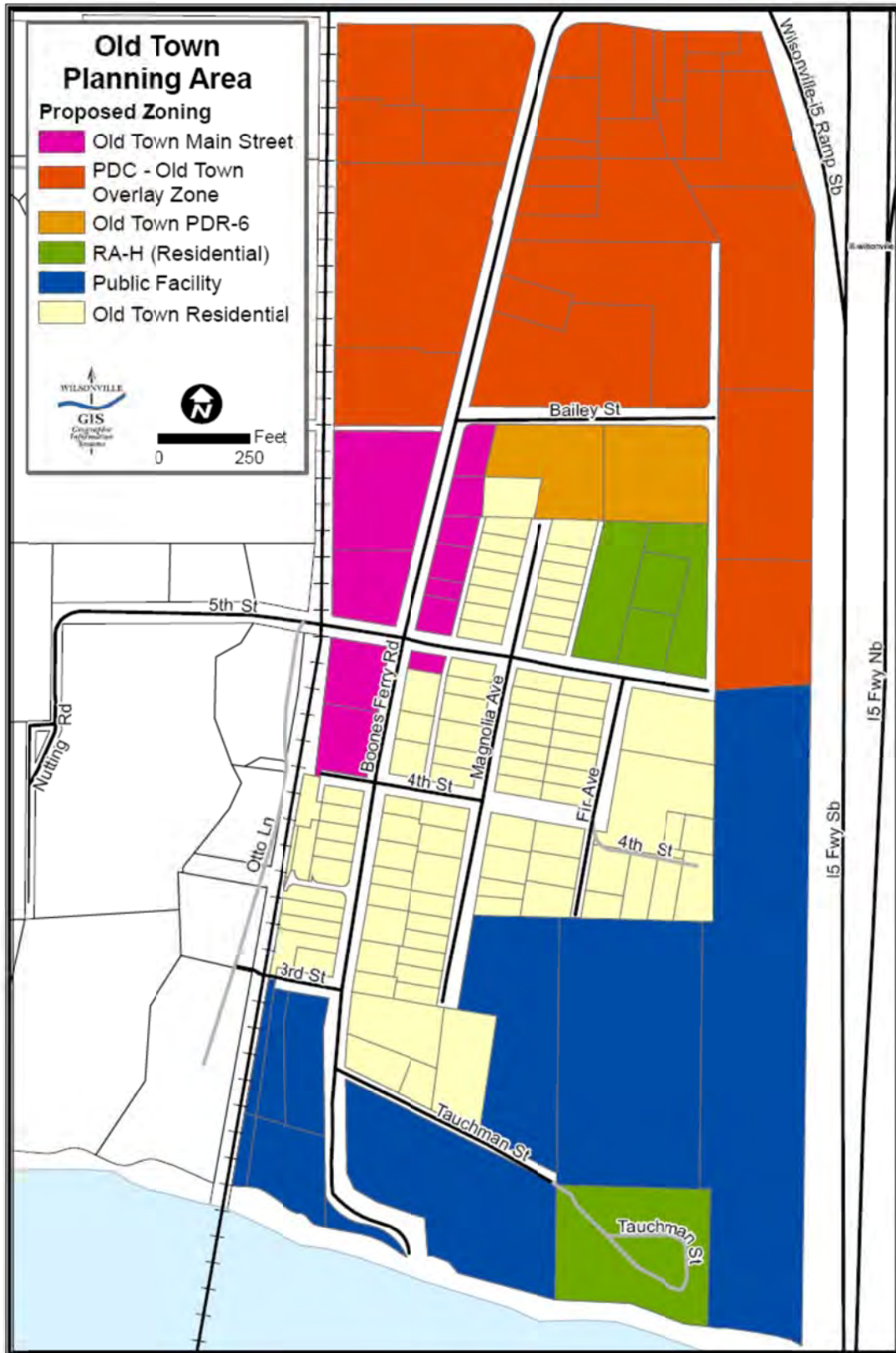
The architectural design standards in the OTOZ will not preserve the character of Old Town without accompanying regulations that continue to allow the existing ratio of open yard area to building on individual lots.



Map 6.6. Old Town Overlay Zone.

Recommendations: (See Map 6.7)

- 6.5. Amend the Planning and Land Development Ordinance as follows:**
- 6.5.a. Adopt an Old Town Residential Zone based on the City's existing Residential (R) Zone, incorporating by reference architectural guidelines and including a special subsection applicable to residential land abutting Boones Ferry Road south of 4th Street, and incorporating Boones Ferry Streetscape Concept Plan standards. Provide for adaptive reuse of the historic buildings east of Boones Ferry Road between 4th Street and 5th Street in keeping with their historic character and Main Street principles.**
 - 6.5.b. Rezone all single-family lots in Old Town as Old Town Residential (OTR) Zone. Normally, rezoning is done at the time of development, but this is a developed neighborhood. Rezoning at this time requires new development and alterations to existing development to meet the requirements of the OTR Zone and not the PDR-4 Zone, thus helping to maintain the historic development pattern of Old Town.**
 - 6.5.c. Adopt a Planned Development Commercial-Old Town District modeled on the PDC-TC Zone, but including applicable sections of the Old Town Overlay District. Amend the Zoning Map to PDC-OT for lands between Bailey Street and Wilsonville Road that are also between the railroad and I-5, and for vacant lands adjacent to the ODOT right-of-way east of Boones Ferry Village and St. Cyril's Social Hall.**
 - 6.5.d. Adopt an Old Town Main Street District applicable to lands one lot deep adjacent to Boones Ferry Road between Bailey Street and 5th Street, to lands on the west side of Boones Ferry Road between 4th Street and 5th Street, and to the lot at the southeast corner of Boones Ferry Road and 5th Street. Incorporate applicable design guidelines from the existing Old Town Overlay Zone. Include the Old Town Architectural Guidelines and the Boones Ferry Streetscape Concept Plan by reference.**
 - 6.5.e. Repeal the Old Town Overlay District and the Square 76 Plan when these recommended zones are adopted.**
 - 6.5.f. See Accessory Dwelling Unit section for ADU recommendations.**



Map 6.7. Recommended Zoning Map

Accessory Dwelling Units (ADU's)

Accessory dwelling units, sometimes called “granny flats” are small dwelling units accessory to the main dwelling unit on a lot. They may be attached or detached. ADU's are widely used within the United States, initially to provide housing for dependent relatives, for caregivers for a resident of the main dwelling, or as a living unit for caretakers of property. In college communities, ADUs provide student housing and income for the resident family while reducing the number of illegal apartment conversions. Over time, as housing has become more costly, the use of ADU's has been broadened in many places to allow affordable occupancy by anyone, whether related to the occupants or operation of the main dwelling unit or not.

The placement of ADU's in Old Town is still an issue. The City's Development Code presently allows ADU's as a permitted use in residential zones subject to certain standards. A compromise proposal was drafted by Old Town residents and is included in the Appendix. Other property owners have provided another alternative also included in the appendix. If adopted, limitation on ADU's in Old Town would differ from other neighborhoods with Wilsonville.

Table 6.2, below, compares the two proposals to the existing City Code.

Table 6.2. Comparisons of ADU Characteristics

ADU characteristics	City Code	OT residents & Property Owners	Developers' Preferred Alternative
Size of unit	600 sq. ft.	600 sq. ft.	600 sq. ft.
# of units/sfd	1	1	1
Occupancy	Anyone	Family member in ADU or primary unit	Anyone
Architectural compatibility	yes	yes	yes
Offstreet parking spaces	1	1	1
Limit on # of total occupants on lot	no	yes	no
Limit density of ADUs in neighborhood	Specific to Planned Development approvals.	yes	no

Areas of Consensus on ADUs:

Architectural Design:

There is agreement that the architecture of the ADU should be compatible with the architectural style of the main dwelling unit.

The City's Development Code currently requires that, "The Accessory Dwelling Unit must be of substantially the same exterior design and architecture (i.e., siding, windows, doors and roofing materials) as the primary dwelling unit on the property."

Size and location of ADUs:

The ADU may be attached to, or detached from the primary dwelling unit. The size of ADUs is limited to 600 square feet or less. There appears to be consensus on these requirements.

Parking:

The Development Code requires one parking space per ADU. The Architectural Pattern Books for Villebois included one parking space per ADU. There are a few ADUs in Canyon Creek Estates. They do not have extra parking spaces for those units. Concerns have been raised about the additional congestion and loss of neighborhood character caused by onstreet parking for ADUs.

Limit density of ADUs in the neighborhood:

There is a strong desire by Old Town residents to limit the number of ADUs that can be approved in Old Town, due to parking, traffic and character of the area issues. However, no mechanism has been identified for directly limiting density of ADUs in the neighborhood, since ADUs are not counted in density calculations within the city. They are, in essence, bonus units to encourage provision of affordable housing. The recommendation to require that either the main unit or the ADU be occupied by the owner of the lot will serve to somewhat limit the number of ADUs.

Recommendations:

- 6.6.1 Amend the Planning and Land Development Code to regulate ADU development in the Old Town Residential Zone by density and dispersal restrictions to retain the historic single-family character of the neighborhood.**
- 6.6.2. Amend the Planning and Land Development Code requiring one onsite parking space per ADU in residential zones. The additional parking space should not be in the front yard unless screened from the street by fencing or landscaping.**

7. *Architectural Guidelines*

History and the present come together to make this section of town what it is today. It was built up culturally during several distinct time periods from its inception in 1908. It has developed slowly over the years with the standards and designs of those times. Street and sidewalk improvements were not required nor were expensive new infrastructure installed. Over years, this diversity and architectural variations has resulted in affordable homes.

Old Town developed around the operation of the ferry boat which began service in 1859. Building construction in the Boones Ferry Landing area began about 1850 and included stores, hotels, shops, and banks, as well as residences. Many of the remaining commercial buildings have been converted to residences while maintaining some or all of the architectural characteristics of the original structures. There are currently twelve existing buildings that are approximately 100 years old, all being used as residences.

In 1994 a group of citizens, business people and City staff met for two years to plan the future of the west side of Wilsonville, which included the Old Town area. The West Side Master Plan was the result of that committee's work. The West Side Master Plan specifies that the Boones Ferry District of Wilsonville could be turned into a unique historic district enabling existing historic structures to be restored, historic structures from other locations moved to this part of Wilsonville, and that the City would need to adopt architectural standards for new construction and exterior remodeling in the neighborhood.

In 2000 the City revised the Planning and Land Development Ordinance (Wilsonville's Development Code), which included a new Section 4.138 Old Town (O) Overlay Zone, which applied standards to developments within the Old Town neighborhood which recognized that the Old Town neighborhood is of unique significance because of its existing pattern of mixed uses and because it was the original center of housing and commerce for the community.

As stated in Chapter 3. Neighborhood Meetings, of this Plan, Old Town residents met with city staff to develop this Plan in response to a residential project that raised issues for the Old Town residents. Subsequent to the neighborhood meetings, the \ Boones Ferry Historic District Neighborhood Association was formed that developed an architectural pattern book, *Boones Ferry Historic District, Sustaining Cultural Heritage* (See Appendix B). This architectural pattern book offers architectural background and guidelines for development in the Old Town neighborhood. A guide book of styles to assist future development, redevelopment and remodels.

Recommendations:

- 7.1. Development, redevelopment and remodels shall be consistent with the architectural styles contained in the architectural pattern book.**
- 7.2. Adopt Appendix B as part of the Old Town Plan.**
- 7.3. Adopt Development Code language to implement the guidelines in the architectural pattern book.**
- 7.4. Work with existing materials while maintaining the integrity and scale of historic Old Town development.**

8. Transportation

Overview

Old Town has been able to remain a quiet, secluded neighborhood partially because of the lack of transportation facilities. There are no through streets, and no through transit routes. With the exception of a single trail that runs east-west under Interstate 5 (I-5), bike and pedestrian connections are limited to the roadways within Old Town. Other than Boones Ferry Road, local streets do not have curbs, gutter or sidewalks. The intersection of Boones Ferry Road and Wilsonville Road, together with intersections to the east on Wilsonville Road, have capacity issues which have contributed to the slow rate of development/redevelopment in Old Town for several years.

Most residents of Old Town enjoy the resulting slow pace of life, and have little desire for major transportation improvements, except for a connector west to Brown Road and Kinsman Road. Businesses on Boones Ferry Road, would like to see the implementation of the Old Town Overlay District 'Main Street' concept from Bailey Street south to 5th Street as part of making the Main Street area a viable commercial center. (See Appendix C for Nevue Ngan Associates' "Boones Ferry Road Streetscape Project") The development of lands to the east of Boones Ferry Road between Wilsonville Road and Bailey Street by Fred Meyer or another larger commercial entity will cause major changes in transportation patterns in Old Town. A secondary street route into Old Town will become critical as an alternate route for safety/emergency access, for ease of daily ingress and egress, and for increased Old Town neighborhood business visibility.

Boones Ferry Road:

Fred Meyer Stores, Inc. and Gramor Development jointly developed a commercially zoned mixed-use development on Boones Ferry Road between Wilsonville Road and Bailey Street. To help alleviate traffic congestion associated with the development and surrounding neighborhoods, the City improved Boones Ferry Road by adding new capacity to the street system for growth at the entrance to Old Town.

