

ORDINANCE NO. 1312

AN ORDINANCE AMENDING THE CITY OF TILLAMOOK COMPREHENSIVE PLAN TEXT; AMENDING ORDINANCE 1270 AND THE CODE OF THE CITY OF TILLAMOOK (CCT), TITLE XV: LAND USAGE, CHAPTER 153, AND THE SPECIAL TABLE OF ORDINANCES, TABLE VII: MISCELLANEOUS; AND REPEALING CCT TITLE XV: LAND USAGE SECTIONS 151.06 THROUGH 151.19 AND CHAPTER 152

WHEREAS, A Comprehensive Plan Amendment is allowed under Oregon Revised Statute 197.610 – 197.625 which describes and governs a post-acknowledgement plan amendment, a separate process from periodic review initiated process; and

WHEREAS, City Comprehensive Policy 125 states that “The plan may be reopened at appropriate times in response to completion of plans by other jurisdictions and agencies. Further, the City shall acquire and consider additional inventory information that was not available during plan development in its evaluation of future plan revisions”; and

WHEREAS, in 2013, the City of Tillamook and Tillamook County worked together to develop a regional Economic Opportunities Analysis (EOA) which served as a basis for these amendments; and

WHEREAS, the Planning Commission held a public hearing on October 2, 2015 ensuring that the Comprehensive Plan is responsive to changing conditions and trends, and factual information for land use decisions and actions based on updated information, maps and development, and recommended approval of amended Comprehensive Plan elements to the City Council; and

WHEREAS, the City Council held public hearings for the amended Comprehensive Plan elements on November 2, 2015, January 19, 2016, and March 7, 2016 to review and consider these City Comprehensive Plan text changes, zoning and map changes, and additions that reflect the updates of this version of the Comprehensive Plan; and

WHEREAS, the Tillamook City Council has reviewed and revised the proposed amendment to the Comprehensive Plan, with due consideration of all testimony provided; and

WHEREAS, the Council wishes to integrate the EOA as adopted by Ordinance 1278 as Appendix A to Chapter 10, and the Hoquarton Waterfront Plan, as adopted by Ordinance 1313, as Appendix B; and

WHEREAS, the Council will explore further supplementation of this effort by holding additional hearings to consider a greater supply of workforce housing.

NOW THEREFORE, the City of Tillamook ordains as follows:

Section 1: Plan Adoption.

The Comprehensive Plan is hereby amended to include the revisions and additions to the Plan as detailed in the attached Exhibit A—Comprehensive Plan Amendments, Exhibit B—Comprehensive Plan/Zoning Maps, Appendix A—Economic Opportunities Analysis, and Appendix B—Hoquarton Waterfront Plan.

Section 2: Amendment of the Code of the City of Tillamook (CCT)

The Code of the City of Tillamook (CCT) Title XV: Land Usage Chapter 153 is hereby amended to include the revisions and additions as detailed in Exhibit C—Zoning Code Changes. The Special Table of Ordinances, Table VII shall be updated to reflect the adoption of this ordinance.

Section 3: Findings.

These amendments are predicated upon the findings of fact and conclusions of law as detailed in Exhibit D.

Section 4: Codification.

Provisions of this Ordinance shall amend the Code of the City of Tillamook, and the word "ordinance" may be changed to "code", "article", "section", "chapter" or another word and the sections of the Ordinance may be renumbered, or re-lettered, the City Recorder is authorized to correct any cross-references and any typographical errors.

Section 5: Repeal and Replacement.

CCT Sections 151.06 through 151.19 and Chapter 152 of Title XV are hereby repealed. This revision of the Comprehensive Plan replaces all prior versions where amended.

Section 6: Effective Date.

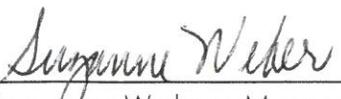
This Ordinance shall take effect 30 days from the date of adoption.

Passed 1st reading by the Tillamook City Council on this 2nd day of May, 2016.

Passed 2nd reading by the Tillamook City Council on this 16th day of May, 2016.

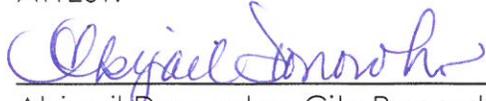
Adopted by the Common Council this 16th day of May, 2016.

Approved by the Mayor this 16th day of May, 2016.



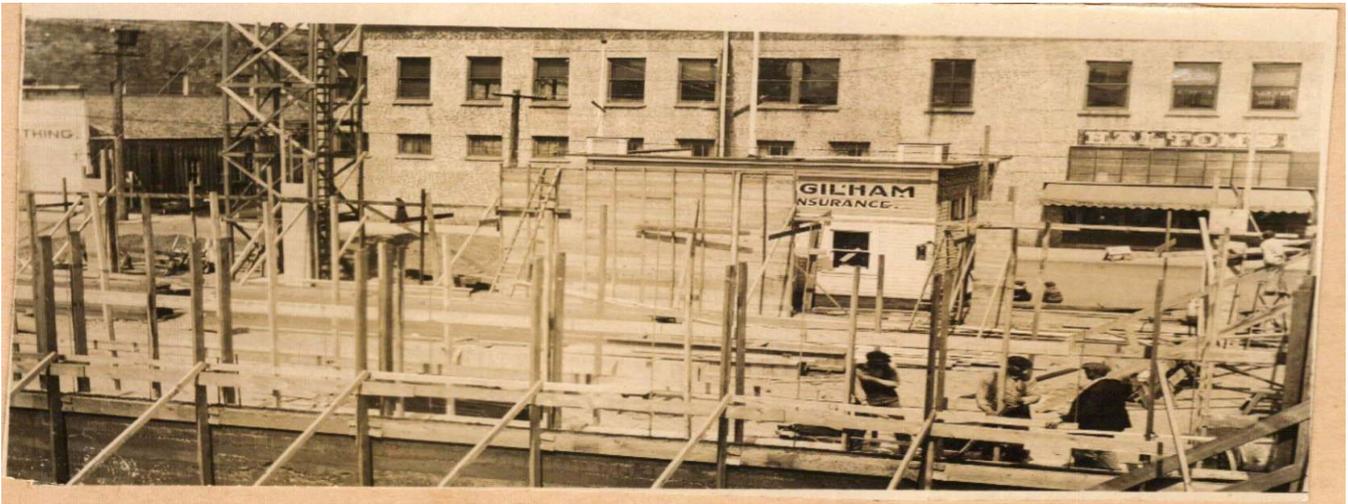
Suzanne Weber, Mayor

ATTEST:



Abigail Donowho, City Recorder

Chapter 10: Economy (State Goal 9)



Economic Background

Tillamook's community spirit and enterprise are displayed in two (2) murals, one (1) found in the City Hall and the other in the County Courthouse. The one located in City Hall is shown **below on the preceding page**. The murals were painted by Sister Lucia Wiley.



These murals are one example of many factors that influence Tillamook's potential for **regional** economic development: the murals highlight Tillamook's prominence in the history of the Captain **Cook Gray** landing, **part of the City's development** and **the community enterprising spirit that has the power to** draw tourists to the area.

In the nineteenth century, the first post office was opened and the town named Tillamook became the county seat. During the late nineteenth and early twentieth century, business in Tillamook was carried out along the streets abutting Hoquarton Slough, where boats carrying supplies could land to load and unload cargo. These businesses included commerce and the lumber mills running alongside the slough. In 1931, the Highway 101 Bridge crossing the slough was built. Tillamook was developing as the regional economic hub.

Tillamook's economy **today** is **still** part of a larger regional economy for central Tillamook County. The regional economy is dominated **not only** by **local farms and** dairy, the Tillamook **County** Creamery Association, timber production, **but also by** government services, and tourism **to major events**. Tillamook is the largest city in Tillamook County and the county's regional commercial, industrial and governmental hub.

Tillamook's role as a regional center is important for the region's economy. It is a regional center for government services – the county seat and the home of the Tillamook County

government *headquartered at the County Courthouse*. The City of Tillamook is additionally the site *of various other district offices* – the Bureau of Land Management (BLM) *District Office*, the Oregon Department of Forestry, the Oregon Department of Fish and Wildlife, Oregon State University Extension Services Office, the Northwest Education Service District, the State Senior Services Division, the County's main Post Office and State Adult and Family Services Division.

Tillamook is also a regional center for a variety of recreational activities. It is the home of the Tillamook County Fairgrounds, the Pioneer Museum, the main branch of the County Library *and the* Tillamook Bay Community College, *and the* Tillamook Family YMCA.

Tillamook is also a regional center for health care, housing the Tillamook *Regional Medical Center*, the Tillamook Health Department, Tillamook Family Counseling Center, and *several* retirement and assisted living communities.

Highway 101 provides a heavily used route for tourists, a connection to other coastal communities and a strong link between the City, the Tillamook Creamery, and the Port of Tillamook Bay. **Tillamook has large supplies of industrial land to its north and south, along with a significant mill presence in its center.**

Outside of town to the north is the Tillamook County Creamery Association's Cheese Factory, which attracts up to a million visitors a year from around the world, and distributes the cheeses made at the Creamery nation-wide.

The Cheese Factory and the City of Tillamook partnered together to develop “Branding” for the community. The brand provides a unified vision for how Tillamook markets itself to improve and maintain a healthy economy.

The Port is comprised of a number of facilities *beneficial to the City*: industrial park, airport, Tillamook County Sheriff's Department and Jail, Oregon State Police, *Camp Tillamook*, the Tillamook Air Museum and the Port of Tillamook Bay Railroad.

Various areas of the Port have been occupied by businesses over the years (e.g., lumber manufacturing, light industrial manufacturing, etc.). Today the Port continues to be a vital factor in the local economy. Following the devastating loss of the Port of Tillamook Bay Railroad during the storms of December 2007, and with the Port unable to garner enough support to repair the railroad to pre-disaster condition, the Port decided to construct alternate, capital improvement and public works projects to provide continued economic development opportunities to the Tillamook community.

Their 2012 Airport Layout plan and 2016 long Range Planning and Goal Development concept plan are referenced as indications of the directions that the Port is taking related to its future growth; these plans are critical to coordinate with given that the neighbors should both emphasize their comparative advantages in mutually-beneficial way rather than compete with each other. Extra care is needed related to the Port's Highway 101 frontage to ensure that future uses are compatible with the City's commercial emphasis.

An additional Port-related endeavor with positive economic implications for the City is the development of the Rails'n Trails project, and the location of new businesses such as the Oregon Scenic Railroad and the Railriders.

Businesses in the City cater to City residents, the County and beyond, and they interact with one-another. If the economy in Tillamook is to develop, it is critical that Tillamook's economy evolve and keep pace with predominant market trends.

Popular tourist destinations are located *both* inside and outside of the City. ~~Those destinations located outside the City~~ are listed in Table 11-1. Inside the City Limits, there are also a number and variety of destination eating and drinking establishments.

In terms of industry and in addition to the Port's Industrial Park and the Creamery, Werner Gourmet Meat Snacks, Hampton Lumber, *Pelican Brewery* and a couple of ~~trucking distribution facilities~~ **other key industrial anchors** are located inside the city *limits*.

Tillamook City *is the* service center for an approximate population of 25,000. This lends tremendous potential for commercial growth, which in turn will provide numerous economic opportunities. The importance of Tillamook as a commercial center to its in-county residents has a strong impact on the community's growth and development.

As the commercial center for the County, Tillamook is expected to retain its present relationship between employees in commercial activities and the associated acreage requirements to fulfill those activities. Any additional commercial expansion due solely to the tourist related activities, largely remains an unknown quantity at this time.

The major events in the community each year that draw tourists from *everywhere* are located at the County Fairgrounds *and* include the June Dairy Parade and Rodeo in June, and the Tillamook County Fair, *with the Pig and Ford Races*, in August.

Table 11-1: Tourist Destination Attendance 1995 – 2010

	<i>Tillamook</i>	<i>Latimer</i>	<i>Tillamook</i>	<i>Tillamook</i>	<i>Cape</i>	<i>Cape</i>	<i>Oceanside</i>
	<i>Cheese</i>	<i>Quilt</i>	<i>Naval</i>	<i>County</i>	<i>Lookout</i>	<i>Meares</i>	<i>Beach</i>
	<i>Factory</i>	<i>Museum</i>	<i>Air</i>	<i>Pioneer</i>	<i>State</i>	<i>State</i>	
		<i>Museum</i>	<i>Museum</i>	<i>Park</i>	<i>Park</i>		
1996:	814,535	6,000	81,650	16,708	-	-	-
1997:	878,295	6,561	88,131	16,308	-	-	-
1998:	906,208	5,136	85,582	15,356	184,620	194,910	368,544
1999:	900,666	5,139	81,478	13,426	186,100	158,940	350,238
2000:	917,185	5,051	85,361	13,289	188,536	151,288	367,066
2001:	1,021,633	5,124	76,827	12,575	187,560	183,924	359,128
2002:	969,587	6,300	75,212	11,327	205,840	188,022	366,958
2003:	966,980	7,105		11,408			
2004:	976,748			10,784			
2005:	944,497	6,475		9,917			
2006:	943,668	6,630		10,332			
2007:	978,146	6,968		10,827			
2008:	916,395	5,826		10,736			
2009:	975,548	7,122		9,000			
2010:	995,534	8,128		10,645			

Source: Tillamook Cheese factory Visitors Count, Latimer Quilt Museum Visitors Count, Tillamook Naval Air Museum Visitors count, Tillamook County Pioneer Museum Visitors Count, State Parks Visitors Count, 2002

The statistics above indicate modest growth in the tourist industry outside of the Urban Growth Boundary and a minor decrease in tourism within the City Limits. Because of the proximity of Tillamook to the Portland Metropolitan area, no overall significant decrease is anticipated.

The largest employers in Tillamook are listed in Table 11-2:

Table 11-2: Major Employers in the City of Tillamook

SECTION E: MANAGING URBAN GROWTH

Employer	Location	Employees
<i>Tillamook Regional Medical Center</i>	West side of town, Third Street	<i>400</i>
Fred Meyer	North side of town, Hwy. 101	300
Tillamook County Personnel	Tillamook Downtown Town Center	250
Hampton Lumber Company	East central in town	<i>150</i>

From Table 11-2, you can see that *Tillamook Regional Medical Center* is the largest employer in the City. Many privately owned organizations outside of the City Limits, as shown in Table 11-3 are also some of the larger employers in the region.

The largest employers outside the City are listed in Table 11-3.

Employer	Location	Employees
Tillamook County Creamery Association	North of town, Hwy. 101	400
Tillamook County Smoker	North of town, Hwy 101	200
Trask River Wood Works	South of town, in POTB	101
Nestucca Ridge Storage	Southwest of town, in Pacific City	90

Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Non-Farm Employment	7,930	7,940	8,000	8,120	8,090	8,310	8,510	8,690	8,750	8,750	8,370	8,350

Source: Oregon Employment Department, U.S. Census Bureau

In Table 11-4, the number of County-wide non-farm jobs shown has gradually increased for the time period between 1999 and 2010. Employment in the retail/wholesale trade and service sectors of the local economy has grown both in actual numbers and in the relative proportion of total employment. This growth includes small-scale commercial infill utilizing vacant space in the downtown commercial area, and multiple use residential/office areas

There are approximately 3,100 jobs within the City. Table 11-5 indicates fifteen (15) major S.I.C. classifications of employment within Tillamook City with scales of operations ranging from a single employee on a standard city lot to two hundred employees on over 85 acres.