Wilsonville Road/I-5 Improvement Project:

The Wilsonville / I-5 Interchange Area Management Plan (IAMP) has been prepared to implement plans and strategies for the planned reconstruction of the existing interchange on Interstate 5 at Wilsonville Road. The existing interchange was originally built in the 1960's and most recently improved in 1994. In 2003, the City of Wilsonville adopted an eight-lane cross-section on Wilsonville Road at the freeway interchange plan as part of its Transportation System Plan.

More recently, the City of Wilsonville and ODOT signed a Cooperative Improvement Agreement to construct improvements to the Interstate 5/Wilsonville Road Interchange, Exit 283, in the City of Wilsonville. At the time of the publication of this document, construction is occurring to add traffic lanes on Wilsonville Road near the interchange, and to extend and widen the freeway ramps.

Street network and classification:

The Old Town street network is shown on Map 8.1.

The City's Transportation Systems Plan (TSP) designates Boones Ferry Road between Wilsonville Road and 5th Street as a major collector. All other existing Old Town streets are designated local streets. The TSP includes standards for street cross-sections by street classification. The standards include major collector standards both with and without on-street parking and also local residential streets with and without on-street parking.

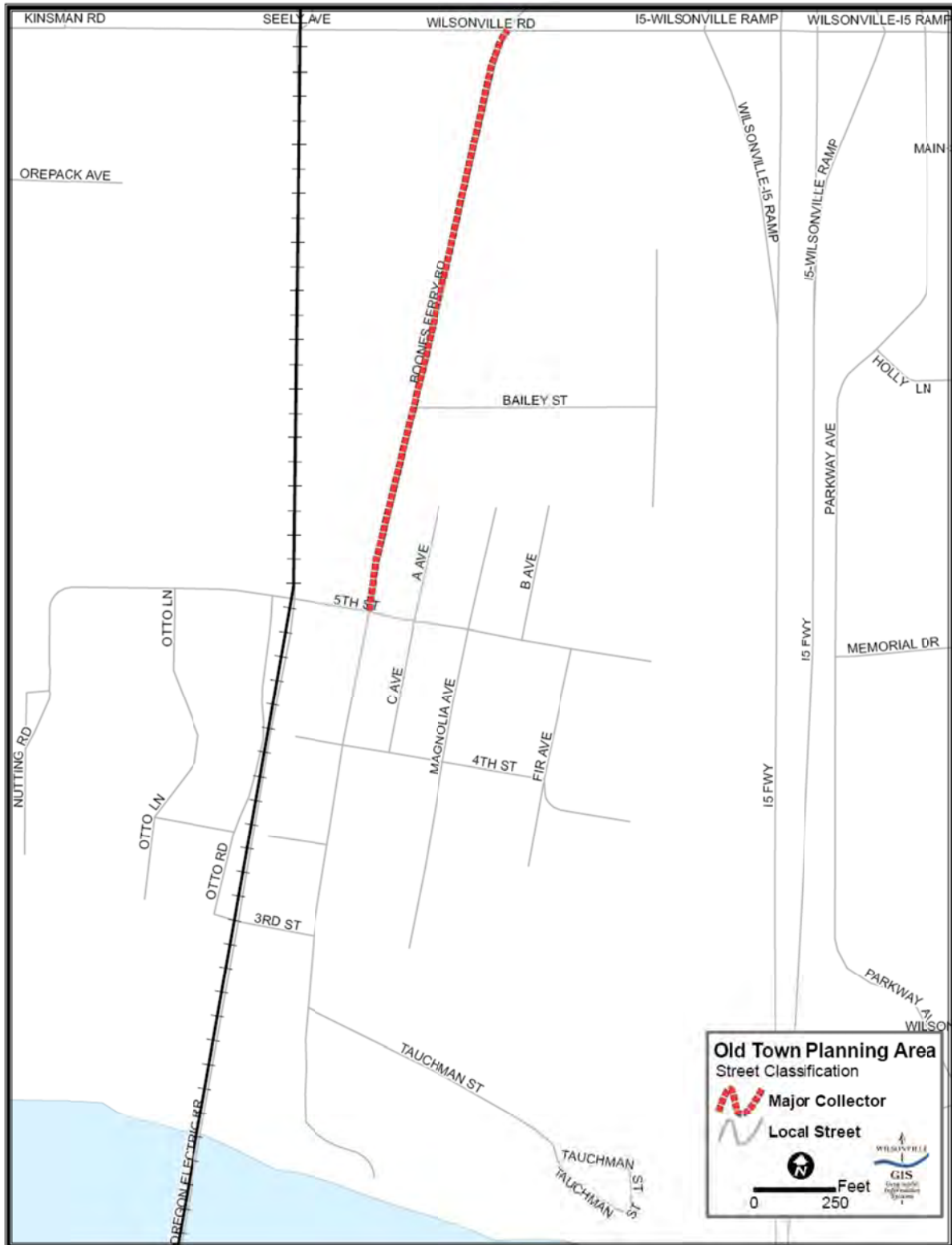
Since Boones Ferry Road, north of 4th Street, is a designated Main Street, it will have on-street parking, at least to 4th Street. Existing Boones Ferry Road right-of-way north of 4th Street is 60 feet wide. The cross-section standard for a major collector with on-street parking requires an 85-ft. – 87-ft. right-of-way, while the minor collector standard with on-street parking requires only a 69-ft. – 73-ft. right-of-way. Both cross-sections include 5' sidewalks, 6.5-ft. planter strips, 8-ft. parking strips, 5-ft. bike lanes and 12-ft. travel lanes. The main difference is the additional 14' continuous left turn lane in the major collector standard. (Map 8.2)

The local residential street standard calls for a 59-ft. right-of-way with on-street parking on both sides of the street, and a 47-ft. – 51-ft. right-of-way with parking on one side only. Local street rights-of-way generally are 60-ft. wide with a few exceptions where they are narrower.

The TSP also includes, as part of the Recommended Roadway Network, recommendations for two lane, minor collector connections between both 5th Street and Bailey Street, west to Brown Road, with connections to Kinsman Road extended south across Wilsonville Road. The need for this connection is becoming critical for safety/emergency access purposes, given the two-year duration of construction for the Wilsonville Road / Boones Ferry Road / I-5 Improvement Project. Emergency access to Old Town must be maintained at all times throughout the project. Daily ingress/egress for Old Town residents will also be severely impacted by the construction, further substantiating the need for an alternate access. It should be noted that at the time of publication of this document many large access decisions were postponed.

Recommendations:

- 8.1. Change the designation of Boones Ferry Road between Bailey Street and 5th Street to a minor collector with on-street parking consistent with Main Street guidelines regarding a pedestrian friendly character.**
- 8.2 Pursue funds for the construction of an alternate access to Old Town, and construct that access by 2012.**



Map 8.1. Old Town Street Network

EXISTING ROAD SECTIONS

Comments

- Road Section Widths
- Walks Terminating
- Safety Hazards



Map 8.2. Residential Street Standards

Courtesy of Nevue Ngan Associates

Parking:

The streetscape of Boones Ferry Road between Bailey Street and 5th Street will clearly follow minor collector standards, with curbs, planting strips and paved, on-street parking. The Old Town Overlay District states that, "...a continuity of streetscape design is maintained along Boones Ferry Road, generally following that pattern that has been started with the 1996 approval for Old Town Village... In situations where existing buildings are located at the right-of-way line, special sidewalk designs may be necessary to assure pedestrian access." However, there is no desire to have a formal streetscape with curbs and sidewalks in the existing residential neighborhoods. Rather, the neighborhood prefers the slowly developing pattern of neatly and clearly defined gravel parking strips such as that found adjacent to the bed and breakfast inn and adjacent house at the corner of 5th Street and Magnolia Avenue. A hedge or a fence clearly define the property edge, and, since the area was excavated, and filled with gravel, the gravel remains in the strip, and does not spread out onto the street. Properly installed porous pavers are also suitable for parking strips. Due to the gravel strata underlying Old Town, these parking strips will provide "greenscape" type drainage, without the expense and difficulty of installing a formal storm drainage system.

Recommendations:

- 8.4. The streetscape of Boones Ferry Road from Wilsonville Road to 5th Street, and streets adjacent to new multi-family development *should* include curbs, sidewalks, plantings and paved, on-street parking. Between 4th and 5th Streets, the streetscape should respect the historic buildings east of Boones Ferry Road, and any associated existing streetscape features.**
- 8.5. It is further recommended that, in single-family neighborhoods in Old Town, parking be provided by the installation of 8-ft. wide gravel, paver or other alternate material, parking strips within the right-of-way adjacent to, and separated from the private property by a hedge or fence, or other similar permanent demarcation. Such strips to be maintained by the homeowner at all times.**

Truck and Bus Traffic in Old Town:

Boones Ferry Road is the only route into and out of Old Town. It serves residential traffic as well as commercial traffic to Old Town Village, traffic to and from masses at St. Cyril's Catholic Church, and trucks to and from the City's Wastewater Treatment Plant, the ODOT storage yard and Curran Coil Spring factor. It also serves SMART buses which travel Boones Ferry Road with a loop via 4th Street/Magnolia Avenue/5th Street. There is also the problem of large trucks entering Old Town mistakenly not realizing that Boones Ferry Road is not a through street and then having to find an area to turn around. The truck and bus traffic impact residences on 4th Street, 5th Street, and Magnolia Avenue both with noise and with conflicts with bike and pedestrian movement in residential areas. The traffic associated with St. Cyril's Catholic Church has both speed and safety issues on 5th Street, particularly with evening masses during the dark seasons of the year. Truck traffic does not enhance a Main Street character on Boones Ferry Road.

Streetlights:

There are currently several types of streetlights in Old Town. Acorn lights on cobalt blue decorative poles were installed as part of the Wilsonville Road improvements from Kinsman east to Boones Ferry Road. Old Town Village has a shorter version of the same lights with a vintage style luminaire. The storage units on Boones Ferry Road have globe lighting on

enclosure wall posts. In the remainder of Old Town, cobra head fixtures are attached to utility poles.

After discussion, it was decided that the lighting fixtures at Old Town Village were appropriate as part of the Boones Ferry Road streetscape, provided that the acorn fixtures have caps directing light downward, that lighting is shielded from residences, and decreased in intensity after 10 pm. There are perhaps too many fixtures along the Old Town Village frontage, creating a higher than desired lighting intensity. It is recommended that a standard be identified as part of the Boones Ferry Road streetscape plan that provides for safety and an after hours pedestrian identity, without over-lighting the street.

In the residential areas, the level of lighting clearly needs to be low. Residents determined that a different lighting fixture was needed to clearly differentiate between the more public commercial areas, and the more private residential areas. The PGE black "Independence" fixture on fluted poles was selected as being the most appropriate for maintaining the character of Old Town. There was discussion about the placement of these lights, given the recommendation for gravel parking strips. It was determined that placement in the right-of-way at the property boundary in conjunction with the hedge or fence separating the gravel strip from the private property was most appropriate, both for aesthetics and for the integrity of the lighting fixture. The lighting fixtures would need to be shielded from adjacent residential uses.

Recommendation:

- 8.6. Streetlight design and placement is in the Boones Ferry Road streetscape plan. New lighting, while maintaining the pattern of fixtures currently in place, will need to be "dark sky" compliant. For the residential neighborhood, it is recommended that the existing cobra head fixtures be replaced with the PGE black "dark sky" compliant historic style fixtures on black fluted poles at the same height as those in Old Town Village. Spacing should be at the greatest intervals permitted in order to maintain a sense of an older, peaceful residential area. Brightness is not desired; rather low-intensity lighting levels are preferred.**

Speeding/Congestion Issues:

Three items were raised in discussion over several meetings. One is speed, especially on Boones Ferry Road. The second is the congestion, speed, and traffic generated by services at St. Cyril's Catholic Church, and truck traffic to the City's Wastewater Plant; and the third is vision clearance at 5th Street and Boones Ferry Road.

Speed:

Residents and business owners reported that late evening and nighttime 'drag racing' type activities were occurring with some regularity on Boones Ferry Road, making the neighborhood both unsafe and unpleasant. The second complaint was regarding speeding on 5th Street by persons leaving services at St. Cyril's Church.

Recommendation:

- 8.7. The City and the neighborhood will work together on resolution of speeding issues in Old Town.**

Parking/congestion:

There is inadequate parking for the numbers of persons attending services at St. Cyril's, especially evening services on Wednesday and Saturday. On-street parking occurs in a haphazard way since there are no defined parking spaces or strips.

Recommendation:

- 8.8. The neighborhood, the church, and the city will work together to identify a solution and implement it as soon as possible.**

Vision Clearance:

The Wilsonville Public Works Standards, April 2006, contains the following requirements for vision clearance:

Public Works Standards 201.2.19 Sight Distance

A clear vision area shall be maintained on each corner of property at the intersection of any two streets, a street and a railroad, or a driveway and a street. Clear vision area shall be in conformance with Section 4.177 of the City Code and this standard. The following specifies the minimum requirements for sight distance for roads that intersect each other, and for driveways that intersect roads:

- a. The minimum intersectional sight distances shall be based on the posted speed of the road. The intersectional sight distance shall be
 - Based on an eye height of 3.5 feet and an object height of 2.0 feet above the road.
 - Measured from the center of the drive lane ten feet from the extended curb line or edge of pavement of the crossroads.
- b. No structures, plantings, or other obstructions shall be allowed that would impede visibility between the height of 30 inches and ten feet, as measured from the top of curb, or in absence of a curb, from the established street centerline elevation.
- c. Trees placed in sidewalk planting areas must be located at least 30 feet from the nearest intersection and ten feet from driveways.
- d. Minimum intersectional sight distance for railroad and street intersections shall be in conformance with AASHTO design guidelines.
- e. Minimum intersectional sight distance shall be equal to ten times the posted speed of the road for grades of 3% or less, as shown in (Public Works Standards) **Table 2.6**. For grades in excess of 3%, sight distances must be adjusted and shall be in conformance with AASHTO design guidelines. For significant road improvement projects, the following intersectional standards shall be met in addition to the AASHTO remaining sight distance standards.

Design Speed (mph)	Distance Along Crossroads (feet)	(Public Works Standards) Table 2.6. Intersectional Sight Distance
25	250	The City's <u>Planning and Land Development Ordinance</u> (Wilsonville's Development Code) includes a similar requirement for vision clearance at intersections.
30	300	
35	350	
40	400	
45	450	
50	500	

Development Code Section 4.177(.01)(F.) Corner or clear vision area.

1. A clear vision area which meets the Public Works Standards shall be maintained on each corner of property at the intersection of any two streets, a street and a railroad or a street and a driveway. However, the following items shall be exempt from meeting this requirement:
 - a. Light and utility poles with a diameter less than 12 inches.
 - b. Trees less than 6" d.b.h., approved as a part of the Stage II Site Design, or administrative review.
 - c. Except as allowed by b., above, an existing tree, trimmed to the trunk, 10 feet above the curb.
 - d. Official warning or street sign.
 - e. Natural contours where the natural elevations are such that there can be no cross-visibility at the intersection and necessary excavation would result in an unreasonable hardship on the property owner or deteriorate the quality of the site.

Shrubby, fences, or other visual impediments taller than 30" within this area must be trimmed, modified or removed to provide safe visibility at intersections.

Because of vision clearance issues that were raised by the neighborhood, additional information to better understand how this issue might be addressed was sought. The following standards are included in this Plan to provide another approach for vision clearance at public street accesses and intersections:

Springfield Public Works Standards 4.2-130 Vision Clearance

- A. All corner lots/parcels shall maintain a clear area at each access to a public street and on each corner of property at the intersection of two streets or a street and an alley in order to provide adequate sight distance for approaching traffic.
- B. No screen or other physical obstruction is permitted between 2 1/2 and 8 feet above the established height of the curb in the triangular area (See Figure 4.2-A).

EXCEPTION: Items associated with utilities or publicly owned structures for example; poles and signs, and existing street trees may be permitted.
- C. The clear vision area shall be in the shape of a triangle. Two sides of the triangle shall be property lines for a distance specified in this Subsection. Where the property lines have rounded corners, they are measured by extending them in a straight line to a point of

intersection. The third side of the triangle is a line across the corner of the lot/parcel joining the non-intersecting ends of the other two sides.

The following measurements shall establish the clear vision areas:

Type Of Intersection	Measurement Along Each Property Line
Any Street	25 feet ⁽¹⁾
Any alley	15 feet ⁽¹⁾
Any driveway	0 feet ⁽¹⁾

(1) These standards may be increased if warranted for safety reasons by the Public Works Director.
Springfield Development Code, Chapter 4 Page 15 of 75

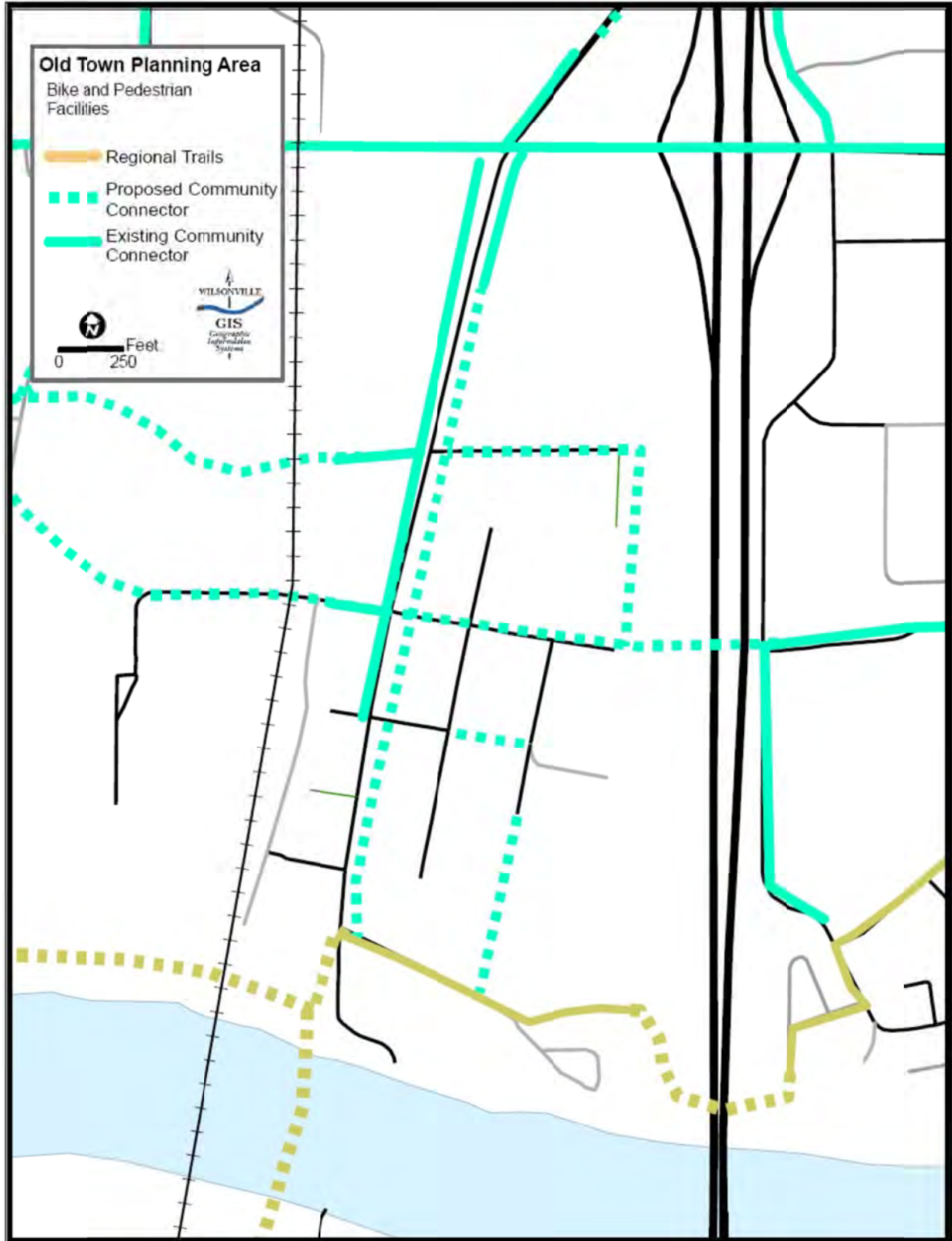
(Springfield Public Works Standards) Table 4.2-A Clear Vision Area Measurements

Recommendation:

- 8.9. Property owners with corner lots should work with the City to determine the impacts of both vision triangle calculations as it applies to their site, and work with the City to move towards compliance without removal of significant trees.**

Bicycle/Pedestrian Networks:

Both major and minor collector streets include provision for 5-ft. on-street bicycle lanes on both sides of the street. Bicycles share local residential streets with motor vehicles and can be signed *shared roadway*. The City's adopted Bicycle and Pedestrian Master Plan has replaced those chapters in the Transportation Systems Plan. The Bicycle and Pedestrian Master Plan calls for bicycle/pedestrian connections on Boones Ferry Road, the Brown Road to 5th Street connection, the Brown Road to Bailey Street connection, and the Kinsman Road south connection. (Map 8.3) It also includes connections to a regional bicycle/pedestrian path both east-west through Old Town between Memorial Park and the Water Treatment Plant Park. The local bicycle/pedestrian connections will be built as part of street improvements. The regional trail connection between Boones Ferry Park and Memorial Park exists, but needs improvement.



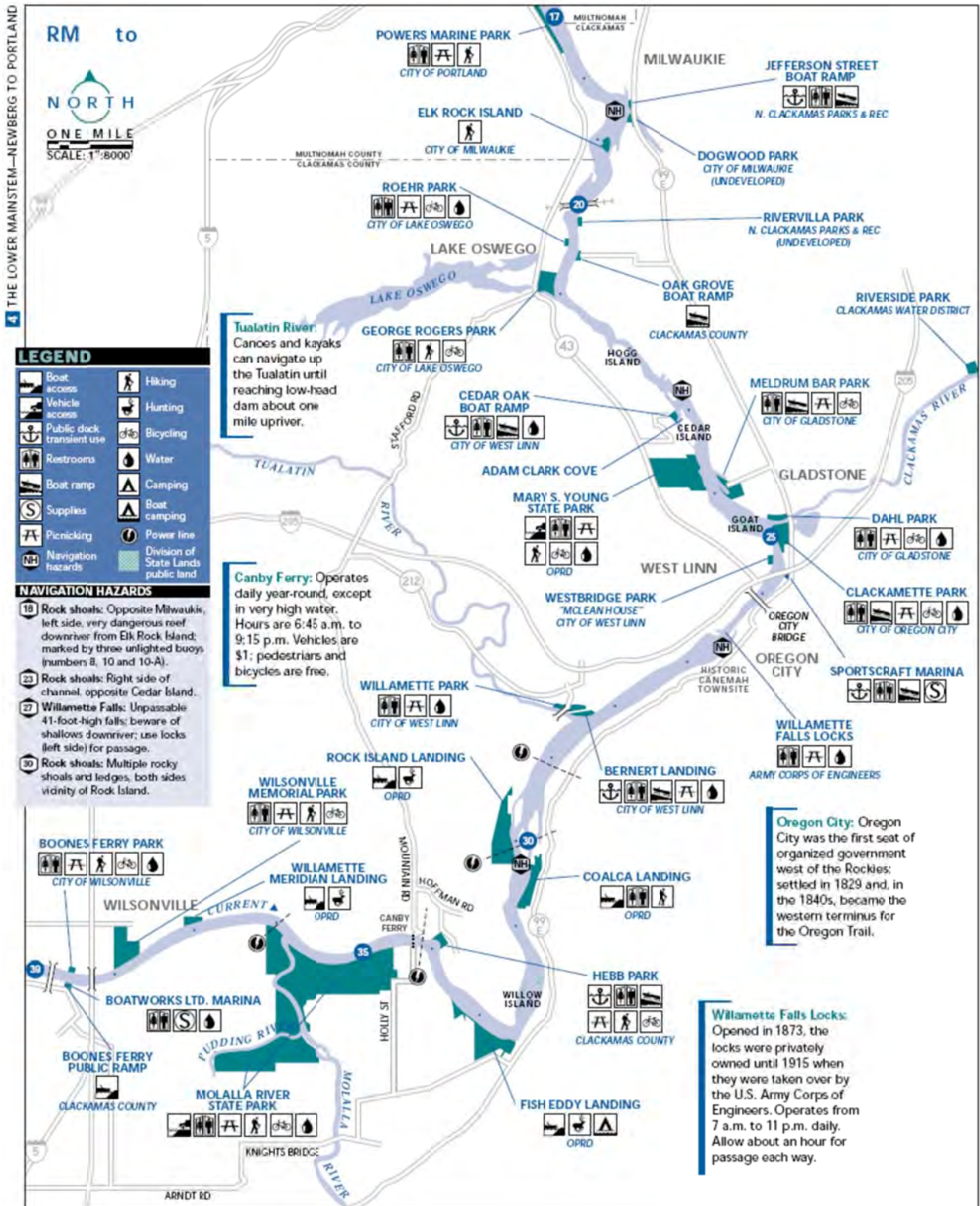
Map 8.3. Old Town Bicycle and Pedestrian Facilities

[Note: The inclusion of the bicycle/pedestrian bridge over the Willamette River was deleted from this Plan by Resolution No. 2324, adopted 9/19/11.]

The Willamette River Water Trail:

The Willamette River Water Trail will run over 200 miles from Eugene to the Columbia River. The section of the Trail abutting Wilsonville was part of the last section to be planned. That effort is completed, and was adopted in June 2007. The Bike and Pedestrian Master Plan includes the portion of the Water Trail proposed to abut Wilsonville, as well as two landing sites, one in Boones Ferry Park and one in Memorial Park.

Wilsonville serves as the gateway to the Metro Area Water Trail as well as a logical halfway mark between Champoeg State Park and the Molalla River State Park. Consideration will need to be given for accommodation of non-motorized watercraft and vehicles, as well as targeting commercial enterprises on Boones Ferry Road that cater to the needs of bike, pedestrian and watercraft users (Map 8.4).



Map 8.4. Willamette River Water Trail
 Courtesy of the Willamette Riverkeepers web site

Streets





9. Utilities

Overview:

Utilities include water, sewer, storm drainage, street lights and, of course, all the private utilities. There are no system deficiencies that would preclude or limit service to the Old Town area. However, some of the collection/distribution systems are inadequate or in need of replacement.

Water:

Domestic water is provided to Old Town from the City's Water Treatment Plant located west of Old Town on Arrowhead Creek Drive. Completed in 2002, the plant has sufficient capacity to serve the city for many years. The water source is the Willamette River. The intake is upriver from Old Town directly adjacent to the Water Treatment Plant. The distribution system is shown on Map 9.1. There is a 14-inch line in the Boones Ferry Road right-of-way. Magnolia Avenue, Tauchman, and Fir Avenue have 8-inch lines, and Bailey Street and 4th Street have 6-inch lines. There is a 14-inch line in 5th Street connecting west just beyond the railroad tracks and east under I-5 to a 12-inch line in Memorial Drive.