TABLE 11-5: 2005-2009 INDUSTRIAL & OCCUPATIONAL COMPOSITION OF TILLAMOOK

INDUSTRIES		
S.I.C. Classification	# of employees	% of Total
Health Care and Social Assistance	563	17%
Educational Services	434	13%
Retail Trade	398	12%
Accommodations & Food Services	315	10%
Manufacturing	231	07%
Public Administration	173	05%
Admin, Support, Waste Mgmt., Remed	145	04%
Other Services	140	04%
Professional, Scientific, Tech Serv.	138	04%
Transportation and Warehouse	129	04%
Construction	103	03%
Wholesale Trade	93	03%
Finance and Insurance	91	03%
Utilities	80	02%
Information	60	02%
TOTAL	3,093	93%

Source: U.S. Census 2010

Industrial Land Projection

Further analysis of the industries in the City reveals a wide range of activities with substantially differing land use needs. Only some of these industries are reliant on the land within the industrial sector of Tillamook.

The distribution of industrial activities throughout the City can be characterized as random at best. With the exception of Hampton Lumber, which owns over 87% of the industrial property within the City, industrial operations are scattered throughout the City.

The *primary and secondary* industries of lumber and dairy have in the past been sound bases for Tillamook employment. The Tillamook County Creamery Association continues to thrive with steady employment and consistently high production of the famous Tillamook Cheese. Hampton Lumber mill (inside the City Limits) has continued to have high productivity. Both, however, have shown, through technology and consolidation, increased production without a significant increase in the labor force.

Other food products important to this area are meat and *ocean product* processing industries. They have both had a steady growth in recent years. However, overall *regional* industrial and manufacturing employment has decreased *over the past decades*. This is a concern for a sound and fully developed economy *that accommodate the increased employment demand for a projected increase in population by the year 2020*.

In 2011, most of the people who worked within the City lived outside of the City Limits. Only 31% of the City residents work within the City Limits. The majority of the City's workforce commutes outside the City Limits for work. There are approximately *twice as many* manufacturing positions employing Tillamook residents that are located outside the City Limits in relation to *the* manufacturing positions within the City Limits. **The distinction is not important if the employment is within ten miles of the city to the regional nature of our economy; however, if employment at greater distances increases a watchful eye needs to monitor that trend for an unhealthy balance.**

While the growth of supporting industrial operations has been expected and is actively encouraged, established operations foresee moderate expansion of their respective activities.

According to information collected in the Tillamook Community profile, there are *a number of* small manufacturing companies here in the City, and *twice as many* manufacturing companies within the County. *Overall though, the number of manufacturing businesses in the area (inside and outside the City) has continually decreased over the years.*

The tourism industry has continued to increase with an accompanying increase in trade and services employment. Perhaps the most notable recent phenomenon in the Tillamook area has been the growth of a year-round tourist business. Formerly confined primarily to **only** summer months, tourism has increased in the other seasons as well.

Existing Land Uses in the 101 North Floodway

There are approximately twenty-one (21) flood prone businesses – Eight (8) restaurants, and thirteen (13) commercial retail (*automobile dealers, autoparts stores, agricultural sales stores, fireplace/mechanical equipment stores, hardware stores, trade stores*) and commercial service offices (*repair shops, real-estate offices, and auto services*) – and four (4) flood prone houses

located in this 101 North area. *Some* businesses and homes *that* have already relocated or elevated themselves and were not included in this inventory.

The acreages of the properties used by existing businesses on North 101 that haven't relocated or elevated themselves two (2) feet or more above the Base Flood Elevation (BFE), breaks down to approximately 15 (14.97) acres for restaurants, and approximately 25 (25.31) acres for other commercial retail and commercial services. Approximately 2 (1.64) acres are used by the *properties of non-conforming* residential structures. This equals a total of approximately 42 (41.92) acres that have the potential to be relocated onto higher ground.

The actual size of the commercial buildings and uses on each of the properties identified is much smaller than the total acreage and breaks down further to a total of approximately 9 acres of commercial structures. This means approximately 22% of the properties in the floodway *is consumed by commercial structures and uses are commercially operational.*

Business Relocation from 101 North Floodway

For business relocation from 101 North, City staff conducted a citywide inventory identifying vacant lots, lots that potentially could be redeveloped from a non-conforming use to a conforming use or potentially could be redeveloped with greater intensity of use. City staff also identified parcels that have been 'for rent' for an extended period of time, and noted these areas as 'redevelopable'. *The* vacant and potentially redevelopable lands were identified by making observations from a vehicle on a block-by-block, parcel-by-parcel basis. The goal was to identify the amount of land available and the amount of land needed.

In 2009/2010, a study was completed identifying two key land need and (re)development issues facing the City as it works with local businesses and property owners located in flood-prone areas *to develop the "Economic Opportunities Analysis, Commercial Receiving Site Analysis, and Flood Prone Areas Re-Use Analysis."* *The report identified:*

- The potential for locations within the City of Tillamook or nearby to adequately receive businesses and property owners who choose to relocate away from flood-prone areas *and provide suitable relocation opportunities for businesses currently within flood-prone areas;* and
- The potential for the City of Tillamook and its community development partners to utilize vacated lands within flood-prone areas and *identify opportunities for reuse of vacated flood-prone land in a way that would enhance the community.*

The study analyzed four "receiving sites" for feasible-use commercial viability, (re)development suitability, feasibility, likelihood for success, and reasonable accommodation of businesses seeking a new location out of flood-prone areas:

1. Highway 6 & Wilson River Loop Site (Receiving Site #1) – A 21-acre site along Highway 6 at Wilson River Loop Road that enables the largest aggregation of new and relocated commercial development within the UGB. We find the site, based on future market conditions and commercial broker input, affords the City the "lowest-hanging fruit" regarding a new node of commercial activity with significant commercial "gravity" for several different businesses.
2. Highway 6 & US Highway 101/Pacific Avenue Extension (Receiving Site #2) – A potential traffic reroute of Highway 101 at Highway 6 would create significant changes in commercial improvements ~~should the alternative be selected~~ *and would become available once that*

intersection is re-worked. Right-of-way would replace the Mar Clair Inn and nearby commercial/restaurant improvements.

3. Downtown Tillamook (Receiving Site #3) – Downtown Tillamook West of Highway 101 between Front & 3rd Streets affords a number of redevelopment opportunities for relocating businesses. The majority of sites, however, have highly varied improvement values, highly varied access and visibility qualities, and unknown owner intentions with sites largely confined to single city blocks. **This area has been more recently been addressed through the Waterfront Plan.**

4. Port of Tillamook Bay (Receiving Site #4) – The Port of Tillamook Bay undoubtedly has numerous Greenfield and business park sites zoned for general industrial uses that could host various businesses. Due to the industrial restriction in the current zoning at the POTB, the pool of candidate businesses in existing flood-prone areas along north 101 that would conform to zoning at the Port is limited.

Two sites (Receiving Sites 1 & 2) were ***specifically*** identified as offering substantial relocation potential given location and site suitability such that preliminary concept plans were created to illustrate potential development and redevelopment capacity, orientation, and access on-site.

All four of these sites are part of the study area of the Central Tillamook Region Economic Opportunities Analysis (EOA). While the study identified the Highway 6 and Wilson River Loop as the preferred site for relocating businesses outside of flood-prone areas, there may be broader benefits to locating these businesses in Downtown Tillamook, outside of the flood plain.

In making decisions about encouraging businesses in flood-prone areas to relocate, the City should evaluate the community development goals that can be met through increasing development in Downtown, rather than at the edges of the City. The City of Tillamook can play an active role in helping to guide the local economy so that it continues to support existing businesses and generate new activity.

Economic Opportunities

~~This particular factor is a positive force for economic development, but some other factors limit the city's potential.~~ By examining and comparing the main strengths and weaknesses, one can assess Tillamook's potential for economic development and then adopt policies and take actions to enhance community strengths and deal with weaknesses. This type of "economic opportunities analysis" is required by state administrative rule.

In 2013, the City of Tillamook and Tillamook County worked together to develop a regional economic opportunities analysis (EOA). The EOA's purpose is to consider economic opportunities for the entire Central Tillamook region, not only the economic opportunities of the City itself. It is an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate



to state and national trends consistent with the requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009).

A key product of the EOA is **was** recommendations about directions for future changes to economic policy or economic development strategies **which are fully referenced herein with two primary goals:**

- ~~Identify comparative and competitive advantages for economic development, with policy direction to capitalize on these advantages.~~
- ~~Determine if there is enough land to accommodate twenty years of growth, between 2013 and 2033 and evaluate the existing employment land supply to determine if it is adequate to meet that need.~~

~~Implications of national, state, and regional economic and demographic trends on economic growth~~

Certain portions of the Analysis **are highlighted** ~~were identified in this chapter below as key findings~~ benefitting the City for economic policy development and land supply.

~~Goal 9 of Oregon's Statewide Planning Goals and Guidelines pertains to economic development. As identified in the EOA, the City fulfilled the following Goal 9 economic element requirements:~~

- ~~Including an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends.~~
- ~~Containing policies in this chapter concerning the economic development opportunities in the community.~~
- ~~Supplying enough land to accommodate projected employment growth.~~
- ~~Limiting uses on or near sites zoned for specific industrial and commercial uses to those which are compatible with proposed uses.~~
- ~~laying a policy foundation that reflects the City's economic values.~~

Key Trends Affecting Employment Growth

The EOA found that the National, State and Regional economic and demographic trends that play a large role in determining Tillamook's economic growth. ~~These include:~~

- Lingered effects of the national recession
- Growth of service-oriented sectors
- Lack of diversity in Oregon's economy
- Importance of small businesses in Oregon's economy
- Availability of trained and skilled labor
- Aging of the population
- Increases in energy prices
- Low wages
- Education as a determinant of wages
- Importance of high quality natural resources
- Projected employment growth

Economic opportunities in the Region are a function of regional historical trends and future economic shifts and employment growth.

While nearly all sectors of the economy grew since 1990, some sectors grew faster than others, resulting in a shift in the distribution of employment by sector. Key historical trends

included in the 1990 to 2011 period include:

- *A substantial increase in the share of employment in non-retail services, which increased from 21% to 39% of covered employment in Tillamook County.*
- *A decrease in the share of employment in Retail Trade, from 24% to 11%. The number of jobs in retail decreased by 38% (550 jobs) over the 21-year period.*
- *The number of jobs in manufacturing stayed stable over the 21-year period with no growth in manufacturing. The share of covered employment in manufacturing decreased from 20% to 15%. The type of product made in Tillamook changed over the 21-year period, with an increase in food manufacturing and decrease in employment in wood products manufacturing.*
- *A decline in the share of employment in Government, which decreased from 24% to 21% of covered employment.*

Strength, Weakness, Opportunities, And Threats (SWOT)

Table 11-6 summarizes the results of the SWOT analysis, with the internal assessment of the characteristics of the City and region, and an external assessment to the global, national, regional, and state characteristics.

Table 11-6. Regional SWOT (Strengths, Weaknesses, Opportunities & Threats) Analysis

<p>Strengths</p> <ul style="list-style-type: none"> • Natural resource industries, such as dairy industry, fishing and shellfish industries, and timber (wood products industry / proximity to State Forest), and two Bays; • Comparatively large share of manufacturing employment; • Remote location, but 1.5 hours from the Portland area; • Freight access to Portland and broader markets via Highway 6; • Access to Highway 101 and Oregon Coast tourism; • Port of Tillamook Bay and Tillamook Airport; • High-speed Internet communications via the Lightwave Fiber Optic Ring; • Variety of attractions, including the Tillamook Cheese Factory, Quilt Museum and trail, Tillamook County Water Trail, and Forestry Center; • Moderate climate; • Access to natural areas and related recreational activities (beaches, hiking, kayaking, fishing); • Relatively low cost of living and high quality of life; and • Engaged citizens. 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Vacant commercial and industrial lands in poor locations (e.g., flood-prone areas) or lack urban services; • Lack of infrastructure, such as freight rail service, sewer capacity at the Port, or natural gas; • Traffic impacts from Highway 101 and poorly-maintained local roads; • Distance from I-5 • Limited urban amenity retail; • Limited employment opportunities and low wages and income; • Comparatively small share of residents with a Bachelor's degree or higher; • Lack of diversity in the composition of the regional economy; • Lack of focused strategy or cohesive branding; • Insufficient hotels; • Rainy climate and associated flooding; and • Odor from dairy industry;
<p>Opportunities</p> <ul style="list-style-type: none"> • Attract manufacturing; • Potential for growth in alternative energy industries; • Production of specialty agricultural products (e.g., wasabi or truffles) and non-dairy food processing (e.g. microbreweries); • Cohesive branding strategy; • Development of tourism industry; • Urban renewal; • Redevelop the retail area; • Increased focus on education and retention of young, educated workers. 	<p>Threats</p> <ul style="list-style-type: none"> • Natural disaster (tsunami); • Dairy closures; • Deferred maintenance of infrastructure; • Competition from other communities; • Environmental and land use regulations; • Lack of implementation; • Apathy; and • Slow state-wide recovery from the recession.

Competitive And Comparative Advantages

Economic conditions relative to conditions in other coastal communities form the competitive and comparative advantages for economic development, and have implications for the types of businesses most likely to locate or expand in the City.

The local factors that form the competitive and comparative advantages are summarized below.

- *Location and Proximity.*
Tillamook is located in a relatively remote area, relative to cities located along the I-5 corridor, but still has an advantageous proximity to Portland. It is located several miles from the Ocean. The lack of ocean views and access is a disadvantage for Tillamook, compared to some of Oregon's coastal cities.
- *Access to Transportation.*
- *Access to Infrastructure.*
- *Access to Natural resources.*
- *Tourism and the existing draws for visitors. In addition to completing the rollout of the Branding Strategy, a future study that would be beneficial for retail attraction and development would be to garner the analytics and psychographics of the community with the city's forty-five minute drivetime market area versus that of the traveling demographics utilizing Highway 101. Retailers are not pioneers and having the community profile ready, along with the type profiles of the area's customer demographics (which are not always the same) is an excellent marketing tool.*
- *Access to Regional Labor market.*
The Region's existing economy is largely dependent on the Tillamook Creamery, which accounts for a substantial amount of manufacturing employment in the Region and attracts nearly one million visitors to the Region annually. Employment in food products manufacturing and animal production account for about one-fifth of employment in the region, much of which is directly or indirectly involved with production at the Tillamook Creamery. The high degree of dependence on one company is an economic weakness for the Region.
- *High quality of life.*
- *Public policy.*

Employment and Land Forecasts: How much growth is the Region planning for?

To provide for an adequate supply of commercial and industrial sites, the City needs an estimate of the amount of commercial and industrial land that will be needed.

The range of employment growth for the 2013 to 2033 period is based on the following considerations.

- *The low growth scenario shows the Region growing by 969 jobs – an average annual growth rate of 0.64%.*
- *The medium growth scenario shows the Region growing by 1,710 jobs – an average annual growth rate of 1.00%. This is the most reasonable point forecast and will be used*
- *The high growth scenario shows the Region growing by 2,545 jobs – an average annual growth rate of 1.38%.*

Some types of employment will have higher employment densities (e.g., a multistory office

building) and some will have lower employment densities (e.g., a convenience store with a large parking lot).

Employment will require between 58 gross acres and 161 gross acres of land over the 20-year period. The medium forecast shows that 102 gross acres will be needed: 39 acres of industrial land, 56 acres of land for retail and services, and seven (7) acres of land for government uses.

Buildable Lands

In planning and zoning the City of Tillamook's land, the land used *for business and industry for potential economic development* is classified in two main categories: commercial and industrial. Commercial uses are those involving retail sales and services: restaurants, grocery stores, motels, offices, and so on. Industrial uses are those involving the manufacture, processing, or distribution of products: factories, mills, food-processing plants, etc. The industrial classification also includes wholesale storage and distribution facilities such as warehouses and shipping centers. **The City's zoning does allow for a mixing of these two components, but for inventory purposes, they are kept distinct.**

The buildable lands inventory identifies commercial and industrial lands available for development for employment uses within Tillamook. The inventory is characterized as supply of land to accommodate employment growth. Population and employment growth drive demand for land. The amount of land needed depends on the type of development and other factors based on analysis of data.