Wastewater:

The City's Wastewater Treatment Plant is located in Old Town at the east end of Tauchman. There is a 30-inch line in Boones Ferry Road, an 18-inch line running north on Fir Avenue to 5th Street and then due east under I-5 to Memorial Drive. The alleys between Boones Ferry Road and Magnolia Avenue carry 8-inch lines. There is an 8-inch line in Magnolia Avenue, with cross connections on 5th Street, 4th Street, and 1st Street. There is no sewer line in Bailey Street east or west of Boones Ferry Road. The apartments south of Bailey Street are served from the line in Magnolia Avenue. (Map 9.2) There is adequate wastewater collection system capacity to serve Old Town.

Upgrades/expansion of the Wastewater Plant is scheduled to begin in 2011. The proposed construction will occur within the footprint of the existing plant. The improvements are intended to mitigate the current odor problem, and to change the processing of the sewage sludge to a dry product that can be landfilled, rather than spread on farm lands. The City owns the parcel immediately to the west of the existing plant. ODOT right-of-way is located to the east. There is adequate space for future expansions. The Old Town Neighborhood Plan recommends that any future expansion be to east to save the large stands of mature trees located on the City-owned parcel to the west.

Stormwater:

The stormwater system in Old Town is shown on Map 9.3. The system is inadequate to serve existing development, and will need improvements to serve any new development. Because much of Old Town is built over a layer of very large rocks and cobbles deposited by the river, the substrata is very pervious, allowing surface water to drain easily. Due to the difficulty in constructing a standard piped system, and the very pervious nature of the area, this is an excellent opportunity to create a green stormwater management system for the neighborhood. The City will be updating the City's Stormwater Management Plan in 2011, and intends to include green stormwater systems in the upgrades. In the interim, when developing a drainage plan for stormwater management, the design engineer is encouraged to provide, to the extent feasible, on-site stormwater management through the use of Low Impact Development (LID)

principles. The primary stormwater management objective for LID is to match pre-development hydrologic condition over the full range of rainfall intensities and durations. LID principles include, but are not limited to, the following:

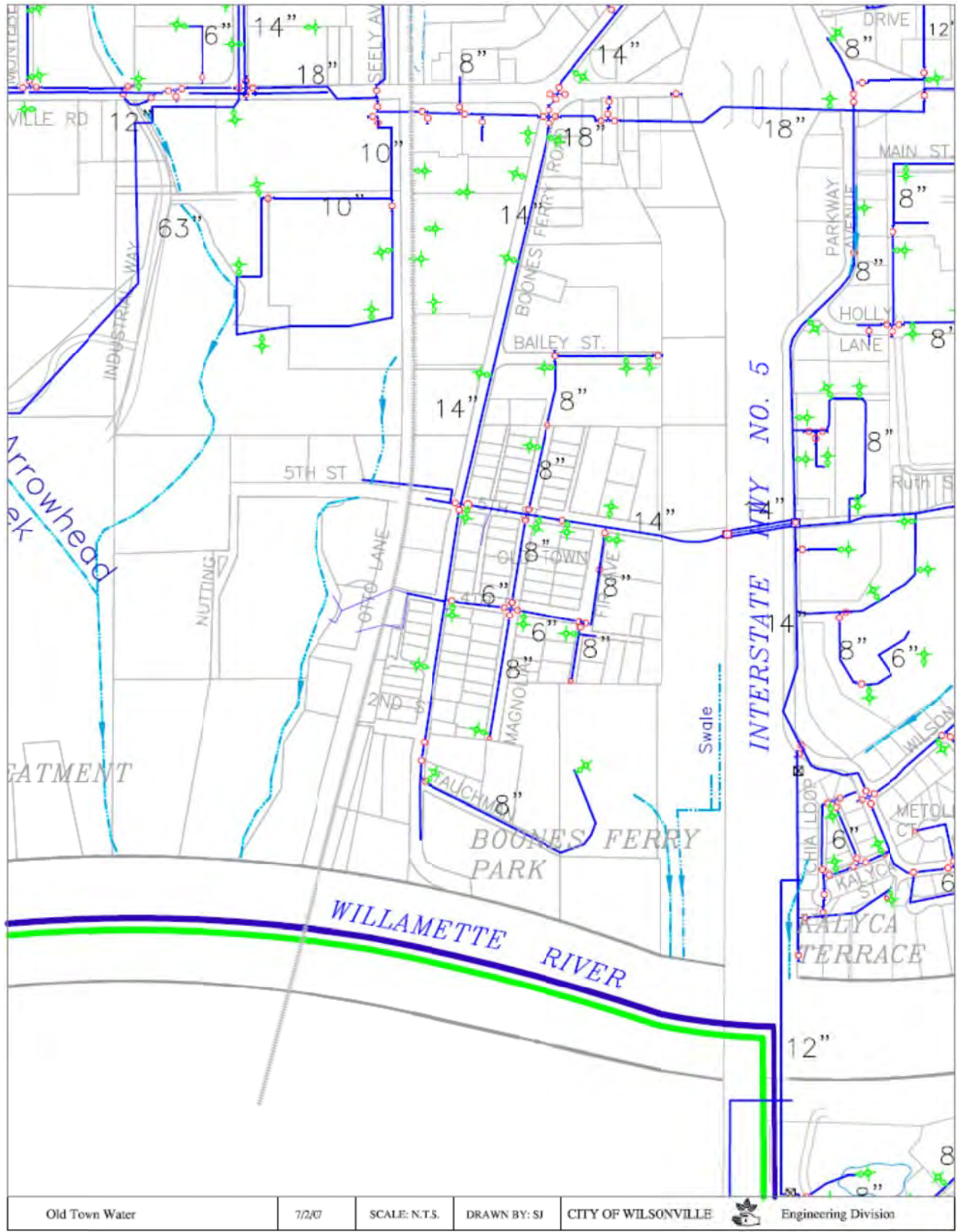
1. *Integrate stormwater management into site planning activities.*
2. *Use natural hydrologic functions as the integrating framework.*
3. *Minimize site disturbance.*
4. *Focus on prevention rather than mitigation.*
5. *Emphasize simple, nonstructural, low-tech, and low cost methods.*
6. *Manage stormwater as close to the source as possible.*
7. *Distribute small-scale LID techniques throughout the landscape.*
8. *Create a multifunctional landscape.*
9. *If approved by the City's authorized representative, alternative stormwater design standards may be substituted for the current Public Works Standards for stormwater. While LID principles provide for the consideration of alternative standards that may conflict with the City's adopted Fire Prevention Code, it is understood that alternative standards will be considered and applied on a case-by-case basis.*

Private Utilities:

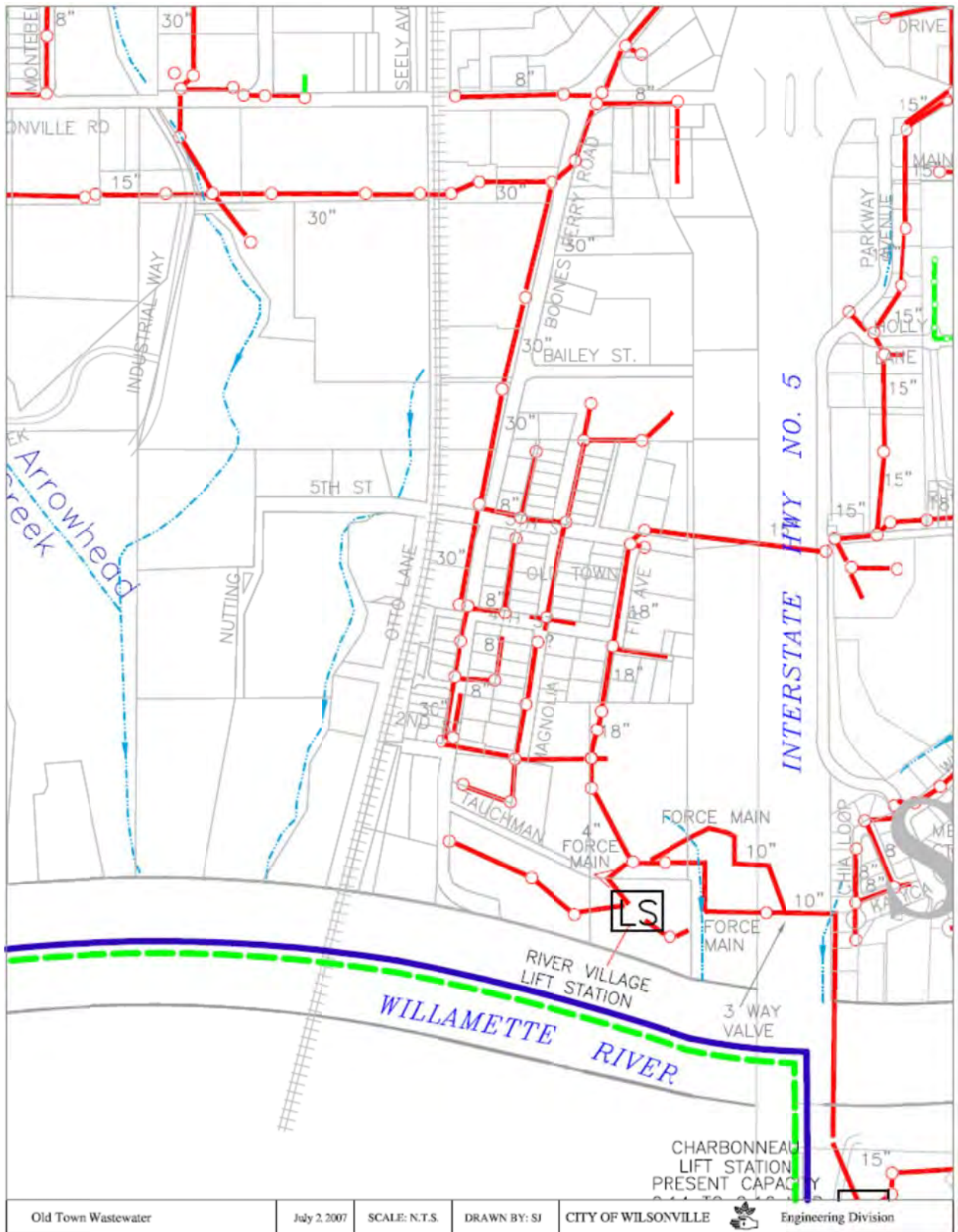
Electricity, phone and internet services are currently provided via overhead lines on wooden poles. Residents of the Old Town neighborhood would like the undergrounding of utilities, but realize that such an undertaking is very expensive. Nonetheless, they would like to work with the City to develop costs and a plan for eventual undergrounding of utilities. In the Transportation Section of this plan, there is a recommendation for replacement of streetlights which are currently cobra heads on the same utility poles. There will also need to be some streetscape improvements as recommended in the transportation section. Perhaps all the associated improvements could be done at the same time with a Local Improvement District (LID) and City participation.

Recommendations

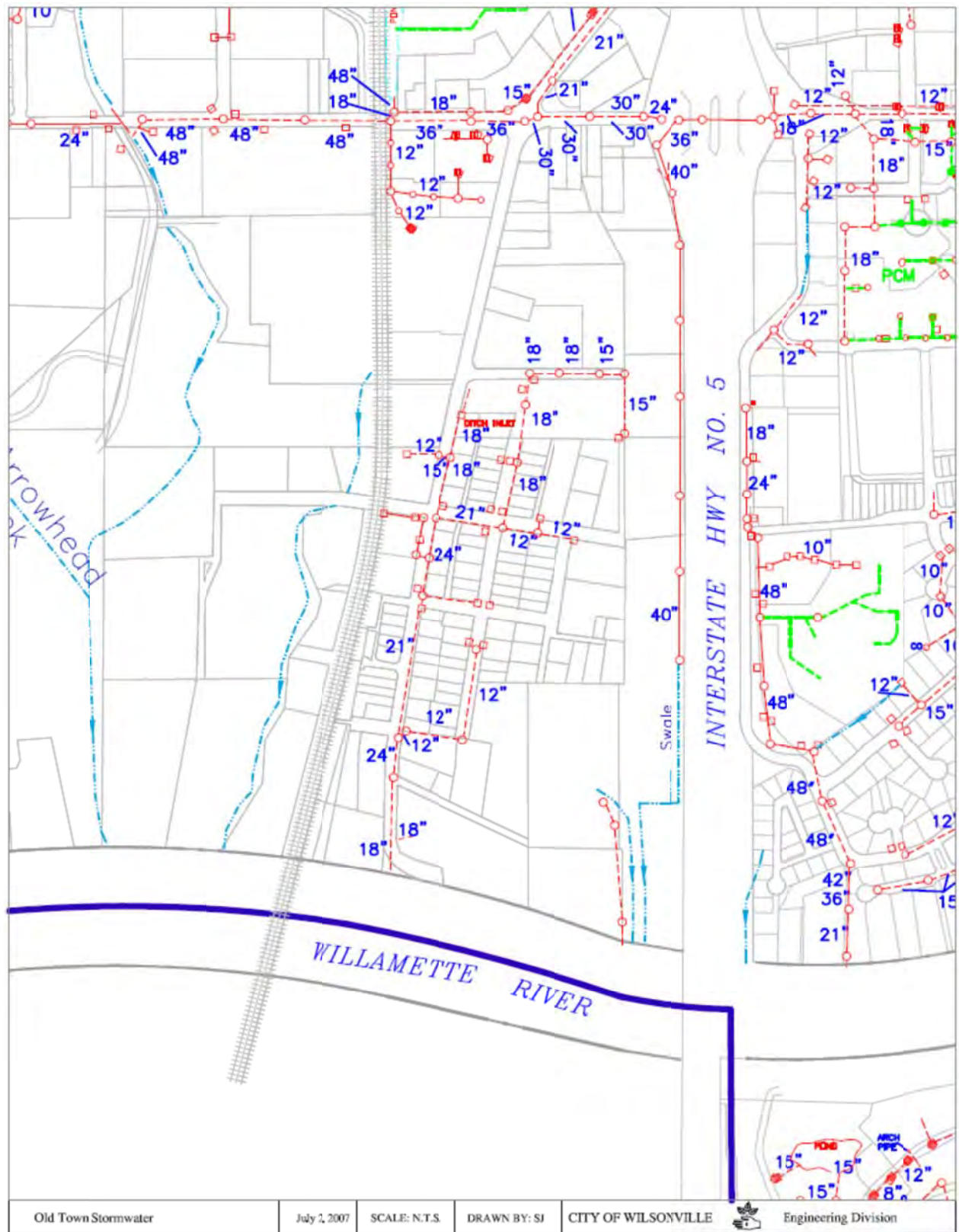
- 9.1. Future expansion of the wastewater treatment plant shall along the east edge of the City-owned property in order to save large stands of mature trees.**
- 9.2. Due to the difficulty in constructing a standard piped system, and the very pervious nature of the area, this is an excellent opportunity to create Wilsonville's first green stormwater management system for a neighborhood.**
- 9.3. The Old Town neighborhood would like to work with the City to develop costs and a plan for eventual undergrounding of overhead utility wires. Under transportation, there is a recommendation for replacement of streetlights which are currently cobra heads on the same utility poles. There will also need to be some streetscape improvements as recommended in the transportation section. Perhaps all the associated improvements could be done at the same time with an LID and city participation.**