EOA Land Base and Inventory

About one-quarter of the commercial and industrial land in the Region (601 acres) is within the City of Tillamook's UGB. A majority of the land (nearly two-thirds of the industrial land in the Region (1,574 acres)) is within the Port.

After the redesignation of approximately 170 properties in the City, the results show that:

- *About 14% (99 104 acres) of the suitable land in the region is within the Tillamook UGB.*
- *About two-thirds of the total suitable acres (67 acres) within the UGB are Industrial zones.*
- *The City has 29 acres of suitable highway commercial land with an additional seven (7) acres of highway commercial land that is constrained by the floodway, but can still be developed consistent with existing City regulations.*
- *The City has 140 acres in the residential mixed-use R-O zone, and the inventory considers eight acres available for commercial uses. The amount of land available for commercial uses could be more, but the R-O zones places limitations on commercial use.*
- *The largest employment site is outside of the City UGB and is controlled by the Port and contains an estimated 500 acres of suitable land. Less than half of that land is serviced at this time.*
- *Several other significant industrial sites exist in the unincorporated area outside the City*

UGB.

Redevelopment Potential

Overall, about 10% of the developed sites have high redevelopment potential, and another 19% of the developed land has little redevelopment potential.

Short-Term Land Supply

Employment land within the Tillamook UGB and industrial land at the Port account for the bulk and location of the short-term land supply. Exceptions to the supply are sites that do not have services and cannot be serviced (at a reasonable cost) within a year.

Comparison of Land Capacity and Demand

In all three employment forecasts, there is sufficient industrial land to accommodate expected growth, without accounting for the desired site characteristics of the target industries.

The key issue is whether there is sufficient commercial land with the necessary characteristics to accommodate expected growth, especially:

- (1) whether there is enough land that is primarily meant for commercial development,*
- (2) the location of vacant commercial land, and*
- (3) opportunities for commercial development at the Port.*

Commercial land within the City of Tillamook.

There are about 29 acres of commercially zoned land within the City, in about 24 sites. Tillamook has one larger commercial site: 17 acres zoned Highway Commercial. In addition, the City has nearly 4 acres of land zoned for Multiple Use Residential, which conditionally allows commercial retail and services not-to-exceed 3,000 square feet per use, and additional 20 acres of land zoned for Light Industrial which allows for a limited scope of commercial uses.

Location of commercial land.

Much of the unconstrained vacant commercial land in the City of Tillamook is located outside of the City core, north of the City along Highway 101 or in the east of the City along Highway 6. The location of unconstrained vacant commercial land is not ideal if the City wants to concentrate retail and tourism activity in a commercial district in or near downtown. One of the key economic opportunities and potential growth industries is growth of tourism, such as restaurants, hotels, small shops for visitors. More moderately-priced hotels may prefer to locate along Highway 101.

Opportunities for commercial development at the Port.

The Port expects land along Highway 101 to develop with a mixture of commercial and retail uses. This land at the Port used to support commercial development does not replace demand for commercial land in areas, such as downtown Tillamook. Commercial uses at the Port should complement, rather than compete with, commercial uses within the City of

Tillamook.

The City, County, Port and other interested parties will need to determine what types of commercial uses are appropriate on the Port site, identifying uses that do not conflict with the City's policies as described in this Chapter.

Characteristics of Needed Sites

The characteristics of land needed to accommodate the targeted industries are based on the identified need for: 39 gross acres of industrial land and 56 gross acres of commercial land. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, viability, specific types or levels of public facilities, services energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes. The following summarize the site characteristics for manufacturing and tourism.

Manufacturing

Manufacturing includes a wide-range of businesses, from small-scale specialty manufacturing to wood-products manufacturing to alternative energy producers to large-scale manufactures. Manufacturers will need to locate on land that allows manufacturing, such as land zoned industrial. A key option for manufacturers is locating at the Port of Tillamook Bay's Industrial Park. There is ample supply of industrial land at the Port, with access to sewer, water, and other services, and access to Highway 101, and shipping from the Tillamook Airport. Some businesses may have special site needs that will need to be addressed on a case-by-case basis.

Tourism

Tourism includes a wide-range of businesses, from hotels and motels to restaurants to shops to large-scale attractions. Tourism businesses will require a location in areas where visitors frequent, such as along Highway 101 in Tillamook. Some businesses may prefer a location with a view, such as restaurants or overnight-accommodations, with a site large enough to accommodate the built space needed by the business, employee and customer parking, maintenance or storage yards, and room for expansion of the business. They will need automotive access. Some will require access to Highway 101 or Highway 6 and some may prefer to locate in an area with access to local streets, and will requires sites with high visibility, either along Highway 101, Highway 6, or downtown Tillamook - exposure to traffic and storefront view to the road to attract passing motorists and other customers. Site needs for businesses that provide services to visitors may also have special site needs that will need to be addressed on a case-by-case basis.

Commercial development in flood-prone areas.

The study by Johnson-Reid in 2010 identified need to relocate some commercial uses within the City of Tillamook from flood-prone areas. The City has approximately seven (7) vacant acres in the floodway. These sites were not considered suitable for the purpose of the inventory, but can still be developed consistent with city regulations.

As part of its land analysis and rezoning efforts, the City strove to increase flexibility on commercial that were heavily constrained by flooding to promote Urban Farming of horticulture and specialty products such as artichokes, mushrooms, and wild rice in order to change the highest and best use to something can be realistically accommodated and to integrate green spaces along the roadside.

Visioning for Economic Development

The visions for the economic development are:

- 1) to help Tillamook's existing businesses keep up to date and competitive in the marketplace; and*
- 2) to attract the kinds of new businesses necessary to maintain and increase the City's livability.*

Large parcel availability, the ability to pay for infrastructure improvements, the connections to city and regional planning goals, and the links to other community development issues all play a role in determining which businesses and industries will continue to develop and prosper in Tillamook. Attention to these factors can enhance the local economy's ability to capture growth in emerging industries. The types of industries identified below are best suited to the City's economic development visions:

- Industries that do not require large parcels of land,*
- Industries that create or bring in additional wealth by exporting their goods and services outside the region,*
- Industries that provide quality jobs (defined as jobs that pay at least 80% of the regions average wage and provide worker benefits).*

Implications For Economic Development: What are the implications of the key economic development issues in Tillamook?

- The City, with the inclusion of the acreage at POTB has enough industrial land to accommodate the forecast for employment growth over the next 20-years.*
- After rezoning of properties in the City there will be enough commercial land (current deficit of 3 – 11 acres) within the City's UGB to accommodate commercial growth over the next 20-years.*

The challenge is developing approaches to strategically position the land base and infrastructure to capitalize on the comparative advantages and identifying strategic public investments that retain existing businesses and attract new businesses.

The City can plan for growth in employment and increases in income, while retaining the unique and desirable characteristics of the community. Economic development policies and strategies need to be crafted to provide opportunities for types of growth that are consistent with community values, as well as the comparative advantages of Region.

Businesses that need to locate near natural or agricultural resources and/or likes the quality of life in Tillamook are the types of businesses that the City should work to grow, attract, or retain.

The primary manufacturing opportunities for the Region build from the existing types of

businesses in the Region. Expanding the array of specialty agricultural products grown and processed in the Region builds from the Region’s existing businesses and provides opportunities to grow jobs in the Region and increase wealth coming into the Region.

The City and County modified the Urban Growth Management Agreement (UGMA) in 2011 to allow the city to extend wastewater infrastructure to the Port site. Identifying funding sources is the next challenge.

Some industrial lands within the City are unserved because of the prohibitive cost or complexity of providing services to the industrial sites. Options for servicing these sites, removing unserviceable industrial sites from the UGB or using the land for other purposes that do not require urban-level services are open for consideration. In addition, there may be opportunities for redesignation of lands to allow for commercial development.

GUIDELINES FOR LAND DESIGNATION DECISIONS

Conclusion

It is important to ensure that the right types of land, in terms of lot size, location, services, etc., are available.

Several The location of older commercial buildings in Tillamook’s downtown ~~are vacant, for sale, and there are a number of existing storefronts in the downtown area available for rent.~~ *Their location* makes them highly desirable for many types of retail, office, or other commercial uses. Most of them, however, need some remodeling or repair, and bringing these older structures (especially those with masonry construction) “up to code” may be expensive. The extent to which the downtown buildings are redeveloped will have a significant effect on the community’s need for commercial land – and on its economy.

This presents the city with a choice: compensate for the weaknesses of some commercial and industrial sites by adding additional parcels to the inventory, or enhance the existing inventory by improving access, developing infrastructure, and, especially, enhancing and redeveloping the downtown. It may seem that “quantity” is the obvious answer, but in fact there are several not-so-obvious problems in planning and zoning much more land for development than is likely to be needed. This is essentially a choice between quantity and quality of buildable land.

The main problem is cost of infrastructure – public facilities, services, and utilities. If “raw land” were all that commerce and industry needed, infrastructure would not be a big issue. But today, commercial and industrial developments need quite an array of services. Most developers will seek developed sites that have suitable water, streets, sewage disposal, storm drains, fire protection, electricity, and so on. If the city plans and zones an excess of land for development, it winds up paying for excess capacity in its service systems.

A second *potential* problem is often referred to as “sprawl” – the spreading of a city over an unnecessarily large area. For every acre the city plans and zones for commercial and industrial development, an acre of farmland or an acre that could have been used for parks or housing is displaced. Planning an excess of land for development thus may have unforeseen costs.

For such reasons, the “quality” option may be preferable: the city should concentrate its first efforts on making the existing commercial and industrial zoned lands market-ready. Focusing

development in and around already existing centers of development may be more suitable for quality economic growth and development.

A potential for reuse and development of the properties west of the City's core, in the historic area, south of Front Street, north of First Street, between Cedar and Grove, on a block-by-block basis, is the establishment of a concentration of mixed uses - cottage "small-scale" industries, commercial retail, commercial services and residential – known as "Hoquarton Village." Not only could the area act as an incubator for local starter businesses, but become a tourist destination to discover local talent and rediscover the original City.

The Waterfront Project—~~Hoquarton Area Plan~~—will explore the possibilities of redevelopment of the area west of Main Avenue along Hoquarton Slough, and will create a master plan for infill development, redevelopment, and a multi-modal transportation network with development of zoning and development codes that guide desired development.

In addition, the Main Street Program, the Hoquarton Historical Interpretive Center, Front Street Boat Ramp Improvements, Tillamook County Library Park, Tillamook Bike-Skate Park and City branding, and other plans are underway to improve economic conditions in Tillamook.

With all the necessary coordination of the programs and plans of a variety of organizations interested in the revitalization of Tillamook's town center and waterfront area, and the general plans in place, there is an overwhelming need for synchronization and development of a prioritized action plan that is based on a community-wide strategic process. The following are the common goals developed during initial Tillamook Community Strategic Action Plan meetings in 2014:

- *Promote and support public involvement in the decision-making process;*
- *Managed growth that improves economic viability while maintaining small town character;*
- *Preserving historic areas, buildings and traditions;*
- *Improving pedestrian safety and access to City parks and recreation activities;*
- *More and better City parks and recreation facilities;*
- *Capitalizing on the opportunities provided with the Highway 101/Highway 6 project;*
- *Clearly communicating cultural, heritage, parks, projects and opportunities;*
- *Creating a clean, attractive outdoor environment;*
- *Creating and maintaining regional partnerships;*
- *Managing and improving parking access in the downtown area;*

~~The development of additional Specific Area Plans and overlay districts will be considered to support economic revitalization of Tillamook.~~

Potential Growth Industries

The types of industries that the City wants to attract have the following attributes:

- *Living-wage, stable jobs with benefits;*
- *Jobs requiring skilled and unskilled labor;*
- *Employers in a range of industries that will contribute to a diverse economy; and industries that are compatible with the Region's community values.*

In order for the local business climate to remain healthy and strong, a continued emphasis should be placed upon policies that promote the development of Tillamook as a knowledge-based economy.

Target Industries: What types of business does Tillamook want to attract?

The characteristics of the region will affect the types of businesses most likely to locate in the City. The attributes that may attract firms are comparative advantages: location in the North Oregon Coast, access to Highways 101 and 6, comparative ease of moving freight from Tillamook to Portland, range of businesses in the region, access to natural resources for manufacturing, and high quality of life. The types of businesses that may be attractive include:

- *Specialty food production.*
- *Forest products.*
- *Specialty agricultural and forest production.*
- *Alternative energy production.*
- *Agricultural services and businesses.*
- *Specialty manufacturing.*
- *Light manufacturing.*
- *Services for visitors.*
- *Retail and personal services.*
- *Health services.*
- *Services for seniors.*
- *Government and Public Services.*

Can some employment growth be accommodated on underutilized land?

Some new employment can be accommodated on underutilized lands, such as vacant buildings or businesses that can make more efficient use of existing office space.

Development of a Knowledge Based Economy

*Today's economy is information based and impacts all types of industries in the way business is conducted. E-commerce, Internet communications, on-line marketing and other uses of technology create the capability for "on-the-fly" business transactions. Innovations such as these permit businesses to cut costs and at the same time be more responsive in how they respond to their markets. Almost every type of business requires these new technologies in order to stay competitive, and with them new skills within the workforce needed to utilize them. *The City and Lightwave are supporting growth of this segment with the extension of Fiber Optic around Main Street as part of ODOT's highway realignment.**

How much land will be required for employment?

The medium forecast of growth of 1,710 new employees will result in the following demand for vacant (and partially vacant) employment land:

- *39 gross acres of industrial land; and*
- *56 gross acres of commercial land for retail, services, and government uses.*

Does the Central Tillamook Region have enough land to accommodate employment growth?

~~In all three forecast scenarios, there is sufficient industrial land to accommodate expected growth, without accounting for the desired site characteristics of the target industries. There is a small deficit of commercial land.~~

Commercial land need is a combination of land for retail and services and government. While it appears that there is enough or nearly enough land to accommodate future growth, it does

not tell the full story of employment land sufficiency in the Central Tillamook Region. The key issue is whether there is sufficient commercial land with the necessary characteristics to accommodate expected growth. The specific issues are: (1) whether there is enough land that is primarily meant for commercial development in the Region, (2) the location of vacant commercial land, and (3) opportunities for commercial development at the Port.

- *Amount of commercial land. There is an 3-11-acre deficit of commercial land to accommodate expected growth. Some of the large commercial sites include a 17-acre site in the City and a seven-acre site in the County.*
- *Location of commercial land. Much of the unconstrained vacant commercial land in the City of Tillamook is located outside of the City core, north of the City along Highway 101 or in the east of the City along Highway 6. The City of Tillamook has seven acres of Highway Commercial located in the floodway north of the city center. While these lands are constrained, they can be developed for commercial uses if they meet the standards in the Tillamook development code.*
- *The location of unconstrained vacant commercial land is not ideal if the City wants to concentrate retail and tourism activity in a commercial district in or near downtown. One of the key economic opportunities and potential growth industries identified in this study is growth of tourism, such as restaurants, hotels, or small shops for visitors.*

Re-Examination of Existing Zone Districts.

For healthy economic development, consideration of incompatible uses needs to occur in conjunction with the review of the City's Zoning Map and the Comprehensive Plan Map. Incompatibility continues to be an issue with pre-existing non-conforming uses and proximity of zone district location.

An option, as mentioned earlier, is to take steps to encourage redevelopment within the downtown area. This would include the Main Street Program, the Hoquarton/Waterfront Project, and similar plans.

It is important for the City, County, Port and other interested parties to engage in a continued dialog and planning process on multiple projects to determine what types of commercial uses are appropriate on the Port that do not conflict with the City's policies.

*To promote economic development in the City, the City ~~needs to identify~~ **has identified the need to rezone** properties in the UGB to meet the current deficit of 3 – 11 acres available for commercial development and re-examine incompatible zone districts in the City.*

Further Support for the Economy

*To support development in the City, the following four areas should apply: 1) promoting an entrepreneurial climate for existing and new businesses, 2) providing a strong public partnership for economic development, 3) rezoning properties so additional land is available for commercial development, **which is being done simultaneously with the adoption of this Element**, and 3) ensuring a high quality of life. Specific actions and work products associated with these areas are identified in the policies and future development plans, such as the **Waterfront Plan, which is incorporated herein by reference in the attached Appendix ___.***

Promoting An Entrepreneurial Climate For Existing and New Business

There are some aspects of business development that are required by any company, regardless of size or industry. These include the ability for businesses to keep up to date on standards and practices, having an adequate supply of skilled workers, and being able to connect with and learn from related businesses and experienced entrepreneurs. It also includes strong regional networks that address issues such as capital and links to higher education. While activities are often driven by a partnership of public and private organizations, local government may have an active role in supporting these issues. This is already underway with establishment of a City-wide Branding, a Main Street program, and the Pelican Brewery downtown along with ensuing locations of De Garde Brewery and Scout Bars into the core of the City.

Providing A Strong Public Partnership For Economic Development

Attracting any size and type of business also depends on having a set of strong building blocks to form a foundation for business development. These building blocks include having an adequate supply of buildable land to meet projected needs, availability of adequate public facilities and services, and good access via the transportation system. They also include positive support for economic development by public agencies, and a regulatory environment that is conducive to forming or expanding business. The City of Tillamook has a major role in assuring that these building blocks are in place in the Tillamook area.

To that end, Tillamook highest priorities identified in COLPAC's (a regional economic development agency) plan include Development of year-round facilities and events at the Fairgrounds; Rails and trails development from the Creamery to the Highway 131; Sewer extension to the Port; and the City's newly-developed waterfront plan, which calls for a live/work artisan manufacturing area in the light industrial zone on the west end of Front Street.

Ensuring A High Quality Of Life

In addition to issues that affect the direct operations of a business, there are quality of life factors from parks and arts to public safety and workforce housing that are critical to the overall economic environment that attracts and retains business owners and their workforce. Successfully linking economic development with the array of community development efforts will enhance both endeavors, which is why the City found that enhancing residential supply simultaneous with commercial/ industrial rezoning in order to effectively support economic growth.

Goal, Objectives, Policies, and Implementing Procedures for Tillamook City's Economic Development

Goal for Economic Development

To diversify and improve the economy.

Objective No. 1 for Economic Development: To improve the economic vitality of the Tillamook area, and Revitalize the Tillamook City Downtown, **including the historic waterfront area.**

Policies for Objective No. 1 for Economic Development

Policy E-29: The City will promote a revitalized City Center that serves as a Gateway to Commerce supporting residents and tourists in a viable economic and cultural manner.

Implementing Procedures for Policy E-29

- Develop marketing ***and branding*** programs to promote tourism and to advertise Tillamook's historical significance.
- Develop a marketing ***and branding*** programs to make businesses aware of Tillamook's potential for economic development.

Policy E-30: The Town Center Plan shall include design review standards and criteria and be a commercial overlay district in the City Development Codes. The Plan may compliment early efforts and provide continuity of purpose in terms of color schemes, architectural and design elements and public open space. ***The Town Center Plan shall layout a template for mixed use development (residential, commercial retail, commercial service, and other uses) that will promote strong economic development in the center of town.***

Recreational marijuana production is prohibited in the Town Center.

Implementing Procedures for Policy E-30

- The City shall develop and preserve the City Center to retain a small, friendly, relaxed and welcoming environment, and maintain a small town center atmosphere
- ***The Town Center Land Use Template shall identify business locations in the Town Center that will promote strong economic development in the center of town.***

Policy E-31: The City shall explore the desirability and feasibility to providing in the core area, public restrooms, covered walkways and sidewalk amenities, such as trees/shrubs, benches and a public fountain.

Policy E-32: Programs to enhance the Central Business District, such as improving the outward appearance of the existing structures and an overall downtown development plan are desirable to help maintain the economic viability of this area. A special emphasis should be placed on the Town Center development and traffic and parking patterns and problems in the CBD.

Implementing Procedures for Policy E-32

- A Downtown Master Plan for the built environment will include a staging plan for restoring key structures and a remodeling plan for upgrading structures by defined development standards.
- The Downtown Master Plan will include the creation of restoration and remodeling standards to guide a staging plan.
- The Downtown Master Plan for the built environment will include the development of an era design program to provide guidance during the restorative and remodeling effort.
- There shall be design consistency (standards) in design review of the Commercial District.
- ***The development of additional Specific Area Plans and overlay districts shall be considered to support economic revitalization of Tillamook.***
 - ***The Health Care Overlay District,***
 - ***The Waterfront Overlay District***

- Develop an incentive program for meeting standards ~~(Tillamook City Economic Development Loan Fund).~~

Policy E-33: Parking in the downtown area is essential. Surface lots shall be focused internally and designed to reinforce a pedestrian oriented streetscape. Perimeter landscape screening will be required for surface parking lots.

Policy E-34: New development and conversions in the central commercial district are encouraged and may be required to provide off-street parking. Generally, elimination of off-street parking requirements shall not take place unless adequate uncommitted parking spaces exist within one block walking distance, or when established off-hour shared arrangements allow double use of available spaces.

Policy E-35: The City shall continue to monitor new commercial development to assure that available parking spaces equal customer demand. The City shall encourage private investors to fund needed parking (by L.I.D., revenue bonds, etc.).

Policy E-36: Expansion of the Central Business District (CBD), *including possible rezoning of properties, known as the Hoquarton Waterfront, adjacent to Front Street*, shall be monitored to identify when it is needed. *Recommendations identified in the Waterfront Plan will be taken into consideration when potential expansion of the Central Business District is needed.*

Policy E-37: The City shall monitor increased growth and projected future growth of Highway Commercial uses and the need for expansion. Specified Highway Commercial areas at the northern, southern and eastern borders of the City, would provide economic opportunities of:

- Increased employment sources, investment and tax revenues of existing and new business activities.
- Eliminate the problems of conflicting uses by providing adequate space for highway related uses not suitable for location in other areas of the City.
- Maintaining and increasing tourist trade revenues.
- Providing a social focal point such as a highway rest/wayside in conjunction with Chamber of Commerce informational activities.
- Providing additional land area for location and expansion of new and existing businesses.
- Centralized Highway Commercial uses to maximize energy conservation techniques and minimize travel time.
- Provide for possible location of a Retreat Center complex.

Policy E-38: *The location of businesses of all classes and types (restaurant, retail, hotel, specialty services, financial, insurance, real estate, manufacturing, health care, etc.) shall be examined carefully and incorporated into the site selection process.* The classes and types of businesses and/or services that require large land areas are to be encouraged to locate in the Highway Commercial area, and shall include motels, restaurants, auto sales and repair, commercial recreation, service stations, garden/farm supply stores, nurseries, home furnishings, retail lumber, and other retail and wholesale establishments. *The classes and types of businesses and/or services that are pedestrian-oriented, and will fit into the mixed-use downtown core, and can preserve and enhance the historic buildings and character of the key historic period of the Town Center are encouraged to locate in the Town Center area.*

The classes and types of businesses and/or services that do not require large spaces and can serve nearby residents conveniently are encouraged to locate in the Neighborhood Commercial area.

Policy E-39: Tillamook City must have a distinctive identity heralded by its well-recognized five Gateways, and shall provide "City Gateways" at the five (5) major street entrances to the City of Tillamook: Trask River Bridge, Wilson River Bridge, Port of Tillamook Bay RR Bridge on Highway 6, South Highway 101 Divider Island at Main & Pacific, the Hoquarton Crossing on 101, and enhance the Gateways image by distinctive signage, lighting & landscaping. ~~Each "Gateway" and City entrance shall include current City population.~~ The City additionally shall develop and include appropriate commerce signage for each Gateway that identifies the Downtown Commercial District. *The City should examine the possibility of Native American art to greet motorists at the Hoquarton Crossing Gateway.*

Policy E-40: The City shall encourage the development of a tourist wayside-rest area along Highway 101 North and Highway 6, and shall coordinate with Tillamook City service clubs to acquire and develop such facilities.

Objective No. 2 for Economic Development: To create more and better jobs in Tillamook, to raise per capita income, and to have the resulting wealth be retained and reinvested in the community so as to create a better quality of life for all.

Policies for Objective No. 2 for Economic Development

Policy E-41: The City will encourage a downtown development plan, *including site selection process for the location of businesses of all classes and types, the Waterfront Plan, and possible rezoning of properties and the development of Hoquarton Village adjacent to Front Street*, with implementation strategy to guide the creation of a viable business organization, a restructured economic market mix of commerce in the City Center and a design initiative which refreshes and underscores the pedestrian-friendly, livable aspects of the City Center. *To support business development through targeted land (re)development, and adequate infrastructure, the City shall develop business districts that are accessible and provide job and business opportunities as described in the EOA.*

Implementing Procedures for Policy E-41

- Work with civic and business leaders to create a redevelopment master plan for Tillamook's central commercial district and Town Center to make the downtown more attractive to shoppers and businesses. This master plan should address matters such as street furniture, street trees, lighting, pedestrian circulation, parking, *murals*, public art, refurbishing of storefronts, and restoration of older buildings. The Town Center Plan, shows how the downtown could look if such a plan were developed and implemented.
- The Downtown (Central Commercial Core) business mix should effectively support residential markets first and tourism markets second and be the backbone of a business and service center for the City and the area.
- *The City shall require a high quality of new development within the City to create an attractive environment.*

- ***The City shall recognize and actively engage the growing cultural diversity in Tillamook. There is a need to embrace the Hispanic business and cultural community into the City's economic endeavors.***

Policy E-42: The Community and the government shall encourage the retention of the downtown business district as the primary shopping, service and financial center for the City of Tillamook area.

Implementing Procedures for Policy E-42

- Support the downtown revitalization effort.

Policy E-43: The City shall investigate municipal means as well as encourage downtown **and waterfront** business attempts, to form improvement districts or other financial means of enhancing the vitality of the central commercial area. Such attempts shall not be limited to parking improvements, but shall also focus on use of second story buildings, attractive shops and public attraction areas and the providing of adequate downtown apartment housing. ***This shall also include the development of an artisan manufacturing pod on Front Street. In order to assist start-up enterprises, this area is proposed to have shared facilities such as loading, parking, showroom, warehousing and a commercial kitchen. Assistance would be needed to design and construct such facilities.***

Implementing Procedures for Policy E-43

- Downtown stakeholders shall strive to build a better revitalization network. Stakeholders include, but are not limited to: the Resident Shopper, the Resident Non-Shopper, City Service Organizations, Tillamook Chamber of Commerce, Tillamook City Council, Tillamook City Administration, Tillamook County Commissioners, Tillamook County Administration, Tillamook Revitalization Association, utility providers, and others.
- Blend and coordinate stakeholders who are involved with the Downtown's future to include, but not be limited to: the Resident Shopper, the Resident Non-Shopper, City Service Organizations, Tillamook Chamber of Commerce, Tillamook City Council, Tillamook City Administration, Tillamook County Commissioners, Tillamook County Administration, Tillamook Revitalization Association, utility providers, and others.
- Promote partnerships between local civic and business groups and local government that will enhance a welcoming environment and a more visually pleasing downtown through a recognition / reward program and nuisance ordinances, ***and increase the networks and connections among Tillamook businesses and with other regional, state and global businesses.***
- ***The Tillamook Community Strategic Action Plan will provide a basis for the coordination of the programs and plans, business stakeholders and shareholders, for the development of downtown.***
- The City of Tillamook is to provide leadership and coordination in developing public use, focal-point areas within the City Center.

Policy E-44: The leadership focusing on the downtown development will place ongoing emphasis on restoration and remodeling where appropriate.

Implementing Procedures for Policy E-44

- Foster a climate, which promotes a physically safe environment that is pedestrian-friendly.
- The City government and utility providers shall actively support and participate in the creation of a viable business mix, *the location of businesses of all classes and types*, and a pedestrian-friendly and livable City Center.
- The City government shall encourage economic diversity through business recruitment that is specific and value-driven by quality and service.

Policy E-45: The City shall recognize and preserve community heritage. Historic buildings and other features shall be preserved and renovated, and a touring program to visit sites of community heritage shall be pursued.

Implementing Procedures for Policy E-45

- Develop and conduct a touring program to visit sites of community heritage.
- Identify and inventory the community heritage sites.
- Identify and preserve, with legal language, the City's historic buildings.

Policy E-46: The City shall support an active Economic Development Advisory Committee and shall work with that committee, the Port of Tillamook Bay, the County, the Chamber of Commerce *and other entities* to:

- interest tourists in year round visits to Tillamook;
- use existing timber resources in local wood products manufacturing;
- increase local marine food processing;
- attract appropriate manufacturing concerns to the Tillamook area;
- support public facilities including water, sewer and parking to handle the planned growth;
- monitor changes in employment, population, retail sales, etc., in order to bring information up to date and be able to make adequate choices as development alternatives become available;
- focus key civic uses in the Town Center Area.

Policy E-47: The City shall encourage effective business diversity to be in place, *and recognize and actively engage in the growing cultural diversity in Tillamook. Economic development policies and strategies need to be crafted to provide opportunities for types of growth that are consistent with community values, as well as the comparative advantages of Region.*

Policy E-48: The City shall maintain an adequate supply of buildable commercial and industrial lands suitable for businesses and industries likely to locate in Tillamook.

Policy E-49: The City shall protect designated commercial and industrial lands from conflicting uses by applying appropriate zoning and land development ordinances.

Policy E-50: The City shall work to ensure that buildable commercial and industrial lands are market-ready, with access, infrastructure, and permit needs capable of being met at key sites within six months of receiving a proposal for development. *All utility corridors need to be evaluated to ensure that sufficient capacity is available to all employment areas. To enable businesses to easily start or expand their enterprise, the city processes required to start or expand a business shall be streamlined, and regulations and codes consistent with and complementary to one another shall be ensured to be easy to understand and implement.*

Policy E-51: Realizing the importance of industry to the economic stability of the community,

it is desirable to encourage and aid in the improvement and well-located industrial development. *Businesses that need to locate near natural or agricultural resources and/or like the quality of life in Tillamook are the types of businesses that the City should work to grow, attract, or retain.*

Implementing Procedures for E-51

- Existing industry is encouraged to expand in the Tillamook City area.
- Additional light and heavy industries are needed to help diversify and balance the fiscal effects of the Community's growth in the Tillamook City area.
- Suitable locations for heavy industry exist at the Port of Tillamook Bay industrial park and in several light industrial sites lying to the east and north in the Urban Growth Boundary area.
- New industry would provide increased employment source, investment and tax revenues in the Tillamook City area.
- *To foster entrepreneurial networks promoting innovative and healthy businesses in Tillamook, The City should promote the development and expansion of innovative businesses in targeted industry clusters.*

Policy E-52: The City shall promote and encourage greater use of Port of Tillamook Bay for industrial uses. *The vast majority of the Region's employment land supply is at the Port of Tillamook Bay, with about 500 acres of vacant industrial land. This shall include the cooperative extension of sewer to the Port in order to expand their range of potential industries that might be interested in locating there. It shall also include the development of improved transportation options that facilitate the conveyance of the workforce to housing within the City. It shall also ensure that any non-industrial proposals are compatible with the City's commercial targets.*

Policy E-53: The City shall participate in a countywide economic development program to recruit industry appropriate for the area, *and should follow the recommended Implications for Economic Development as described in the Regional Economic Opportunity Analysis. The EOA shall be used to provide the factual basis for subsequent policy work to update this plan.*

Policy E-54: The City shall work with key state and federal agencies to promote local economic objectives and to seek financing for economic development programs and projects.