Map 9.1. Old Town Water Distribution System



Map 9.2. Old Town Wastewater Distribution System



Map 9.3. Old Town Stormwater System

10. Parks, Trails, Trees and Open Space

Parks, trails, trees and open space are a large part of the character of Old Town. Boones Ferry Park provides limited visual and physical access to the Willamette River. It is also an essential part of the history of Old Town, since it includes the location of the Boone's Ferry landing and the residence of a ferry operator, the Tauchman House. Large groves of Douglas fir are located throughout Old Town, including a Heritage Tree Grove in the 4th Street right-of-way between Magnolia and Fir Streets and the Schoolhouse Grove in Lowries Marketplace. Individual yards are generally larger than newer lots in other portions of the city and have a larger proportion of open space to structures than many newer lots. This ratio is partly due to lot size and partly to the generally smaller size of dwelling units in Old Town.

Parks:

Boones Ferry Park: (from the adopted City Parks and Recreation Master Plan)

Boones Ferry Park is located at Boones Ferry Road and Tauchman Street. It includes 6 acres developed for park use and 3.88+ undeveloped acres located west of Boones Ferry Road. Both the developed and undeveloped portions are owned by the City.

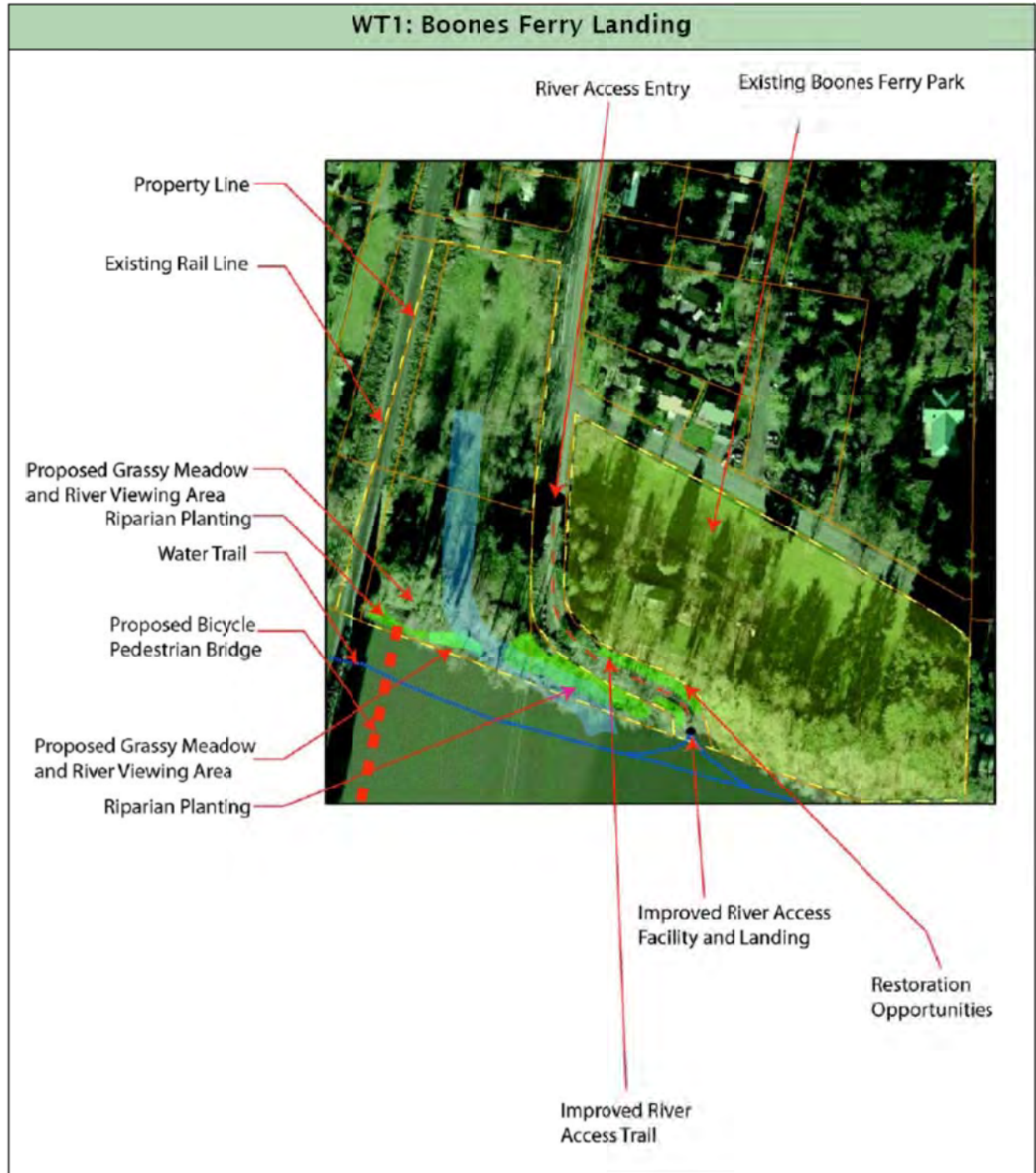
Boones Ferry Park is located on the Willamette River, and includes the historic Tauchman House. Boones Ferry Road ends at the Willamette River adjacent to the park at the site of the historic Boone's Ferry Landing. Both the right-of-way and the additional undeveloped park land may offer opportunities for river access. The Tauchman House is a historic house, formerly the home to the operator of the historic Boones Ferry. The park has a pleasant wooded character. Although it is adjacent the river, views of the Willamette are limited due to the steep bank and heavy tree cover. Existing facilities at Boones Ferry Park are children's play equipment (2 areas), the Tauchman House, a Basketball ½ court, a gazebo with picnic tables, parking and restrooms.

Boones Ferry Park Recommended Additions/Improvements (from the City's adopted Parks and Recreation Master Plan)

1. Develop a master plan for the entire site, including the parcel on the west side of Boones Ferry Road. As part of the master planning process, consider the following:
 - Provide waterfront access for non-motorized watercraft
 - Improve the gazebo to support larger groups, including electricity and a larger picnic area
 - Evaluate the potential future uses of the Tauchman House
 - Incorporate more historic and environmental interpretation
 - Add overviews to the Willamette River
 - Improve the trail connection to Memorial Park
 - Improve restrooms
 - Consider an improved basketball court
 - Consider storage needs to facilitate operations

Recommendation:

- 10.1. Maintain the feeling of open green area by continuing the existing proportion of building to lot in new and redeveloped areas.**



Map 10.1. Boones Ferry Landing

From the 2006 Wilsonville Bicycle and Pedestrian Master Plan
(This is for diagrammatic purposes only. The exact alignment is subject to future design.)

Trees:

While trees and tree groves are a significant part of the Old Town character, no formal tree inventory exists. A recent aerial photo shows significant tree cover, particularly in the southwest quadrant adjacent to the Wastewater Treatment Plant and River Village Mobile Home Park. A vegetated strip exists between Old Town and I-5 extending from the river as far north as 5th Street and providing a partial buffer for Old Town from I-5 generated noise, lights and dust. The Willamette River frontage is fully vegetated, protecting the river bank from erosion, but precluding river views from Boones Ferry Park. (Map 10.2)

Wilsonville's Heritage Tree Program includes trees/grove of trees that have a historical significance based on their age or that they were planted by or in honor of someone who advanced the interest of trees and plants in the community. Old Town has two groves of trees in the Heritage Tree Program. (Map 10.2)

The Lowries Marketplace Fir Grove Heritage Tree application stated that those trees were about 120 to 150 years old, but does not have data about size. It does state that problem trees have been removed and remaining trees pruned and cared for as part of the Lowries Marketplace approvals.

The application for the Heritage Tree Grove in the 4th Street right-of-way states that the trees are in the 120-year + age category and over 100 feet tall. It is a Douglas fir grove.

A tree inventory done as part of the Wilsonvillage, (now Fir Street Development) application documents 22 Douglas firs ranging from 12" to 40" diameter breast height (DBH) and 3 western red cedar from 10" to 12" DBH on that site, located immediately south of St. Cyril's Sanctuary parking area. This inventory is a good indicator of the size of many of the trees in Old Town.

City code requires all planned unit development applications to provide an arborist's report for the site of the proposed development. The arborist's report includes an inventory of species, size, location and condition for all trees over 6" DBH. If trees are proposed to be removed, mitigation is required. However, the City works very closely with the developer to design the proposed development to preserve as many original trees as possible, especially when they are as significant as those in Old Town.

**Marketplace
Fir Grove**



**Old Town
4th Street Grove**

Map 10.2. Heritage Trees in Old Town

Recommendations:

- 10.2. As a neighborhood project, have residents prepare a lot by lot tree inventory (using the City's 2001 topography maps and recent aerial photos as a base) under the guidance of a professional arborist.**
- 10.3. The groves of mature trees in Old Town are an essential part of the character of the area and should be preserved. Development should be designed to accommodate trees, not to remove and replant.**
- 10.4. Add additional trees and vegetative screening between Old Town and I-5 wherever possible.**
- 10.5. Install Heritage Tree interpretative signage at all locations in Old Town. Add the locations to the Historical Society Walking Tour Map.**
- 10.6. Existing groves should be retained to the greatest extent possible.**

Trails:

Bicycle and pedestrian paths are included in the City's adopted Bicycle and Pedestrian Master Plan. (Map 10.3) Bike and pedestrian paths within the City's rights-of-way are considered to be part of street design and are included in the costs of street improvements. Bike and pedestrian paths within rights-of-way are covered in the transportation section of this plan.

Those paths located outside public rights-of-way are considered to be trails, for either bikes and/or pedestrians. Funding for those improvements is not derived from street funds, but rather from parks SDCs, urban renewal funds and grants. (Map 10.3) shows a major trail segment within Old Town as well as improvements within rights-of-way to add sidewalks and bike lanes where deficiencies have been identified. The Boones Ferry Streetscape includes plans for bike and pedestrian improvements on Boones Ferry Road.

Regional Trails:

Two major regional trail systems are planned to join along the Willamette River. (Map 10.3) The Tonquin Trail is a regional trail envisioned to connect the Tualatin River Wildlife Refuge in Sherwood to the Willamette River and the Willamette River Greenway in Wilsonville. A second "Y" in the northern half of the trail would connect the Tonquin Trail to the City of Tualatin and join with the Fanno Creek Greenway. A feasibility study for a trail alignment has been completed by regional and local government partners. Federal transportation funding will provide for the development of a master plan for the Tonquin Trail beginning in 2007. A section of the trail running through the new "Villebois" neighborhood in Wilsonville will be built by the area's developers.

The Stafford Basin Pathway and Trail Concept Plan is a long-range strategy for the acquisition, development, and management of a system of public pathways for transportation and recreation in the Stafford Basin. Once completed, this plan will lay the groundwork for a system of trails connecting the communities of Lake Oswego, West Linn and Tualatin. In addition, it will provide safe routes for non-motorized transportation between schools, businesses, and neighborhoods, and access to the region's natural and cultural resources. The Stafford Basin is located in unincorporated Clackamas County north of Interstate Highway 205, west of West Linn, south of Lake Oswego, and east of Tualatin. It is outside the Metropolitan Urban Growth Boundary.

Within Wilsonville, two connecting points between these two trails are planned, one in Old Town and the other north of Boeckman Road. In Old Town, the proposed trail would enter Old Town

from the west within the Willamette River Greenway on the undeveloped portion of Boones Ferry Park, continuing east along Tauchman and under I-5 using the existing, but improved, route, connecting to Memorial Park on neighborhood streets in Daydream Ranch, then north along the Boeckman Creek Corridor Path into the Frog Pond area connecting eventually to the Stafford Basin Spur Trail. (Map 10.3)

Local Trails

The Bicycle and Pedestrian Plan includes local connecting pathways from the west side of the railroad tracks at both 5th and Bailey Streets. (Map 10.3) These would be pathways unless the accompanying streets are built, in which case the bike/pedestrian connections would be sidewalks and bike lanes within the rights-of-way. The 5th Street path is proposed to continue east across Boones Ferry Road on 5th Street, past St. Cyril's Church to an I-5 bike/pedestrian overpass connecting to Memorial Drive. If the 5th Street connection across I-5 is built, it will likely become the connection between the regional trails since it is more direct for through bicyclists and hikers.



Map 10.3. Wilsonville Bicycle and Pedestrian Concept Map

From the 2006 Wilsonville Bicycle and Pedestrian Master Plan

[Note: The inclusion of the bicycle/pedestrian bridge over the Willamette River was deleted from this Plan by Resolution No. 2324, adopted 9/19/11.]

Willamette River Water Trail

In general terms, a water trail is a stretch of river, shoreline or other waterway that has been mapped out for access and use by—and the education of—canoeists, kayakers, other non-motorized boaters, and related recreational consumers. Just as hikers walk on dirt pathways, the flow of a river-based trail provides liquid pathways for canoeists, kayakers, and rafters. Water trails provide multiple access points, allowing users to choose to travel along it for short or long distances and even choose to spend multiple nights along the trail. The Willamette River Water Trail (WRWT) links existing public lands, providing the public with more opportunities to use existing public resources and reconnecting people and communities with the Willamette River. (Map 8.) The WRWT Guide shows Water Trail access points at Memorial Park and at the County Boat Ramp across the river from Old Town.

The June 2007 water trail dedication completed the Willamette River Water Trail, which now stretches from Eugene to the confluence of the Columbia and Willamette Rivers. Two other portions of the trail—from the Buena Vista Ferry to the Wheatland Ferry, and from Eugene to the Buena Vista Ferry—were dedicated in 2005 and 2006 respectively.

Willamette River Water Trail facts:

- Length when completed: ~216.5 river miles.
- Dedicated in 2005: 35 river miles, from Buena Vista Ferry (between Albany and Salem) to Wheatland Ferry (between Keizer and Woodburn).
- Dedicated in 2006: 109.5 river miles (12.5 miles of the Coast Fork, 17 miles of the Middle Fork and 80 miles of the main stem of the Willamette River).
- Dedicated June 2, 2007: 72 river miles from Wheatland Ferry to Portland.

The City's Bicycle and Pedestrian Master Plan incorporates the section of the River Trail adjacent to the City, and provides for three access points to the trail. (Map 10.4)

They are:

- the old Boones Ferry Landing in Old Town
- the dock in Memorial Park
- Meridian Park, an undeveloped State Park just downriver from the city limits

Other access points were considered, but discarded due to the difficulty in access due to river and bank topography.

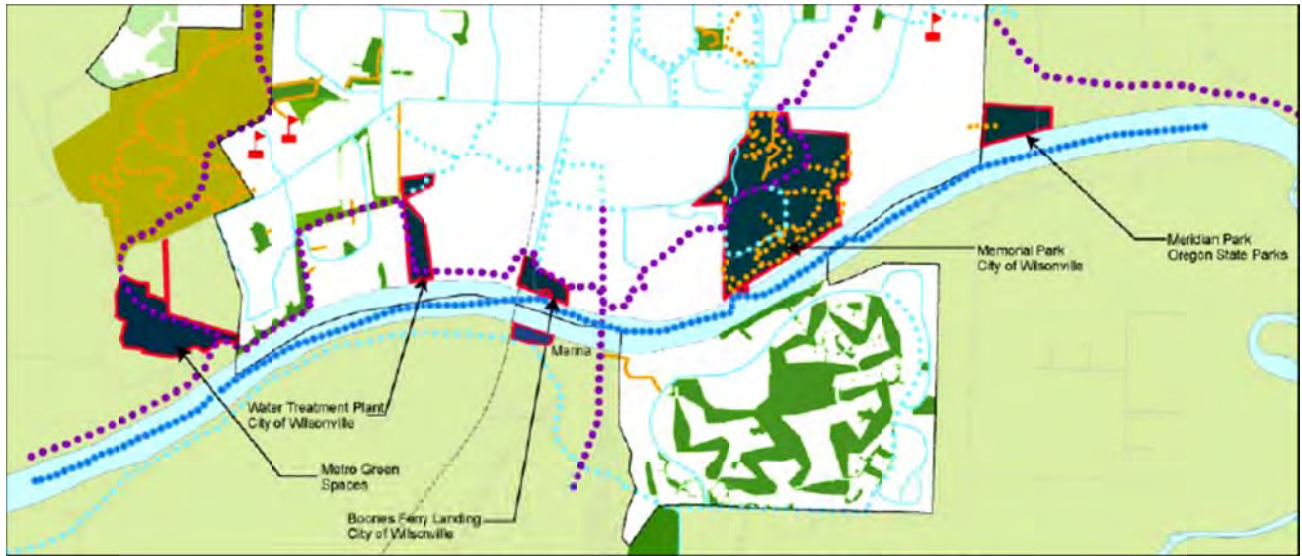
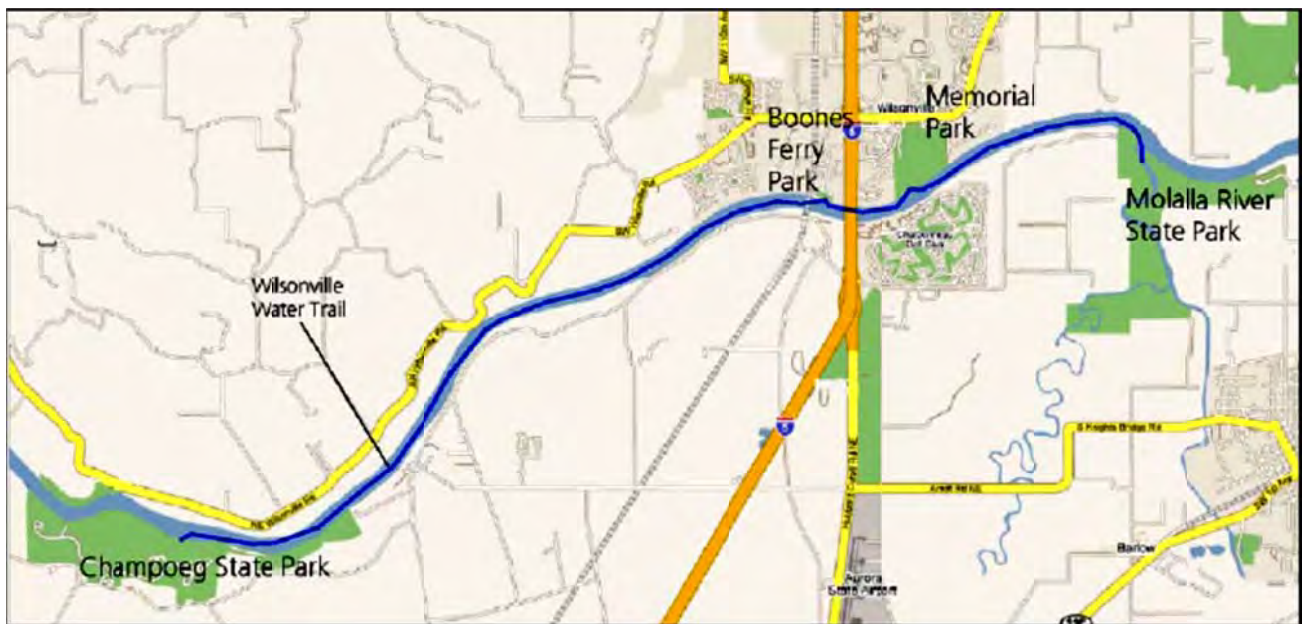


Figure 8. Potential Water Trail Site Locations

Map 10.4. Potential Water Trail Site Location

From the 2006 Wilsonville Bicycle and Pedestrian Master Plan
[Note: The inclusion of the bicycle/pedestrian bridge over the Willamette River was deleted from this Plan by Resolution No. 2324, adopted 9/19/11.]



Map 10.5. Water Trail Regional Context

From the 2006 Wilsonville Bicycle and Pedestrian Master Plan



Map 10.6. Willamette River Greenway in the Old Town Area

Willamette River Greenway

For Greenway purposes, the Willamette River is defined as, “that portion of the Willamette River, including all channels of the Willamette River, from its confluence with the Columbia River upstream to Dexter Dam and the Coast Fork of the Willamette River upstream to Cottage Grove Dam”. In March of 1967, ex-Governor Tom McCall, executed the issuance of Executive Order 67-2; Willamette Greenway Proposal. This order recognized that cleanup of the Willamette River needed to be the state's highest priority. The goal was to establish a committee, which was the State Highway Commission, dedicated to the protection and enhancement of the Greenway along the Willamette River. It states that, “It is further ordered and directed that the committee shall recommend the boundaries for the Willamette River Greenway, legislation and appropriations needed to carry out the purposes of the committee, and priorities and means for acquisition of undeveloped lands and easements through lands.”

This executive order was enacted into law through the passing, in June 1967, of The Willamette River Park System Act. Section 390.320 establishing the park system. It states that,

“The Legislative Assembly in furtherance of the state policy established pursuant to ORS 390.010 recognizes and declares that, in order to protect and preserve for present and future generations of citizens the natural scenic and recreational value of the Willamette River, it is in the public interest to acquire and develop along the Willamette River a recreational system to be known as the Willamette River Park System.”

The Willamette River Greenway was created in 1973 with the enactment of House Bill 2497 (ORS 390.310-368). Statewide Planning Goal 15, Willamette River Greenway, sets forth the overall framework within which state and local governments carry out protection and enhancement of the Greenway, including its natural, scenic, historical, agricultural, economic and recreational qualities. There shall be included within the boundaries of the Willamette River Greenway all lands situated within 150 feet from the ordinary low water line on each side of each channel of the Willamette River and such other lands along the Willamette River as the department and units of local government consider necessary for the development of such greenway. The Willamette River Greenway shall also include all islands and all state parks and recreation areas situated along the Willamette River.

The Willamette River Greenway designation for Wilsonville is shown in Map 10.6. The boundary in Old Town includes lands within 150 feet of ordinary low water plus certain city-owned lands beyond 150 feet of ordinary low water. Goal 15 requires cities to establish, by ordinance, provisions for the review of intensification, changes of use or development to ensure compatibility with the Greenway.

Section 4.500 of the City's Planning and Land Development Ordinance applies to the Willamette River Greenway. The Willamette River Greenway is an overlay zone over the underlying zone. For example, a PDR-4 residential zone overlaid by the Greenway.

Uses permitted outright within the Greenway overlay are:

- A. The placing, by a public agency, of signs, markers, aids, etc. to serve the public.
- B. Activities to protect, conserve, enhance and maintain public recreational, scenic, historical, and natural uses on public and private lands, except that changes of use, intensification of use or development shall require Conditional Use Permit review as provided by this Code.
- C. Agriculture as defined in ORS 215.203(2).
- D. Reasonable emergency procedures necessary for the safety or protection of property.
- E. Maintenance and repair usual and necessary for the continuance of an existing use not defined as intensification of use or change of use.
- F. Uses legally existing on December 6, 1975.

Additional uses are permitted subject to a Conditional Use Permit by the Development Review Board:

- A. All uses permitted in the underlying zone which are not listed as permitted uses in Section 4.506.
- B. All uses which are classified as intensification of use, change of use or development, other than tree removal, which shall be governed by the provisions of Section 4.600.

Review standards for Greenway conditional use applications are:

- (.01) The natural scenic views, historical character and recreational qualities of the Willamette River shall be protected by preservation and enhancement of the vegetative fringe along the river bank.
- (.02) A plan to remove any tree or trees shall be reviewed by the Development Review Board under the procedures of Section 4.600, et seq. Based on the standards and

procedures of Section 4.620.10, mandatory mitigation shall be required as a condition of approval for any conditional use permit granted under this Section.

- (.03) Developments shall be directed away from the river to the greatest possible degree; provided, however, lands committed to urban uses within the Greenway shall be permitted to continue as urban uses, including port, industrial, commercial and residential uses, uses pertaining to navigational requirements, water and land access needs and
- (.04) All development after the effective date of this ordinance, except water dependent and water related uses, shall be set back a minimum of 75 feet upland from the top of each bank.
- (.05) Fish, riparian and wildlife corridors leading into the river channel shall remain open.
- (.06) All development, change of use or intensification of use shall demonstrate, to the maximum extent possible, maintenance of public safety and protection of public and private property, especially from vandalism and trespass.

American Heritage Rivers Program

The Willamette River was designated as an American Heritage river in 1998. The American Heritage Rivers designation on the Willamette includes the nearly 200-mile-long reach from Springfield north to Portland. This stretch of the river flows through the three largest cities in the state: Eugene/Springfield, Salem (the state capital), and Portland. More than two million people live in the Willamette basin, the fastest growing portion of the state. A benefit of the designation was the ability to form partnerships between federal, state and local agencies and organizations to create the Willamette River Water Trail.