The City, County, and Port should:

- *Consider local preferences for growth.*
- *Build from the Region's strengths.*
- *Capitalize on opportunities to grow manufacturing.*
- *Address service deficiencies on industrial land.*
- *Work together to create a coordinated framework for regional implementation of economic development strategies.*
- *Concentrate manufacturing growth at key sites.*
- *Identify opportunities for commercial land infill and redevelopment.*
- *Grow overnight tourism.*

Policy E-55: The City shall work with Tillamook County to protect and support the agricultural lands that surround Tillamook for commercial agricultural production. *Businesses that support agricultural resources are the types of businesses that the City should work to*

grow, attract, or retain.

Implementing Procedures for E-55

- Encourage *and maintain* cultural events related to the rural, agricultural heritage and traditions of this community.

Policy E-56: The economic vitality of the Tillamook area should be encouraged by attracting new, diverse employers, and the City shall work closely with the County Economic Development Council in attracting new industry to the area and new commercial, residential and civic uses to the Town Center area.

Policy E-57: The City should work with key stakeholders, such as the County, the Port of Tillamook Bay or the Tillamook County Economic Development Council, to ensure that businesses have the infrastructure and inputs (e.g., available built space) they need to succeed.

Policy E-58: The City shall promote and develop, in cooperation with ODOT, the Port of Tillamook Bay and other agencies, improved pedestrian and bicycling facilities and trails through and to the City, including the planned regional Salmonberry Trail. Such facilities will support City commercial and industrial development, and help to expand walking and bicycling based tourism, bringing economic growth to City businesses and destinations, nearby tourism attractions such as the Tillamook Creamery, Air Museum, Cape Meares lighthouse, and Tillamook Bay, and regionally along the Oregon Coast.



Chapter 11: Land Use (State Goal 2)

History of Land Use in the City of Tillamook

In 1861, Thomas Stillwell, aged 70, arrived with his family from Yamhill and purchased land. The following year he laid out the town that would become Tillamook and opened the first store. In 1866, the first post office was opened and the town was permanently renamed Tillamook. An election in 1873 chose Tillamook as the county seat.

Land use in the City of Tillamook has evolved with the development of different modes of transportation. The Native American Indians who lived there before white settlers arrived called the City "Hoquarton", and during the late nineteenth century and early twentieth century, business in Tillamook was carried out along streets abutting Hoquarton Slough, where boats carrying supplies could land to load and unload cargo. The lumber mills also ran alongside the slough. Sparse urban development extended south to about Sixth Street. The Highway 101 Bridge crossing the slough was built in 1931 by the Clackamas Construction Company.

By the mid-twentieth century, Hoquarton Slough, the existing lumber mill, and the Trask River generally defined the City's limits to the north, east and west respectively.

At the time of the development of the first City Comprehensive Plan in the early 1980's, Hoquarton Slough continued to define the northern border on that part of the City west of U.S. Highway 101, Dougherty Slough for a moment defined the northern border of town on 101, but was quickly replaced with Wilson River determining the northern boundary. In general, State Highway 6 helped determine where the northern border and Urban Growth Boundary was located on that part of town east of 101. The Trask River continued to define the City limits on the west side, and Marolf Loop Road on the east side.

Further adjustments were made to the shape of the City by the late twentieth century. Property along U.S. Highway 101 north to the Wilson River was annexed into the City, areas of farmland once in the City Limits were withdrawn from the City at the time of the last Periodic Review. The following maps show the City's development.

EXISTING LAND USE

Land use in the City of Tillamook has evolved with the development of different modes of transportation – from Front Street, to the railroad to Highway 101. One of the most important pieces in planning for future land use is identifying the amount, type, and location of existing land use. The location of existing residential (both single-family and multiple-family), commercial, industrial, public/semi-public, and open space areas provides a basis for understanding present conditions and for making projections for future land use patterns. The Comprehensive Plan Map and Zoning Map for the City of Tillamook reflect zonation and planned land uses within the City's Urban Growth Boundary as of 2008. The Existing Land Use Map reflects the uses, both conforming and non-conforming, in the City. In this chapter, each land use (residential, commercial,

industrial, public, semi-public, open space, and the overlay zones will be discussed with a description of their locations and the goals, objectives and policies for the different uses at the end of the chapter.

In Chapter 16, Maps, the following land use maps are presented:

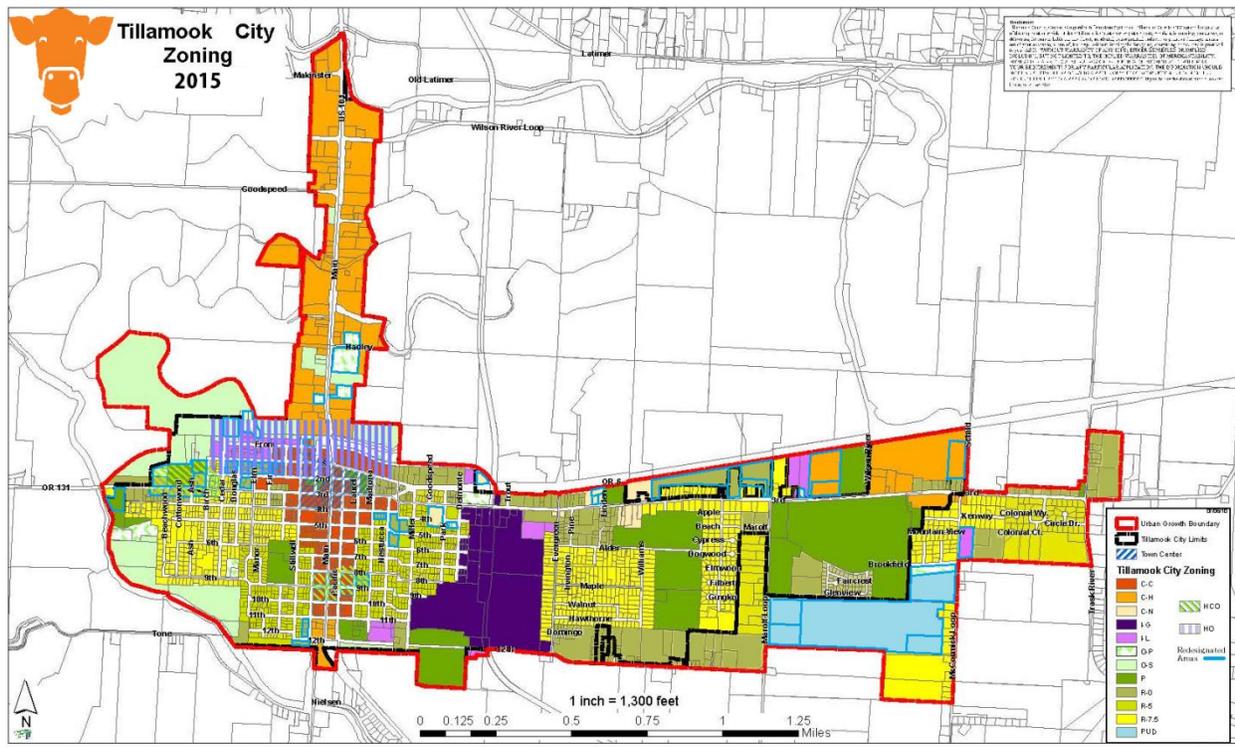
- Map 1: The Comprehensive Plan Map**
- Map 2: The Zoning Map**
- Map 3: Existing Land Use (which includes Non-Conforming Uses) Map**
- Map 4: The Vacant and Re-developable Lands (Potential Development) Map**
- Map 5: Significant Wetlands/Flood Hazard Overlay Map**
- Map 6: Sanitary Sewer Map**

Each of these maps will be utilized for reference purposes throughout the Comprehensive Plan text. The acreage distribution of existing land use and zoned land use within the City of Tillamook is also indicated in Appendix VI.

Land Use Designated Areas

The City of Tillamook Comprehensive Plan and Zoning Map shows the zoning designations for land in the City of Tillamook. These land use and zone designations include the following:

- Open Space,**
- Single Family Residential**
- Single Family & Duplex Residential,**
- Multiple-Use Residential,**
- Public & Semi-Public,**
- Neighborhood Commercial,**
- Highway Commercial,**
- Central Commercial,**
- Light Industrial,**
- General Industrial,**
- Planned Unit Development.***



The location and boundaries of each of the areas designated for each land use are described on the approved and State acknowledged City Comprehensive Plan and Zoning Map, as shown above, and further in Appendix V. **The above map indicates those zones proposed for change in 2016.** The Land Use Policies also describe the purpose of each zone designation listed above.

The community's physical development centers on the Land Use and Zoning Map. The Map is a graphic portrayal of how land use in and around Tillamook will look as the goals, policies and recommendations of the Comprehensive Plan are implemented. All the details of the plan are not directly shown on the Land Use Map, but the essential concepts - from agricultural preservation to commercial development - do appear. The map is thus an important recommendation **implementation tool** in its own right and a summation of the comprehensive planning process.

Residential Land

Residential uses include lands used for single-family, duplex and multi-family development. There are essentially two levels of residential development: lower-density single-family and duplex residential development and medium-density multi-family and multiple use residential development. Secondary residential development is also allowed in each of the commercial areas.

Most land currently in, and designated for, residential use is south of First Street, surrounding the downtown area and extending from downtown west to the Trask River, from downtown east to the mill. Additionally, the residential land extends east of the mill to surround the elementary and middle schools and farther east to the County Fairgrounds. Land extending east of the Fairgrounds to the Urban Growth Boundary is

also **primarily** designated and used for residential purposes. These portions of land are made up of a majority of low-density single-family residential units.

The **small** areas of land zoned for of higher density multiple family/multiple use residential units are selectively placed around the Central Commercial area, the Hoquarton and the Hospital area, are concentrated around the downtown, located along Twelfth Street to Marolf Way and scattered along Third Street east of the Mill, and other ~~random~~ locations. These areas are further described in Appendix V and on the Comprehensive Plan Map. These lands are designated for higher-density residential uses but also contain a large number of single-family residential dwellings. These areas are also conditionally available for small-scale commercial development. This is discussed further below under Mixed-Use Office.

Most of the vacant and not fully developed land zoned for residential uses lies east and south of the County Fairgrounds and north of Twelfth Street between Evergreen Drive and Marolf Loop Road. **These areas need careful planning to bring infrastructure in that will support further development, while protecting sensitive environmental features such as Holden Creek; hence the creation of the PUD zoning to ensure such care.**

Commercial Land

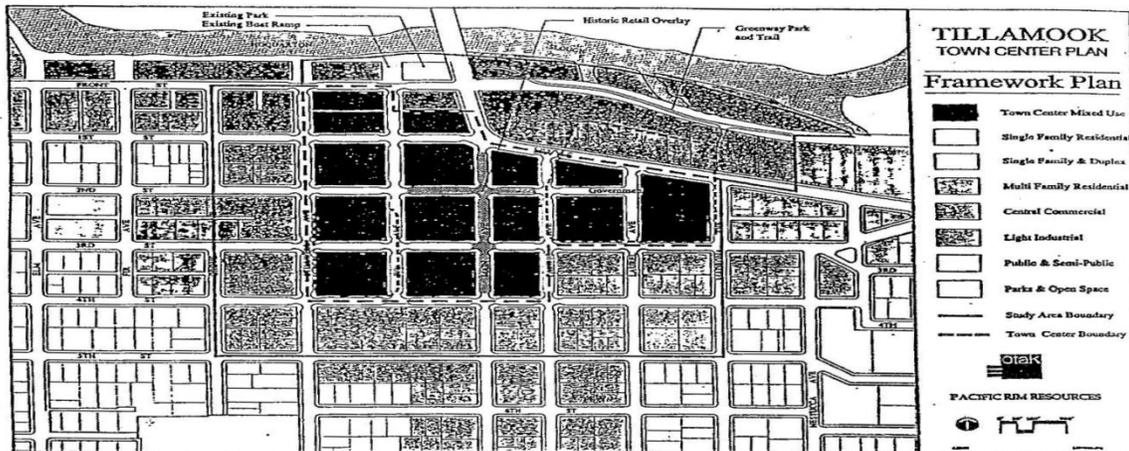
There are essentially three levels designated for commercial uses and development: lower-density commercial lands used for small business and service development convenient to nearby residents, medium density commercial lands providing for those commercial uses appropriate to major thoroughfare or highway locations dependent upon thoroughfare travel which additionally require large land areas, and last, high-density commercial lands intending to serve as the central trading areas for the City, and to create a pedestrian oriented, mixed-use downtown **and waterfront** core development. As was mentioned before, secondary residential development is allowed in each of the commercial areas. These three levels are also known respectively as the low-density Neighborhood Commercial and Mixed Use Office lands, the medium-density Highway Commercial lands, and the high-density Central Commercial Town Center and Downtown Commercial lands.

These lands currently in commercial use and designated for each type of density are again further described in Appendix V. Commercial land is categorized by the designation of downtown-pedestrian oriented, highway-auto-oriented, and small-scale-neighborhood/mixed uses.

Town Center and Downtown Commercial:

The downtown area of Tillamook exhibits strength and vitality. Retail, professional and service needs are provided to residents of the Tillamook urbanized area as well as a large part of the county's population. In this core area of town, there is a large amount of already developed land for small store establishments. This space could be occupied by small retail and offices. Currently second stories are not being used to their full potential

primarily due to building code and occupancy requirements. A vital downtown is an asset to the community that should be maintained and reinforced through City policies.

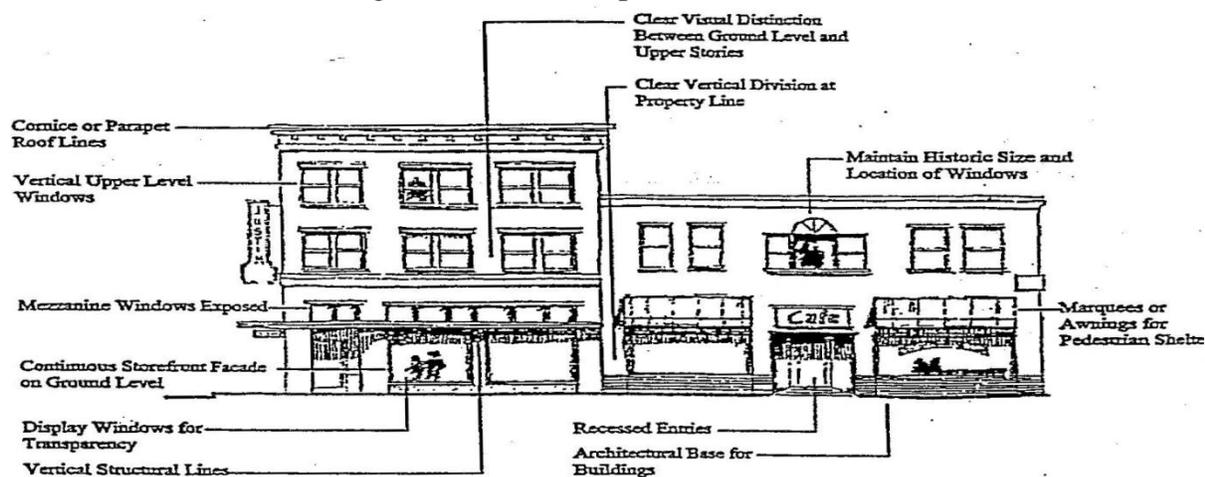


Land Use in the Town Center includes the following:

1. Mixed use developments, a broader range of housing types, and more intense residential and non-residential developments are permitted and encouraged within the Town Center Plan boundary.
2. New open space in the form of a greenway park extending from the Port of Tillamook Bay Railroad Right-Of-Way to the Hoquarton, consistent with the Tillamook Town Center Plan, implemented on a phased basis to provide a connected open space network.
3. The new Town Center Overlay District replaces the Central Commercial District for the area identified in the Town Center Plan and includes the following:
 - a. Development and design standards for buildings, streets and public spaces oriented toward the pedestrian while not excluding the automobile;
 - b. Concentration of housing and/or jobs to encourage users to live and work near and in the Town Center district;
 - c. Provision for public amenities including parks, plazas and other facilities to support the higher densities and mixed use developments; and
 - d. Reduced off-street parking requirements within portions of the Town Center area.
4. The government center will be the location for civic uses and will be supported by a town square and other outdoor public spaces.
5. A Historic Retail Overlay consistent with the Town Center Plan exists on Main Avenue. In the Historic Retail Overlay ground floor spaces facing the street are limited to retail and service use in order to encourage pedestrian activity and retail vitality.

Urban Design in the Town Center should include the following:

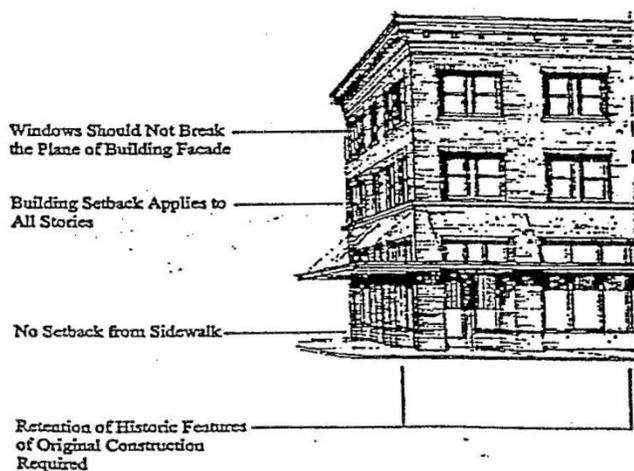
1. A consistent design for streetscape improvements within the public-right-of way established in the Town Center Plan area. Guidelines consider sidewalks, street furniture (benches, drinking fountains, trash cans), sculptures, murals, **public art** and street lighting.
2. Streetscapes in the Town Center Plan area promoting a strong building and pedestrian oriented environment. Pedestrian oriented environments include: minimal setbacks, architectural guidelines, uses such as sidewalk cafes and flower vendors, new buildings oriented to the public streets, etc.



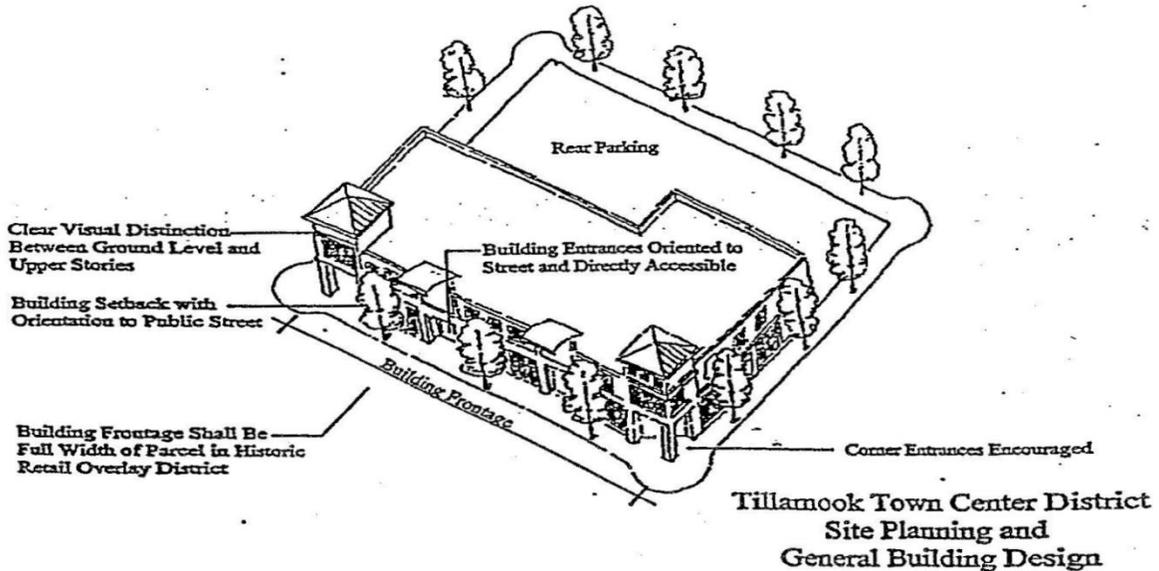
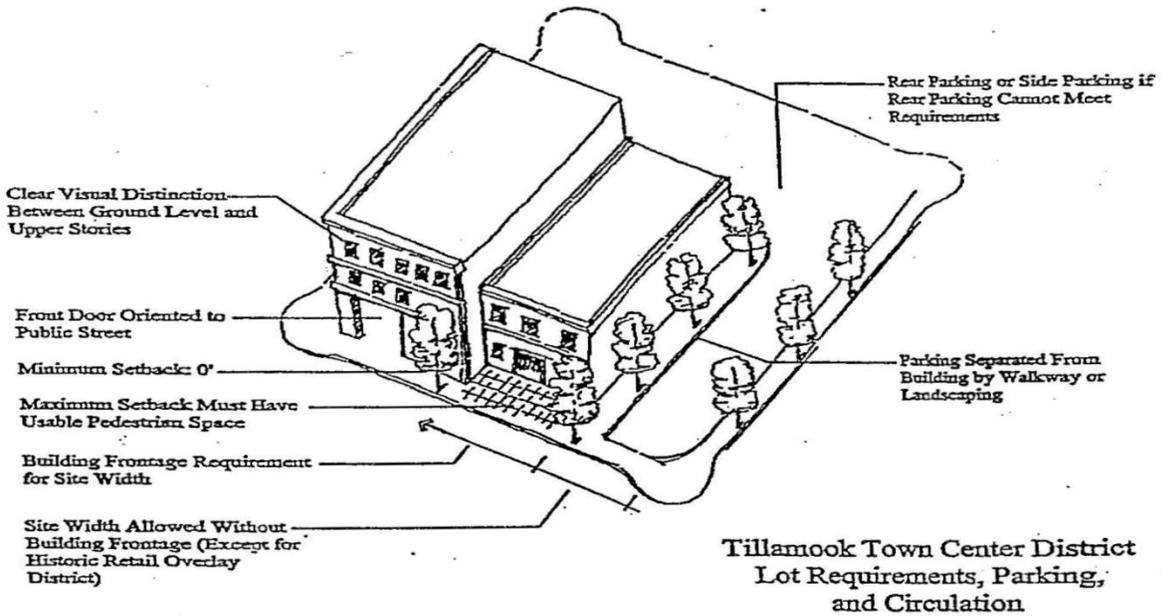
Tillamook Town Center District
Historic Architectural Guidelines

Historic Considerations in the Town Center:

Over the past two decades, the architectural continuity has been compromised as a result of covering facades with non-historic materials, removal of traditional signs and marquees and in some cases, demolition of older buildings to make way for contemporary buildings lacking the pedestrian friendly qualities of traditional main street building types. To reverse this trend and revitalize the appearance of the Town Center, implementing design guidelines and standards that provide a framework for design review is necessary.



1. Historic design guidelines include the following:
 - a. New construction fronting streets in keeping with the original architectural character, color, mass, scale and materials of the neighboring buildings.
 - b. Additions to existing buildings in keeping with original architectural character, color, mass, scale and materials. Wherever possible, new additions or alterations to existing buildings done in such a manner that if they were to be removed in the future, the essential form and integrity of the original building would not be impaired.
 - c. New construction fill in gaps in the urban fabric; adjacent to the sidewalk or vertical edge, reinforcing the enclosure of the street.
 - d. Existing additions to historic buildings evaluated for their compatibility with the historic building and their contribution to the character of the overlay area.
 - e. Every reasonable effort made to provide a compatible use for existing buildings in the overlay area that will require minimum alteration to the building and its environment.
 - f. Rehabilitation work not destroying the distinguishing qualities or character of the property and its environment; and deteriorated historical architectural repaired rather than replaced whenever possible.
 - g. Distinctive stylistic features or examples of skilled craftsmanship, which characterize older structures and often predate the mass production of building materials conserved.
 - h. Many changes to buildings that have taken place in the course of time and are evidence of the history of both the building and the downtown and have developed significance in their own right, this significance recognized and respected.
 - i. All buildings should be recognized as products of their own time. Alterations to create an appearance inconsistent with the actual character of the building should be discouraged.
 - j. Contemporary design for new buildings and additions to existing buildings permitted only if such design is compatible with the size, scale, color, material and historic character of the area.
 - k. A structural soundness survey obtained prior to any substantial rehabilitation.



2. The Planning Commission will be considered as the review body for design review of buildings located in the Town Center Area.
3. Building rehabilitations in the Town Center area follow the Historic Building Restoration Recommendations in the Town Center Plan.
4. Landscaping and artistic design in the Historic Retail Overlay area focused on streetscape, including elements such as street trees, sculptures, murals and hanging flower baskets.

Central Commercial:

The area surrounding the downtown 'Town Center' of Tillamook is the Central Commercial District. It extends south to Eleventh Street, north to Hoquarton Slough. Retail, professional and service needs are provided to residents of the Tillamook

urbanized area as well as a large part of the county's population. This zone district is intended to serve as the central trading area for the City and surrounding urbanized areas. In this area of town, there is a large amount of already developed land for small store and larger retail establishments. Currently secondary residential uses and other secondary uses are allowed, but are not being utilized to their full potential. A vital downtown is an asset to the community that should be maintained and reinforced through City policies.

~~There is a small piece of commercial property east of the POTB Railroad Right-of-Way on Third Street that is zoned Central Commercial. This area should be rezoned as Neighborhood Commercial.~~

In addition to the Town Center District, the City has also recently developed the Waterfront Plan which defines a set of redevelopment targets and implementation tools of its own and is fully incorporated herein as Appendix ____.

Highway Commercial:

Businesses in the Tillamook City core area are generally located along Highway 101. Parking, traffic congestion and narrow streets with no easy means of widening streets pose a problem for many existing downtown businesses. Thus, the Highway Commercial areas along *North Main Avenue (101 North), south of Eleventh Street, and around Third Street and Wilson River Loop Road* shall carefully address adequate parking and traffic circulation. Retail businesses that attract large numbers of cars shall be generally grouped so as to facilitate one-stop shopping; smaller retailers should try to locate on adjacent properties when possible. Professional offices that attract less concentrated traffic may be more dispersed throughout the highway commercial zone, as can other highway related businesses. The ease of parking, ingress and egress, convenience and efficiency in serving the consumer, are of prime importance in the Highway Commercial areas.

The three areas designated for Highway Commercial all have their own characteristics.

The area along North Main Avenue north of the Hoquarton has its advantages and disadvantages. The advantages this area has are: continuous commercial development along Highway 101, sanitary sewer, was annexed to the City in the spring of 1982, with commercial zoning by the County prior to annexation, and the existing businesses appear to be successful. The disadvantage of this area is its seasonal flooding with a larger percentage of property located in the 100-year floodplain and the Floodway. *The developed areas along North Main follow a pattern of “nodal” commercial development divided by street right-of-ways and undeveloped properties, some that are FEMA “Buy-outs”. These commercial nodal areas can be identified as follows:*

- ~~1. Hoquarton North. This area extends north from Hoquarton Slough to the City parks—Hadley Ballfield and Dean Memorial Wayside.~~
- ~~2. Dougherty South. This area extends south of Dougherty Slough to Hadley Road.~~

~~3. Hall-Larson. This area contains businesses on Hall Slough north across Larson Road to the Goodspeed Road intersection.~~

~~4. Wilson River. This area extends south from Wilson River to Goodspeed Road.~~

The area **east of around** Wilson River Loop Road, north of the County Fairgrounds is slowly being partitioned. Much of the undeveloped portion is under single ownership, out of the Flood Hazard Area, and along State Highway 6. The disadvantages of this area are that it is removed from the major business center, access, and lack of immediate infrastructure availability. An advantage of this area is Highway 6 does not carry the traffic load Highway 101 does, and therefore gradual population growth will eventually make this area desirable as a community shopping area.

The area along Main Avenue and Pacific Avenue (the Highway 101 couplet) south of Eleventh Street is almost fully developed. This area includes both smaller locally owned and large scale commercial businesses. It is within close proximity to the downtown core, but will require large-scale developers to acquire several lots, move, demolish or remodel the buildings and/or construct a new building on the site.

The necessity of small communities' dependency on tourism must be considered in the extension of commercial uses. Motels, restaurants and service stations are generally compatible and tend to offer both convenience and financial support to one another; they all require maximum parking and traffic flexibility with deep setbacks desirable. Auto and equipment dealerships, retail lumberyards, parts stores and service businesses tend to be compatible with each other. When possible, practical groupings shall be encouraged. It will be the responsibility of landlords to provide adequate off-street parking. ~~Several light industry uses can be complimentary to highway uses and should be allowed as a conditional use.~~ A full discussion of highway commercial development is found in the previous section discussing land requirements and urbanization.

Neighborhood Commercial:

Land areas are needed for convenience shopping close to residential neighborhoods. These areas are designed Neighborhood Commercial and have a limited range of uses permitted at these locations. Grocery stores, restaurants, barbershops, beauty shops, dry cleaning stores, **and other small-scale commercial services** are the type of use that should be permitted in Neighborhood Commercial developments.

Neighborhood Commercial centers are located in small areas east and west of the POTB Railroad Right-of-Way. ~~There is A small piece of commercial property east of the POTB Railroad Right of Way on Third Street that is currently zoned Central Commercial, due to prior City approval that. It should be rezoned to Neighborhood Commercial.~~ There are other small-scale non-conforming commercial areas in residential neighborhoods in town that could be considered Neighborhood Commercial.

Mixed Use:

Additionally, certain areas surrounding the Central Commercial Zone District, east of Evergreen Drive on Twelfth Street, around Third Street and Evergreen Drive, and other

areas are designated medium density residential and office. *It is estimated that 10% of the land in the category will be used for office development or conversion, the other 90% being used for multi-family dwelling purposes.*

Industrial Land

The industrial uses in the City include wholesale, commercial, or retail uses, and the manufacturing, processing, or assembly of semi-finished or finished products. There are two levels designated for industrial uses and development: Light Industrial lands and Heavy Industrial lands. Much of the city's industrial use is concentrated in the following areas:

1. That area along Front Street designated as Light Industrial;
2. That area on Third Street north of the County Fairgrounds designated as Light Industrial;
3. That area around and including the Hampton Lumber Mill, Werner Gourmet Meat Snacks, and TP Freight extending along the POTB Railroad Right-Of-Way designated as Heavy Industrial;
- 4. That area south of Eleventh Street east of Madrona Avenue designated as Light Industrial;*
- 5. Other areas scattered around the City are already, and should be as well, designated Light Industrial based on existing land use.*

An ~~Some~~ area currently zoned 'Industrial', ~~located south of the Fairgrounds, west of McCormick Loop Road,~~ does not meet the 'Guidelines for Land Designation Decisions' listed in this chapter and should be rezoned to an appropriated new zone designations *such as Planned Unit Development.*

Outside of the City Urban Growth Boundary, the Port of Tillamook Bay, an industrial park of approximately 1,600 acres, is available for general industrial development. The Port of Tillamook Bay industrial park is a few miles south of the Tillamook Urbanized area and is separated from the urbanized area by agricultural land. New industrial business at the park will rely on employees from the Tillamook Urbanized area. Tillamook County and the Port of Tillamook Bay have control of land use designations in the industrial park area. The Port is considered a 'receiving site' for future industrial development.

Planned Unit Development District

The area located south of the Fairgrounds, west of McCormick Loop Road, is designated Planned Unit Development. This zone district includes all types of residential uses, commercial uses supported mainly by residents of the planned development, industrial uses, such as small-scale live-work industries also supported mainly by residents of the planned development, mixed use developments.