Floodplain

Anyone who was in Wilsonville during the 1996 floods has a good anecdotal idea of the extent of the Willamette River floodplain. The City has recently worked with the Federal Emergency Management Agency on updated floodplain maps for the City. Adoption of these maps and of complying floodplain regulations is essential in order for homeowners to remain eligible for the federal flood insurance program. The location of the 100-year and 500-year floodplains is shown on Map 10.7. The City Council approved Ordinance 647 in April 2008 adopting the new maps and revisions to the floodplain regulations. Within Old Town, the only privately owned land affected by the floodplain is the River Village Mobile Home Park. The remaining lands are city or ODOT-owned.



Map 10.7. 2008 100-Year Floodplain & 2008 500-Year Floodplain in Old Town Area

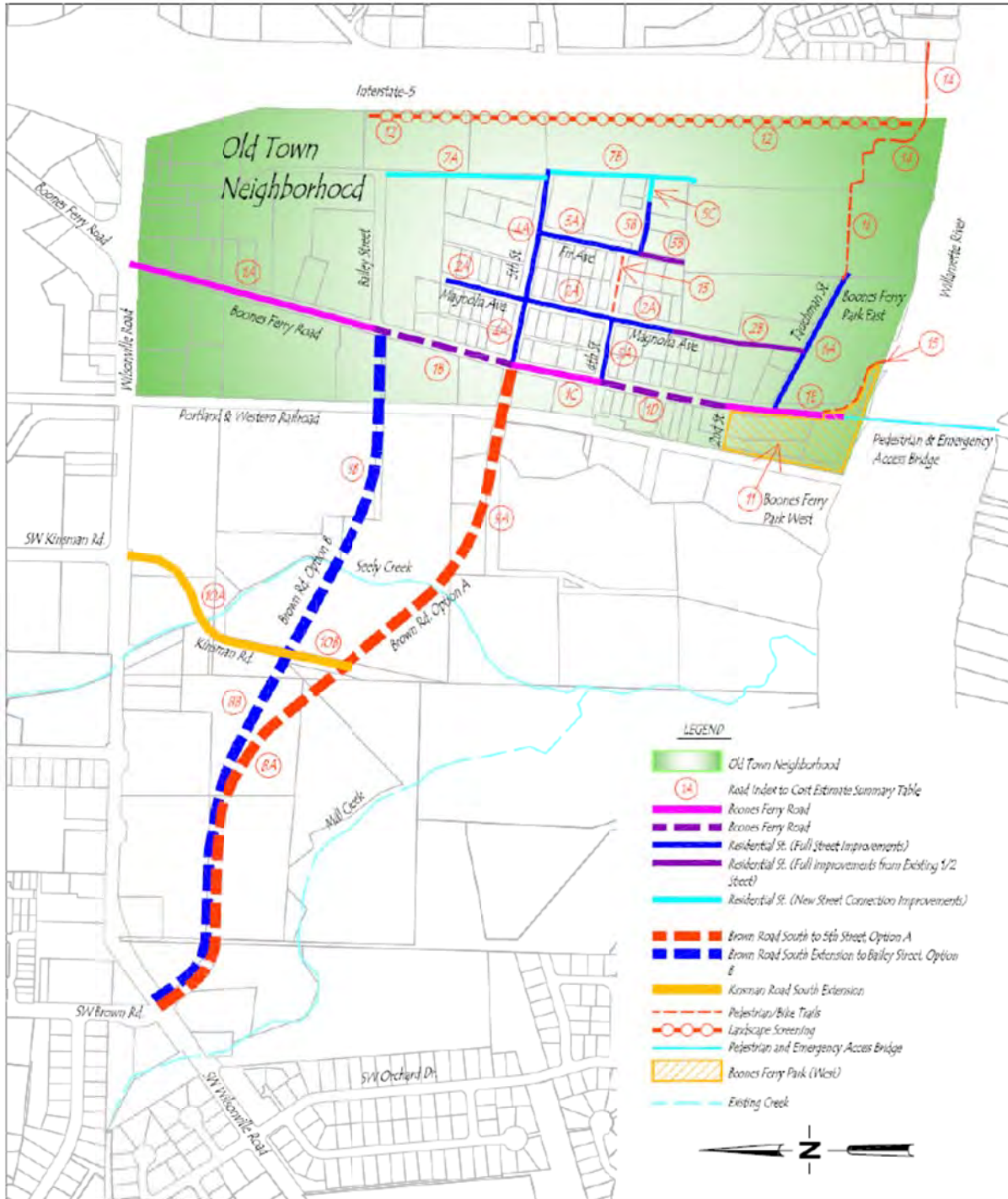
II. Proposed Capital Projects

This Neighborhood Plan has identified a series of capital projects necessary or desired to implement the direction and spirit of the Plan. The proposed capital projects have been collected from their respective Plan chapters, and assembled into a Capital Projects chapter, together with estimated project costs, to allow a coordinated view of all proposed capital projects. Detailed cost estimates are found in Appendix D.

The Capital Projects List follows, and is illustrated on six maps starting with Map 11.1.

- Boones Ferry Road Improvements: (include sidewalks, on-street parking, streetscape and dark sky lighting)
 - * Wilsonville Road – Bailey Street
 - * Bailey Street – 5th Street
 - * 5th Street to 4th Street
 - * 4th Street to 2nd Street
 - * 2nd Street to the Willamette River
- Boones Ferry Park Improvements (as directed by the Parks and Recreation Plan)
- Handicapped accessible trail between Magnolia and Fir Streets (4th Street right-of-way)
- Other bike/trail improvements
- Boat dock
- Vegetative screening from I-5
- Brown Road Extension (to 5th Street and to Bailey Street)
- Kinsman Road Extension (to Brown Road Extension)
- Old Town Residential Streets (gravel parking areas and street lights) (Bikes Share the Road)

The preliminary cost estimates included in Appendix D were prepared by MacKay and Sposito Inc. based on information and recommendations provided by city staff, the Draft Old Town Neighborhood Plan (October 2007) and the Boones Ferry Road Streetscape Project Technical Memorandum dated February 2008 prepared by Nevue Ngan Associates.

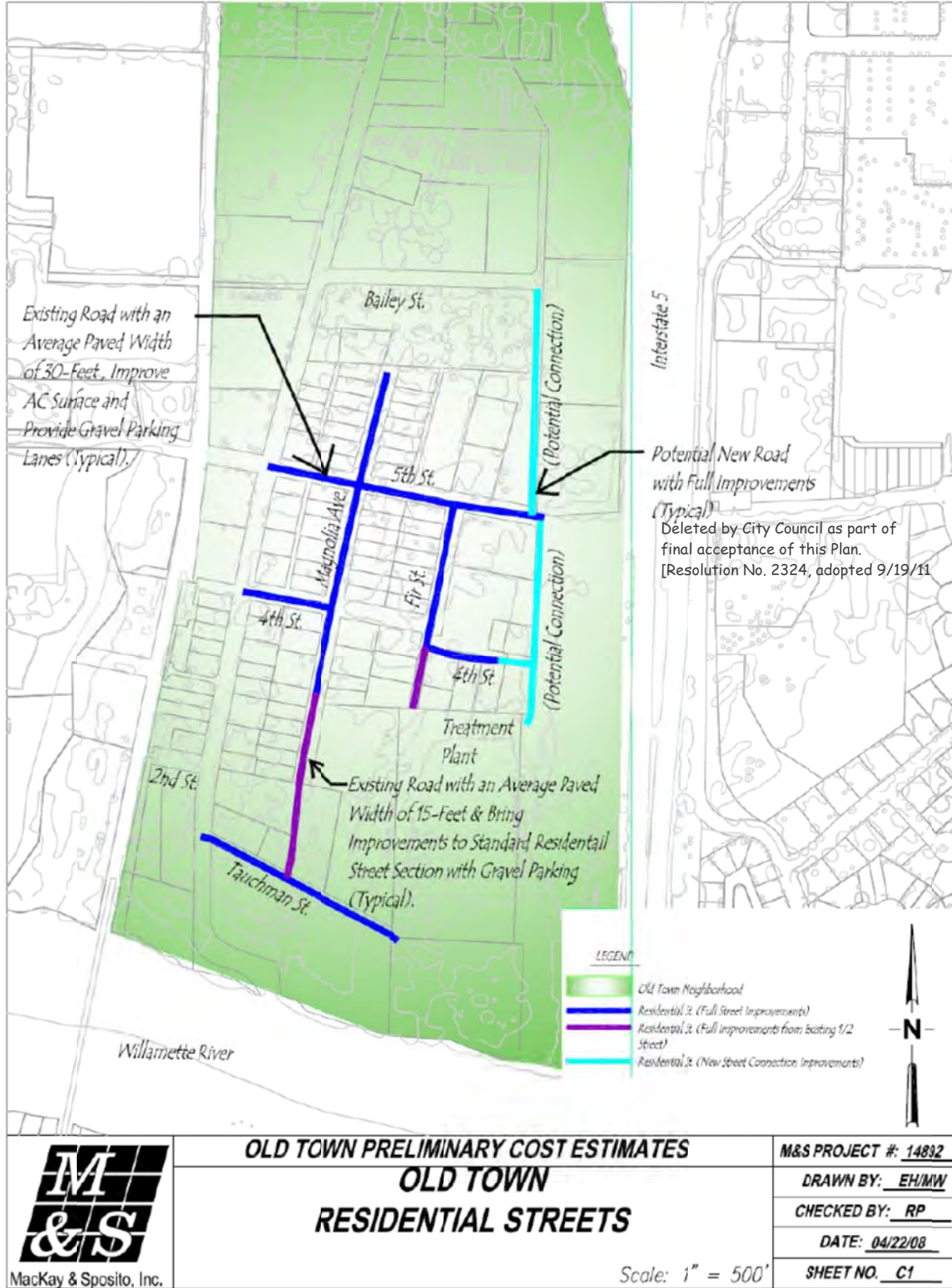


 <p>MacKay & Spósito, Inc.</p>	<p>OLD TOWN PRELIMINARY COST ESTIMATES OLD TOWN NEIGHBORHOOD IMPROVEMENTS PLAN AND POTENTIAL ROAD EXTENSION</p> <p>Scale: 1" = 600'</p>	<p>M&S PROJECT #: 14892</p>
		<p>DRAWN BY: <u>EH/MW</u></p>
		<p>CHECKED BY: <u>RP</u></p>
		<p>DATE: <u>06/18/08</u></p>
		<p>SHEET NO. <u>A1</u></p>

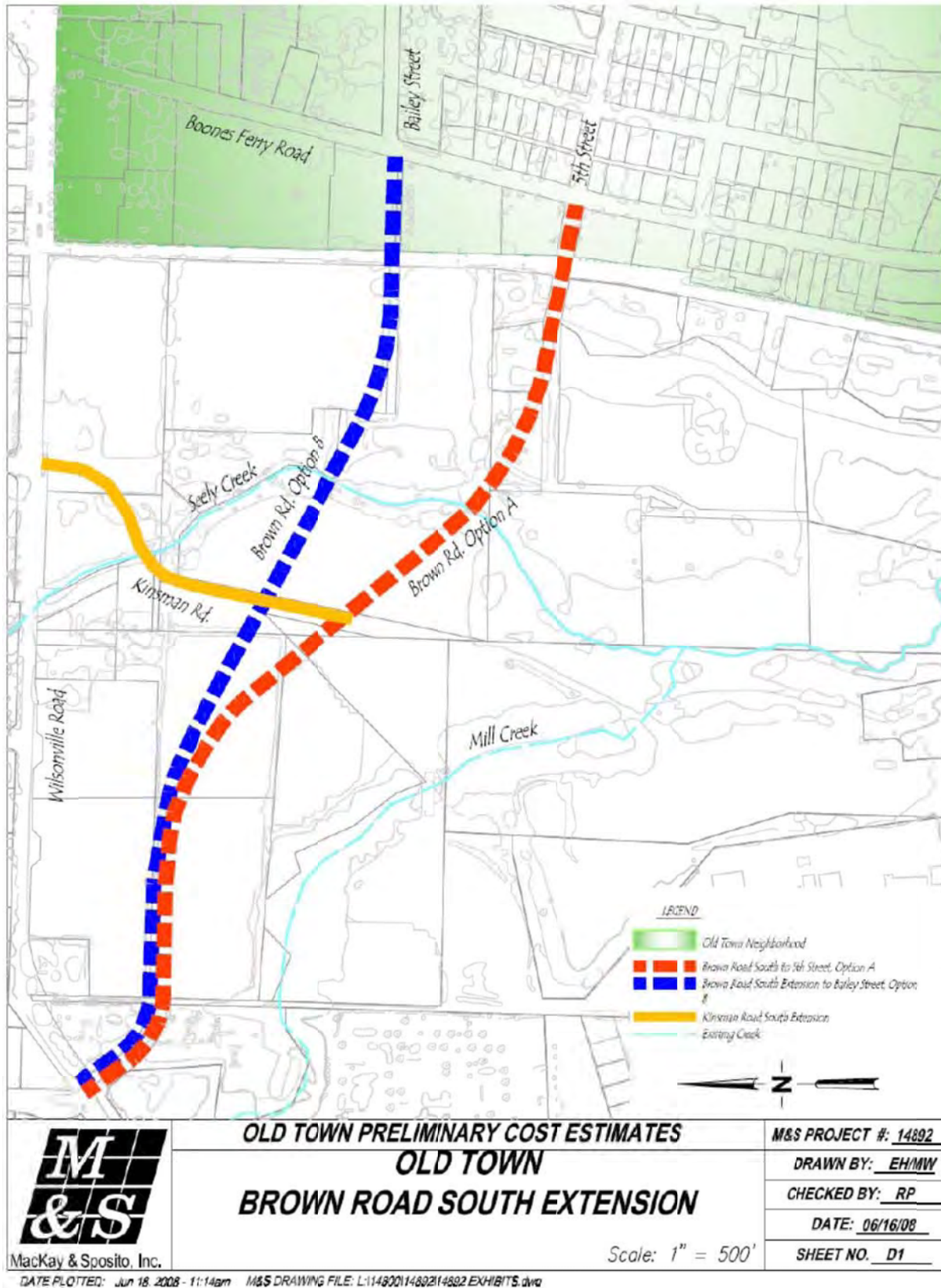
DATE PLOTTED: Jun 18 2008 - 11:04am M&S DRAWING FILE: L1143001430214892 EXHIBITS.dwg

Map 11.1. Old Town Neighborhood Improvements Plan and Potential Road Extension
 From the MacKay & Spósito Proposed Capital Projects Preliminary Cost Estimates (Appendix D)

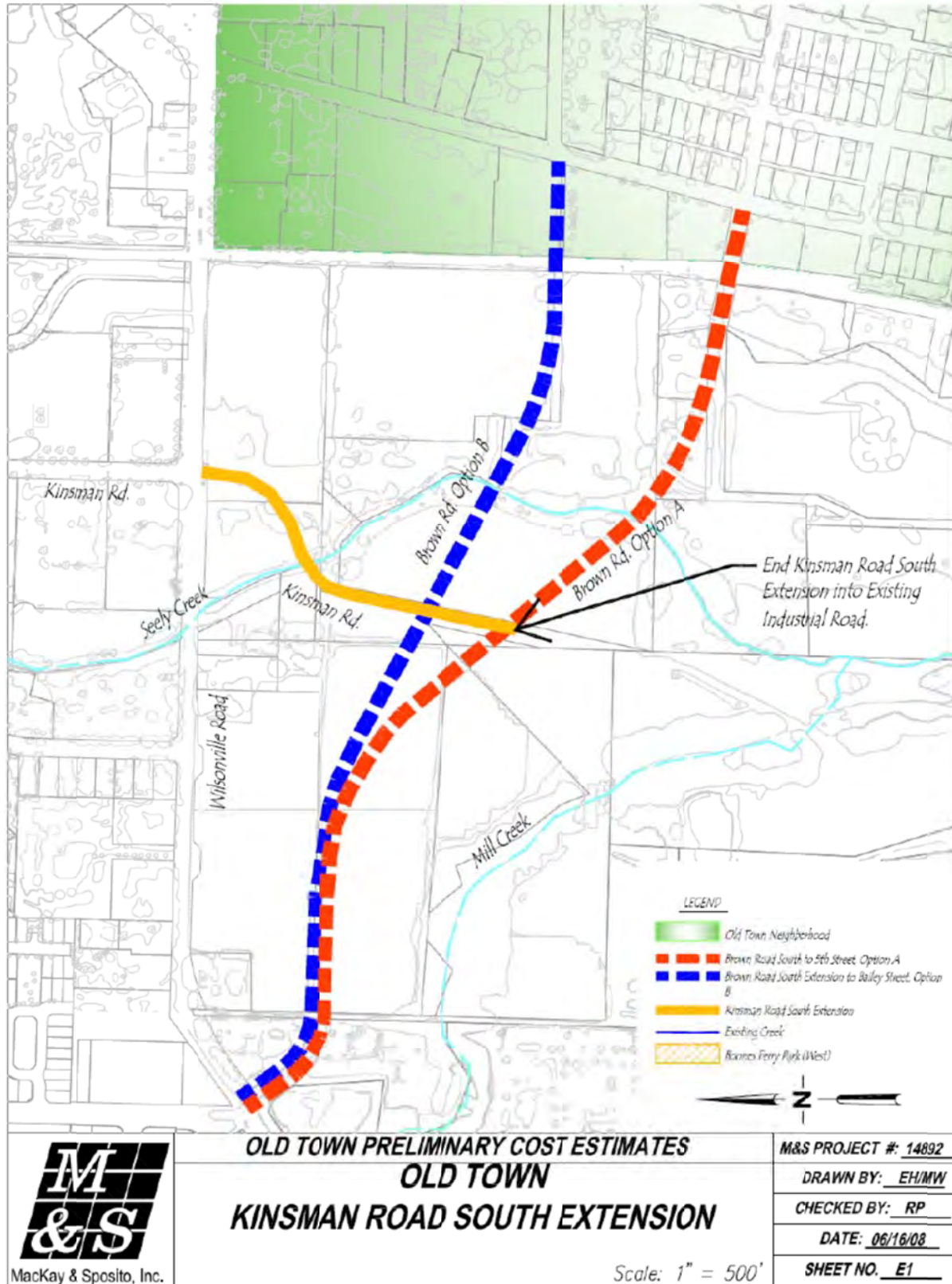




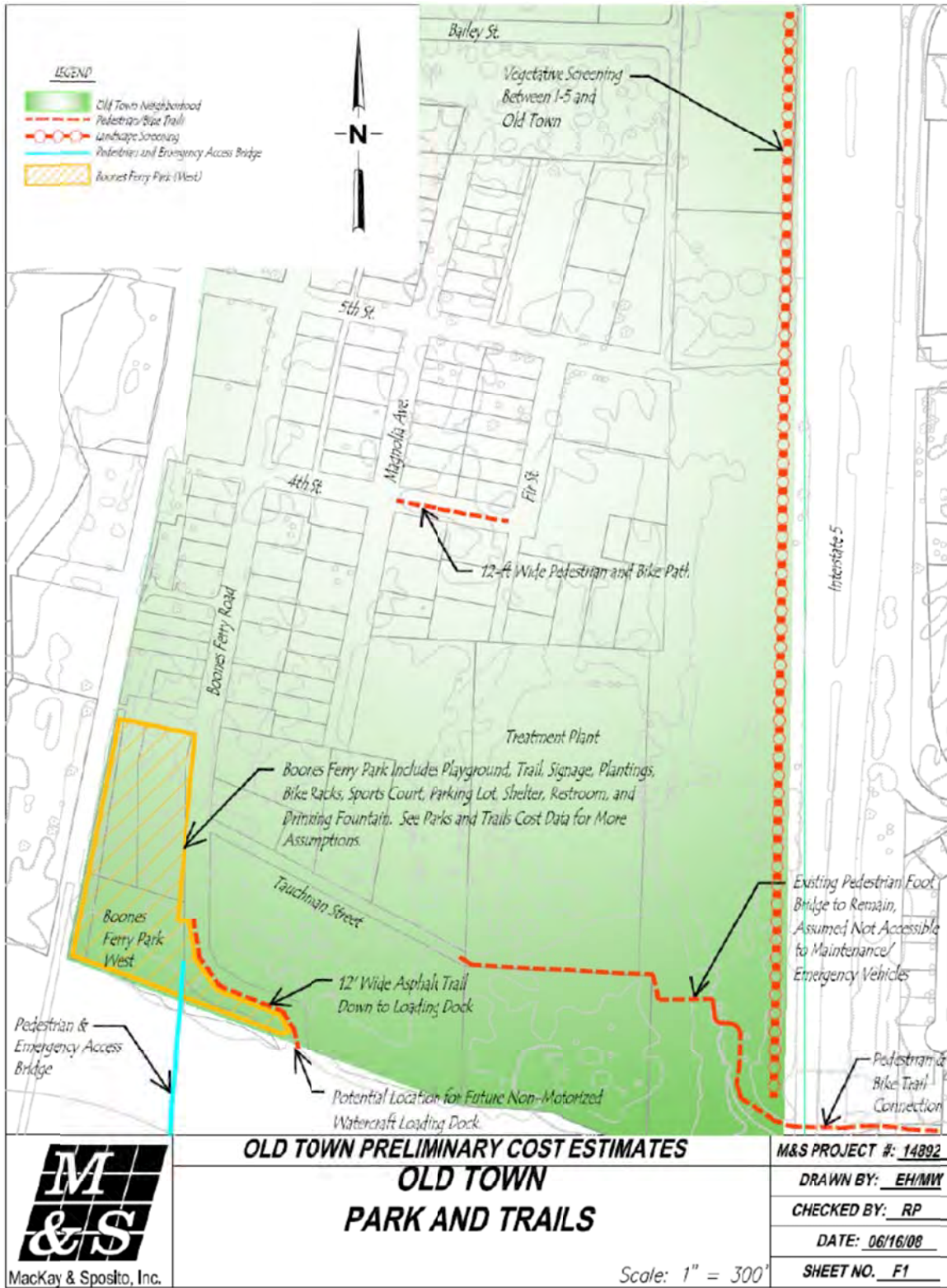
Map 11.3. Old Town Residential Streets
 From the MacKay & Sposito Proposed Capital Projects Preliminary Cost Estimates (Appendix D)



Map 11.4. Old Town Brown Road South Extension
 From the MacKay & Sposito Proposed Capital Projects Preliminary Cost Estimates (Appendix D)



Map 11.5. Old Town Kinsman Road South Extension
 From the MacKay & Sposito Proposed Capital Projects Preliminary Cost Estimates (Appendix D)



Map 11.6. Old Town Parks and Trails
 From the MacKay & Sposito Proposed Capital Projects Preliminary Cost Estimates (Appendix D)
 [Note: The inclusion of the bicycle/pedestrian bridge over the Willamette River was deleted from this Plan by Resolution No. 2324, adopted 9/19/11.]

12. Next Steps

Plan Adoption:

In order for the Old Town Neighborhood Plan to be used as the “master plan” for Old Town, it must first be adopted by the City Council.

The draft Old Town Neighborhood Plan (OTNP) would first be forwarded by the Old Town Neighborhood to the Planning Commission for worksessions and public hearings.

Representatives of Old Town, together with City planning staff, presented the draft OTNP to the Planning Commission in worksessions on July 11, 2007, December 12, 2007, and July 9, 2008. The primary unresolved issues are accessory dwelling units and architectural guidelines. Following the worksessions, public hearings were held on August 13, 2008, October 8, 2008, December 10, 2008, February 11, 2009 and March 2009.

The architectural guidelines were being drafted by the neighborhood during the period of the first two hearings. It became apparent that they would not be ready for hearing on March 11, 2009, so the decision was made to proceed with a final hearing on the draft OTNP, and hold separate hearings at a later date on the Architectural Guidelines. The neighborhood is working with the State Historic Preservation Office to determine whether National Register nominations or even an historic district are a possibility. A worksession was held on May 13, 2009 and a public hearing was conducted on June 10, 2009 on Chapter 6. Architectural Guidelines and Appendix B. Boones Ferry Historic District & Architectural Pattern Book.

Following the public hearing on March 11, 2009, the Planning Commission forwarded the OTNP, except for the architectural pieces, to the City Council with a recommendation for approval. On June 10, 2009, the Commission recommended Chapter 6 Architectural Guidelines and Appendix B. Boones Ferry Historic District & Architectural Pattern Book to City Council.

The Council will review the Plan in worksession and will notice a public hearing for a date in September 2011. Following the hearing(s), the Council will adopt the Old Town Neighborhood Plan, with any approved changes.

Comprehensive Plan Map and City Code Amendments:

The adoption of the Old Town Neighborhood Plan (OTNP) establishes policy and direction for Comprehensive Plan Map and City Code changes identified as necessary in the OTNP to implement the OTNP. For example, the adoption of a Boones Ferry Mainstreet Zone will repeal the Old Town Overlay District, but incorporate those sections of the Overlay District that implement the newly adopted OTNP. Changes to residential zones are also recommended in the OTNP. Any changes to ADUs authorized by the adopted OTNP will need to be amended into the code, as will the final version of architectural guidelines. These amendments will follow the same procedure as that used for OTNP adoption. The Old Town Neighborhood will be asked to review and comment on draft Comp Plan map and Code amendments prior to any actions by the Commission or Council.

Capital Projects:

In order for a capital project anywhere in the City to be funded, it must first be included in the 5-year Capital Improvement Plan (CIP), and then, as funding becomes available, in the 1-year CIP. The 5-year and 1-year CIPs are prepared by staff.

If the project is a transportation project, the City's Transportation Systems Plan (TSP) may need to be amended to include it, particularly if funding sources from outside the city are to be used on the project. The TSP amendment process is that same as that for master plan and code amendments.

The OTNP, in Chapter 10 Capital Projects contains preliminary cost estimates for the various capital projects recommended in the OTNP.

Protection of Trees:

The OTNP recommends that an Old Town tree inventory be prepared by the Old Town Neighborhood, under the guidance of a professional arborist. The City may be able to secure grant funding for such an inventory, particularly as it relates to the historic character of Old Town. Following the inventory, nominations of any trees or groves qualifying for Heritage Tree or Tree Grove status may occur. Signage for Heritage Trees and Groves needs to be developed and installed and the locations included in a citywide Heritage Tree/Grove Tour Map.

Old Town Identity:

The Old Town Neighborhood Plan speaks to the development of an identity for Old Town as an identifiable entity with a logo and specialized street signs. The Nevue Ngan "Boones Ferry Road Streetscape Project (Appendix D) included ideas for signage, historic fencing and intersection design near Bailey and Boones Ferry Road, and interpretative ideas for the area along Boones Ferry Road south of 2nd Street. The Old Town Neighborhood should meet and develop a plan for implementing these recommendations.