Public, Semi-Public and Open Space Land:

Public and Semi-Public uses include lands designed for public buildings, public utilities, schools, playgrounds, churches, meeting halls, and other similar uses which are

considered public facilities. The purpose of the public and semi-public district is to recognize existing public facility land use and areas for those uses, which generate large public gatherings, and to provide for the development of public facility services and other public-oriented uses.

A large amount of the land allocated for these public and semi-public uses lies east of the POTB Railroad Right-of-way. This area includes: the Transportation District Building at 3600 Third Street, East Elementary School, Tillamook Junior High School, the IOOF Cemetery, the Tillamook County Fairgrounds, Tillamook County Public Works Department, the Swiss Hall, and the Fairview Grange at 5520 Third Street.

Other lands designated as public and semi-public include the City Hall, the County Courthouse, the Pioneer Museum clustered around the intersection of Second Street and Laurel Avenue, ~~Wilson School~~, Tillamook High School, Tillamook PUD, Liberty Elementary School and Tillamook County YMCA, Tillamook General Hospital, and the City Sewer Plant

Open space uses include land designed for parks, land to remain undeveloped, and future parks. The purpose of the open space zone designation is to maintain, preserve, conserve and otherwise continue in existence desirable and appropriate uses of open space lands in the more undeveloped sections of the City in order to assure continued public health by counteracting pollutants and to assure the use and enjoyment of natural resources and scenic beauty for the economic and social well-being of the city and its citizens.

Parks and open space enhance the livability of an urbanized area. The cost of acquisition, development, and maintenance often falls low in the priority list in the community's budget. However, park and open space needs are provided for in the Parks and Recreation Master Plan.

A majority of the land allocated for open space lies west of the POTB Railroad Right-Of-Way, on the north side of the Trask River, along the Hoquarton, along the Twelfth Street Right-of-Way east of Pacific Avenue, and along the western Urban Growth Boundary. Those areas designated and maintained as parks and open space include: Carnahan Park, Lillian Goodspeed Park, the Heritage Recreation Area (including Dean Memorial Wayside Park, Hoquarton Interpretive Park, Hoquarton Forest, Hadley Field, Killamook Park, Foundry Park and Ironworks Park), Sue H. Elmore Park, Coatsville Park, Pioneer Park, and Roosevelt Wayside Park. Areas allocated for future parks include the area at the confluence of the Hoquarton and Dougherty Sloughs, the area south of Carnahan Park on the banks of the Trask River and the area south of the County Fairgrounds.

Additionally, a large number of properties deeded to the City of Tillamook by FEMA in the City designated Floodway along North 101 have been designated as open space and are to remain undeveloped.

Open space designations are given to establish strict limitations on development in the floodplain and wetlands, to lessen soil erosion along the banks of waterways and minimize water pollution resulting from development.

Public and Semi-Public land needs will be less than current acres per hundred population. This is due mainly to the large land area of the County Fairgrounds, which have no need for duplication. There are approximately one hundred seventy-eight (178) acres serving a UGB population of 4,900. An additional forty (40) acres are provided which basically come from the projected future development of two (2) large park areas as mentioned above and noted on the Comprehensive Plan Map.

Approximately one hundred six (106) acres of land within the City Limits are subject to significant flooding. This land, located north of the Trask River, is primarily used for agricultural purposes and is designated on the Plan Map as Open Space.

City Public Buildings

Current City functions of administrative services, Municipal Court, Planning, Public works are currently housed in the City Hall building located at Third Street and Laurel Avenue. The City Police Department has been expanded and improved and is located at Third Street and Madrona Avenue, 207 Madrona Avenue. The Fire District is located at Fourth Street and Madrona Avenue, 2310 Fourth Street. City shops are located at Third Street just east of Marolf Loop Road. The City Waste Water Treatment Plant is located at the end of Fifth Street on the Trask River adjacent to Carnahan Park, 710 Fifth Street and 845 Third Street.

Any need for additional space is based on the assumption that the City's governmental responsibilities will increase as it gains jurisdiction over additional land within the Urban Growth Boundary with the resultant population increase.

All of the areas for residential, commercial, industrial, public and semi-public and open space uses and designations are further described in terms of exact location on the approved and State acknowledged City Comprehensive Plan and Zoning Map and in Appendix V.

Overlay Zones

The City of Tillamook has a number of overlay zones that are located in special areas of the City and are applicable in addition to the underlying base zone districts. Properties under the overlay zones are subject to the requirements of the underlying base zone district and additionally the overlay zone district. There are ~~six~~ *seven (7)* overlay zones within the City. These include the following:

Town Center (or TC) Overlay Zone District (///);
***Hoquarton Waterfront Overlay (or HWO) District ()*;**
Health Care Overlay (or HCO) District (\\);
Flood Hazard Overlay (or FHO) Zone District;
Airport Approach Overlay (or AAO) Zone District;
Hazard Overlay (or HO) Zone District;
Water Resource Protection Overlay (or WRPO) District.

The Land Use Policies describe the purpose of each overlay zone designation listed above.

CITY LIMITS

The City Limits is the boundary line that defines the City of Tillamook proper. Within these limits the properties receive all City services (water, sewer, police).

~~Within the City Limits, there are approximately **TBD** acres. Of these acres approximately **TBD** % of the land is zoned for residential use, **TBD** % for commercial use, **TBD** % industrial, **TBD** % public/semi-public, and **TBD** % for open space. Approximately 17% of the urbanizable area is used for streets and right-of-ways. The existing land uses within the City Limits are shown in Appendix VI.~~

As a contrast to the Tillamook City Limits, Appendix VI, shows the zoning and existing land uses within the Tillamook Urban Growth Area.

CITY URBAN GROWTH AREA

The Urban Growth Boundary (also known as the UGB) is the boundary line beyond the City Limits that indicates the outermost limit of the City of Tillamook's planned expansion. The boundary is designed to indicate the planned extent of Tillamook's growth over a period of time. The UGB is not static. In some ways it needs to remain flexible to growth and change especially in response to land use changes as a result of changed public needs and the rate of development in order to carry out the Statewide Planning goals. The Urban Growth Area (also known as the UGA) includes the land that is inside the UGB but outside the City Limits. It is the area for future urban development and growth, served by urban services. ~~Within the Urban Growth Area, approximately **TBD** % of the land is zoned for residential use, **TBD** % for commercial use, **TBD** % industrial, **TBD** % public/semi-public, and **TBD** % for open space. Approximately **TBD** % of this urbanizable area is used for streets and right-of-ways.~~

~~Overall, within the UGB approximately **TBD** % of the land is zoned for residential use, **TBD** % for commercial use, **TBD** % industrial, **TBD** % public/semi-public, and **TBD** % for open space. Approximately **TBD** % of this area is used for streets and right of ways. This area includes both the land within the City Limits and the land within the UGA.~~

EXISTING LAND USE

Currently, the existing land uses in the City and Urban Growth Area are a little different than the zone designations. Map 2 in Chapter 17 shows these existing land uses. Tables in Appendix VI further describe the existing land uses in the City Limits and the Urban Growth Area.

~~In summary, within the City Limits, approximately **TBD** % of the land is used for residential use, **TBD** % for commercial use, **TBD** % industrial, **TBD** % public/semi-public, and **TBD** % for open space. As mentioned earlier, approximately 17% of the area inside the City Limits is used for street right-of-ways. This leaves approximately **TBD** % of the land within the City Limits vacant. Within the Urban Growth Area, approximately~~

~~TBD~~ % of the land is used for residential use, ~~TBD~~ % for commercial use, ~~TBD~~ % industrial, ~~TBD~~ % public/semi-public, and ~~TBD~~ % for open space. Approximately ~~TBD~~ % of the area inside the Urban Growth Area is used for street right-of-ways. This leaves approximately ~~TBD~~ % of the land within the Urban Growth Area vacant for residential development.

PRE-EXISTING NON-CONFORMING

Pre-existing non-conforming uses mean those uses or activities occurring in a structure or on a parcel of land that are in existence before the current zone designation for the property is in effect and are not allowed as permitted use or a conditional use in the current zone designation for that piece of property. Map 2 displays the location of existing and non-conforming uses on tax lots within the UGB. According to Appendix VI, there are approximately 122 non-conforming uses on individual properties within the City Limits, and six (6) within the Urban Growth Area. The corresponding non-conforming acreage is as follows:

Residential:	12.49 acres
Commercial:	13.08 acres
Industrial:	11.58 acres
Total:	37.15 acres

This consumes approximately 2.5% of the total area of the City. These pre-existing non-conforming uses consist of primary single-family and multiple-family residential dwellings in the Central Commercial District where only secondary residential uses are allowed; primary residential dwellings in the Industrial District, where only care-taker dwellings are allowed conditionally; commercial and industrial uses within the Residential Districts that don't allow such uses; and multiple-family residential development within the Low Density Residential Districts. Some of this pre-existing non-conformity may be brought into compliance with rezones of the properties.

The allocation of undeveloped land and developed land designated for conversion or redevelopment to another use from a non-conforming use is listed in Appendix VI. The acreage listed for conversion or redevelopment is for land development currently with a use other than that given in the Plan.

FUTURE LAND USE

In developing policies about future land use, the City is concerned both with land inside the city limits that is now underdeveloped and with land outside the city limits and inside the UGB that may be annexed to the city in the future.

This section of the plan does two things. First, it establishes guidelines that will guide land designation decisions, both in revising the zoning ordinance and in deciding the zoning for areas that exist in the city. Second, it establishes an Urban Growth Boundary (UGB), which defines the area the city will consider for extension of services and annexations by the year 2030. This area outside the current City Limits but inside the UGB is known as the “Urban Growth Area” or UGA. The supply of land for future development in Tillamook thus has three components: vacant land within current City

Limits; vacant land within the Urban Growth Area; and “re-developable land” - land with old structures that may be removed or reused to make way for new development.

A vital step, after the needs projection for each prospective land use is determined, is the development of an inventory of the suitability of land within the UGB on which those activities are to take place and the maintenance of the needs assessment and inventory.

Suitability of available acreage, as mentioned above in the three components, is not just limited to a vacant or unused status. Land presently in agricultural use within the Urban Growth Area, and under City Zoning, is considered to be a source of urbanizable land and is therefore a part of this inventory.

The gross land area of any community contains numerous natural barriers (ie. Flood Hazard Areas and wetlands), which effectively preclude development. The criteria used in this analysis consisted in examination of flood hazard areas, river and slough buffers, buffers on all perennial streams, and problems in providing utility services to some areas. These considerations were applied to each respective land use designation with the following results in the tables in Appendix VI.

Other than those various areas containing numerous natural barriers, the remaining available acreage for development within the UGB is either free of negative development characteristics or, as in the case of the flood hazard area along North Highway 101, adequately protected from development.

In a number of cases however, applicants have resorted to techniques such as utilizing the mitigation recommendations of a “No-Rise” Analysis in Flood Hazard Areas or wetlands mitigation in wetland areas to diffuse any negative impacts development would have in these areas.

The area within the Flood Hazard Area in relationship to each zone district is shown on Map 5 in Chapter 18.

The area within the Local Wetland Inventory in relationship to each zone district is shown on Map 6.

Before the last step in determining the final comparison of needed acreage to available acreage for Tillamook can be made, an inventory of each land use designation, both within the incorporated City Limits and in the unincorporated Urban Growth Area (UGA), must be undertaken. This information is found in Appendix VI.

According to the tables in Appendix VI, the City has now fully utilized approximately 88% of its developable space for housing within the City Limits. Therefore approximately 12% of the residential land area within the City Limits remains buildable for residential development. Tables 9 and 10, in Appendix VI, also acknowledge the multiple uses (residential and commercial) are allowed in the Multiple Use Residential (R-0) Zone District (commercial conditionally), the Neighborhood Commercial (C-N) Zone District, the Central Commercial (C-C) Zone District, and the Highway

Commercial (C-H) Zone District. This creates some flexibility with the numbers of acres available for residential development.

Lots within the Multiple Use Residential (R-0) Zone District can be used conditionally for small-scale commercial development as well as the permitted residential development. Lots within the Neighborhood Commercial (C-N) Zone District can be used conditionally for residential development as well as the permitted commercial development. Lots within the Central Commercial (C-C) Zone District can be used for secondary residential uses (secondary to a commercial use) as well as any commercial development. Lastly, lots within the Highway Commercial (C-H) Zone District can be used conditionally for apartments as well as the permitted commercial development.

With the vacant and developable lots within the R-0 Zone District considered, an additional 112 acres (41 acres within the City Limits, 71 acres within the UGA) are available for commercial development. An additional 5 acres within the City Limits and 3 acres within the UGA are available for residential development within the C-N Zone District. These numbers are reflected in the tables in Appendix VI. Additionally, the tables remove Public/Semi-Publicly zoned property, open space, and the amount of land consumed by streets and right-of-ways.

As shown in the tables in Appendix VI, residential development has consumed approximately 45% of the residentially developable area within the UGA. Therefore approximately 55% of residential land area outside of the City Limits but within the Urban Growth Boundary remains buildable. However, overall, with the density and mixed use opportunities, only 56% of the residentially zoned property has been developed to its full potential within the City Limits and Urban Growth Boundary. Approximately 44% of this land remains developable to its full potential.

If potential development on the buildable land within the Urban Growth Boundary reached its maximum size, the City could foster an additional residential population of approximately 8,171 people (154% of the current population), according to the average family size and the Potential Development Column in Appendix VI. This means a total of approximately 13,471 residents could establish homes within the current Urban Growth Boundary and present zone district location if each of the zone districts were built out to its maximum potential. This will be discussed again ~~in~~ **when** Chapter **12**, Housing **is revised**.

~~According to tables in Appendix VI, approximately **TBD** % of the property within the City Limits has been zoned for commercial and industrial usage, and approximately **TBD** % of the property within the Urban Growth Area has been zoned for commercial and industrial usage. Within the City Limits in the area zoned for commercial and industrial uses, approximately **TBD** % of the land zoned for commercial use remains buildable, and approximately **TBD** % of the land zoned for industrial use remains buildable. Within the Urban Growth Area in the area zoned for commercial and industrial uses, approximately **TBD** % of the land zoned for commercial use remains buildable; approximately **TBD** % of the land zoned for industrial use remains buildable.~~

According to tables in Appendix VI, the Port of Tillamook Bay has developed approximately 37.5% of its property for industrial purposes. Therefore 62.5% of the Port Industrial Park property is still available for development.

Because of the large supply of industrial land owned by the Port of Tillamook Bay, and the amount of commercial land available for development within the Urban Growth Boundary of the City of Tillamook, the greater Tillamook area has the capacity to accommodate all projected growth in the County, within a twenty (20) year period, without a revision of the Urban Growth Boundary (UGB).

In addition to commercial and industrial land, the City of Tillamook has over 500 acres of residentially zoned property within the City limits and Urban Growth Area that are available to be developed. Therefore, the current land supply is likely to be more than enough to accommodate residential growth over the next twenty years. This will be discussed further in Chapter 12, Housing.

The guidelines for land designation decisions are basically a list of characteristics that make land suitable for various purposes. For example, land with safe, easy access to schools, parks, and shopping often is well-suited for residential use.

Factors important in determining the suitability of land for various uses include the following: proximity to utility lines and public services such as water, storm drains, fire and police protection; access to public streets; land uses in the area; soil characteristics; slope; groundwater, flooding, and wetlands; and preferences of citizens.

Guidelines for Land Designation Decisions

The following criteria were adopted to be used as a guide for making decisions about land designations in the City. It is not necessary that a piece of land have all the characteristics listed as suitable for a particular purpose in order for it to be zoned for that purpose. For example, a site may not have all the characteristics that make land suitable for industrial use but still be well-suited for industrial development. Some of the Zone Districts in the City's Zoning Map do not meet these guidelines. However, the Planning Commission and City Council should use the characteristics listed below as a guide for making decisions about zoning and land use.

GUIDELINES

I. Land having the following characteristics should be considered suitable for commercial development.

For Retail

- A. Visibility from major arterials ~~and streets~~, as well as safe, easy access from residential areas of town.
- B. Result in minimal conflict with other land uses nearby, especially residential and agricultural uses.
- C. Located at an intersection with a major arterial.
- D. Adequate parking is available or can be made available.
- E. Sewers, water, and other necessary services are available.

For Professional Office Space

- F. Safe, easy access from residential areas, but limited visibility from major arterials.*
- G. Sewers, water, and other necessary services are available.*
- H. Adequate parking is available or can be made available.*

II. Land having the following characteristics should be considered suitable for industrial development.

- A. Vacant or occupied by buildings that could be converted to other uses or demolished.
- B. Adjacent and has access to the railroad.
- C. Fast, easy, and convenient highway access:
 - 1. Within two blocks of Highway 101 or Highway 6;
 - 2. Truck access without passing through residential areas.
- D. Adjacent to sewer and water lines with adequate capacity or at a location where these lines may be feasibly extended.
- ~~E. Situated on land that has not been divided into residential lots or lots less than one-half acre or can be consolidated into a larger aggregation.~~
- F. In a location that minimizes conflicts with other land uses, especially residential uses.
- G. Has an average slope of less than five percent.

III. Land having the following characteristics should be considered suitable for residential development:

For Single Family Development

- A. Land considered most suitable for residential development:**
 - 1. Adjacent to or near existing sewer and water lines that have adequate capacity to support more development.*
 - 2. Has minimal conflict with other land uses.*
 - ~~a. Not within sight or sound of industrial zone.~~
 - ~~b. Not within sight or sound of commercial zone.~~
 - ~~c. Farther than one block from Highways 101 and 6.~~
 - 3. Vacant or redevelopable.*
 - 4. Has pedestrian access to public facilities such as schools, the municipal library, parks, and shopping.*
 - 5. Not in an area susceptible to natural hazards such as flooding.*
 - ~~*6. Not presently in agricultural production and is not economically suitable for agricultural use.*~~
 - 6. Not concentrated on a farm-to-market road.*
 - 7. If developed, it would cause minimal problems with existing drainage ditches.*
- B. Land considered moderately suitable for residential development:**
 - 1. Has characteristics identified under the “most suitable” category above except for one or more of the following:*
 - ~~*a. Does not have access to public facilities and shopping without crossing a highway or railroad track.*~~
 - b. Sewer and water lines cannot be provided without extension or repair of main lines.*

~~*c. It is agricultural land adjacent to the city but adjoined on three sides by other, nonagricultural land uses.*~~

For Multiple Family Development

A. Land considered most suitable for multi-family residential development:

- 1. Adjacent to or near existing sewer and water lines that have adequate capacity to support more development.**
- 2. Has minimal conflict with other land uses.**
 - ~~**a. Not within sight or sound of industrial zone.**~~
- 3. Vacant or redevelopable.**
- 4. Has pedestrian access to public facilities such as schools, the library, parks, and shopping.**
- 5. Not in an area susceptible to natural hazards such as flooding.**
- ~~**6. Not presently in agricultural production and is not economically suitable for agricultural use.**~~
- ~~**6. Not concentrated on a farm-to-market road.**~~
- 7. If developed, it would cause minimal problems with existing drainage ditches.**

Goals, Objectives, and Implementing Policies for Land Use

Objective No. 1 for Land Use: To have a compact, efficient urban development pattern and to preserve good agricultural lands for agricultural uses.

Implementing Policies for Objective No. 1 for Land Use

Policy E-1: Services within the boundary will be phased as much as possible so that utility lines and transportation networks are extended compactly and efficiently.

Policy E-2: The City shall seek and preserve use compatibility objectives which recognize livability as the highest goal and the Planning Commission and City Council will use the characteristics listed in the Guidelines for Land Designation Decisions as a guide for making decisions about zoning and land use.

~~**Policy E-3:** The Urban Growth Boundary (U.G.B.) is established in order to preserve prime agricultural land as much as possible. Any future conversions of rural agricultural land to urbanizable land shall be based upon the seven factors as listed in State Goal 14.~~

~~**Policy E-4:** Urban services will not be extended to land outside the Urban Growth Boundary.~~

Objective No. 2 for Land Use: To provide for an orderly and efficient transition from rural to urban land use. An Urban Growth Boundary shall be established to identify and separate urbanizable land from rural land.

Implementing Policies for Objective No. 2 for Land Use

Policy E-5: The City will not annex land outside the designated Urban Growth Boundary. Urban level development and urban level services shall be limited to land within the Urban Growth Boundary (UGB).

Policy E-6: The City will establish agreements with the County to enforce development patterns desired by the city within the Urban Growth Boundary.

Policy E-7: Other elements of the plan and land use ordinances, such as the zoning and floodplain ordinances, will be consistent with the Urban Growth Boundary [and with the policies of this plan].

~~**Policy E-8:** The Urban Growth Boundary (U.G.B.) will be reviewed, and revised if necessary according to the following guidelines:~~

- ~~a. There shall be a demonstrated need for additional area due to economic or population growth or scarcity of available land.~~
- ~~b. There shall be no unnecessary developments on agricultural land.~~
- ~~c. If additional land is required, land shall be chosen that can be efficiently provided with all public services and facilities, including transportation routes.~~

~~**Policy E-9:** Urban level development will be limited to land within the Urban Growth Boundary.~~

Objective No. 3 for Land Use: To provide sufficient land for development to meet future needs and to preserve open space lands as much as possible.

Implementing Policies for Objective No. 3 for Land Use

Policy E-10: Land uses and densities shall be guided by the Land Use Plan so that the length of auto trip is minimized, and enforced through the Zoning Ordinance, as is stated and described further in the Regulatory Controls. Medium density living areas shall be located, when possible, near thoroughfares leading to shopping/service areas. Higher density, mixed uses, and pedestrian-oriented design should be focused in the Town Center area. Highway commercial areas shall accommodate those land uses which would primarily deal with the tourist and traveling public. Downtown shopping shall be designated for convenient shopper parking and then walking to a variety of shopping areas. These guidelines will in turn allow for lower fuel and energy consumption.

Policy E-11: The following is a list of each of the purposes for each of the zone districts:

Open Space (O District): To maintain, preserve, conserve and otherwise continue in existence desirable and appropriate uses of open space lands in the more undeveloped sections of the City in order to assure continued public health by counteracting pollutants and to assure the use and enjoyment of natural resources and scenic beauty for the economic and social well-being of the city and its citizens.

Single-Family Residential (R-7.5 District): To encourage, accommodate, maintain and protect a suitable environment for family living. The R-7.5 District is intended to provide for single-family residential homes at urban standards in areas with community services.

Single-Family and Duplex Residential (R-5.0 District): To encourage, accommodate, maintain and protect a suitable environment for family living at urban standards and an increased density in areas with community services.

Multiple Use Residential (R-0 District): To provide for high density multiple family developments in locations close to shopping and services, transportation or public open space, and in appropriate locations to provide a transitional use area between residential areas and other less restrictive districts. The allowance of small-scale commercial services and retail is intended to encourage compatible mixed use development that is transportation-efficient, and enhances the function of this district.

Neighborhood Commercial (N-C District): To provide for the location of small businesses and services in residential sections of the City for the convenience of nearby residents; also to recognize existing uses of this type within the City. New C-N districts have a maximum area of 40,000 square feet of contiguous land. The businesses are intended to fit into the residential pattern of development and not create either land use, architectural or traffic conflicts. The above site sizes for new C-N districts and the following regulations are intended to protect the residential environment. Neighborhood Commercial development shall be limited in size and designed so they do not conflict with nearby and surrounding residential uses. Grocery stores, Barbershops, beauty shops and dry cleaning stores are the type of uses permitted in Neighborhood Commercial developments.

Highway Commercial (H-C District): To provide for those commercial uses which are appropriate to major thoroughfare or highway locations, and are dependent upon thoroughfare travel, and for those establishments that require large land areas. The types of uses appropriate in the highway commercial area include: Motels, restaurants, auto sales and repair, commercial recreation, service stations and retail establishments that require large land areas. This latter retail category include establishments selling garden supplies, nurseries, home furnishings and retail lumber.

Central Commercial (C-C District): To serve as the central trading area for the City and surrounding urbanized areas.

Light Industrial (L-I District): To provide for those heavier commercial and light industrial uses located in existing built-up areas of the City.

General Industrial (G-I District): To provide for the establishment of light and heavier industrial uses essential to the development of a balanced economic base in an industrial environment with a minimum conflict between industrial uses and residential and light commercial uses.

PUD District: To encourage development of large land areas as planned building groups by making possible greater variety, functionality, and diversification in the location and orientation of buildings and open spaces.

Public and Semi-Public (P & S-P District): To recognize areas for those uses which generate large public gatherings.

Policy E-12: The following is a list of each of the purposes for each of the overlay zone districts:

Town Center (TC District): To create a pedestrian-oriented, mixed-use downtown core and preserve and enhance the historic buildings and character of the Town Center;

***Hoquarton Waterfront Overlay (HWO) District:** To support and promote the Hoquarton Waterfront Plan. It is intended to create a mix of industrial, commercial and residential uses that captures the recreational and visual amenities of the Hoquarton Waterfront. Development should build on the industrial heritage of the area while providing new opportunities for employment and services. The district shall:*

- Provide access to and enjoyment of the Hoquarton Waterfront.*
- Maintain and celebrate the area's unique native and industrial heritage.*
- Cultivate a diverse mix of businesses and shops to serve residents and visitors.*
- Encourage a variety of housing options to support a diverse population and local workforce.*
- Design sites to connect to transportation infrastructure for pedestrians, bicycles, automobiles and trucks and provide appropriate onsite facilities to support multimodal transportation.*

***Health Care Overlay (HCO) District:** To establish areas for the expansion of medical and health care facilities and related uses in close proximity to one another and a campus like setting to enable the provision of a wide range of medical and health care services in the Overlay District to enhance the public's health, safety and general welfare.*

Flood Hazard Overlay (FHO): To promote the public health, safety, and general welfare, and to minimize public and private losses due to flood conditions in specific areas by provisions designed:

- 1) To protect human life and health;
- 2) To minimize expenditure of public money and costly flood control projects;
- 3) To minimize the need for rescue and relief efforts associated with flooding and generally undertaken at the expense of the general public;
- 4) To minimize prolonged business interruptions;
- 5) To minimize damage to public facilities and utilities such as water and gas mains, electric, telephone and sewer lines, streets, and bridges located in areas of special flood hazard;
- 6) To help maintain a stable tax base by providing for the sound use and development of areas of special flood hazard so as to minimize future flood blight areas;
- 7) To ensure that potential buyers are notified that property is in an area of special flood hazard; and,
- 8) To ensure that those who occupy the areas of special flood hazard assume responsibility for their actions;

Airport Overlay (AO): To prevent the establishment of air space obstructions in airport approaches and surrounding areas through height restrictions and other land use controls as deemed essential to protect the health, safety and welfare of the people of the City of Tillamook and Tillamook County.

Hazard Overlay (HO): To avoid development hazards in the areas of the City and the urban growth boundary which have been mapped as inundation zones (limit construction of new essential facilities and special occupancy structures as defined in ORS 455.447 in

tsunami inundation zones). The following special regulations apply to all properties which lie wholly or partially within one or more of these areas (refer to Tsunami Hazard Map of Tillamook Quadrangle.).

Water Resources Protection Overlay District: To implement the Significant Wetland and Riparian Corridor Resource policies of the City of Tillamook Comprehensive Plan and to guide development and conservation of significant wetlands, streams and riparian corridors identified in the City of Tillamook Significant Riparian/Wetlands Inventory. This section allows use of property while establishing clear and objective standards to protect and restore water bodies and their associated riparian areas, thereby protecting and restoring the hydrologic, ecological and land conservation functions these areas provide. Specifically, this ordinance is intended to protect habitat for fish and other aquatic life, protect habitat for wildlife, protect water quality for human uses and for aquatic life, control erosion and limit sedimentation, limit development in significant riparian corridors, and reduce the effects of flooding. This ordinance attempts to meet these goals by excluding structures from areas adjacent to fish bearing lakes and streams, and their associated wetlands, and by restricting vegetation removal or other alterations in those areas.

Policy E-13: Retail uses are encouraged to remain in the downtown area to maintain its vitality. Infill and redevelopment should be accommodated in the Town Center area. The classes and types of businesses and/or services permitted in the Town Center shall include: upper floor residential, housing for the elderly or disabled, upper floor clubs or lodges, cultural facilities, day care, governmental offices, libraries, parks, plazas, open space, postal services, hotels, office uses, retail services, restaurants, museums, theaters, galleries or studios for dance, art, and photography, personal services including but not limited to medical or dental clinics, small animal veterinary clinics, or pharmacy. Infill and redevelopment shall keep with the original architectural character, scale, mass and materials.

Policy E-14: Ample buffers shall be maintained between industrial areas and activities and **single family** residential areas

Policy E-15: Any proposed public or semi-public use on a specified site in a residential, commercial, industrial or public area requires review through the conditional use procedures of the Zoning Ordinance. Institutions that propose to be located in a residential area should be situated so the impacts of their surroundings are minimized.

The exception to this policy shall be the Tillamook County Fairgrounds. This property contains multi-use facilities such as:

Exhibit Halls and pavilions, indoor tennis courts, track and grandstands, areas for outside amusement activities, parking lots, buildings for assorted storage uses, buildings for the housing of animals, buildings for various meetings, social gatherings and community activities, public shops, and other public buildings.

This policy recognizes that these uses and activities have existed for a long period of time and are unique and complementary to the Tillamook Community. This Plan acknowledges that fairground existing public uses may continue and be expanded upon subject to the conditional use requirements of the City Zoning Ordinance.

Plans for expansion, improvement and relocation of public buildings shall include consideration of the magnitude of the population increase and the geographic direction of growth. Consideration shall also be given to consolidation of administration facilities for convenience and economy of operation.

Policy E-16: A study shall be done on the availability and developability of land currently being used for Fairground purposes.

~~**Policy E-17:** The small piece of commercial property east of the POTB Railroad Right-of-Way on Third Street that is zoned Central Commercial should be rezoned as Neighborhood Commercial.~~

~~**Policy E-18:** Parks of all sizes shall be provided and maintained in the existing developed areas. Community involvement is strongly encouraged for the development of such parks.~~

Policy E-19: Increased use of existing recreational facilities at the schools is encouraged.

Policy E-20: Optimum use of all public recreational facilities is encouraged.

~~**Policy E-21:** A large park of 14 acres serving the needs of Tillamook residents and others shall be developed in the area to the south part of the Fairgrounds.~~

~~**Policy E-22:** The large marine park developed on the Trask River immediately south of the City Sewer Plant Facility, known as Carnahan Park shall be investigated as to extension southward in the area zoned as Open Space. The park shall provide various recreational facilities, and shall include enhanced wetlands and open space.~~

Policy E-23: Future parks are encouraged to occupy other areas of land designated as open space within the City of Tillamook, such as the area at the confluence of the Hoquarton and Dougherty Sloughs, as shown on the Comprehensive Plan Map.

Policy E-24: Significant volumes of land are available for community parks and development in the Urban Growth Boundary. Acquisition is encouraged on this park/open space land. The City shall study the development of said property for various purposes, and estuary guidelines shall apply in all cases of development.

Policy E-25: The Plan shall allocate acreage for open space.

Objective No. 4 for Land Use: To guide community development in such a way as to maximize the conservation of energy.

Implementing Policies for Objective No. 4 for Land Use

Policy E-26: ~~Land designated for new development or redevelopment is allocated as shown in Table G. The proposed land use map is hereby adopted and made part of the general plan.~~

Policy E-27: Land uses developed on the land will be managed and controlled so as to maximize the conservation of all forms of energy, based on sound economic principles.

Policy E-28: The City shall review and implement various plans for ways this community can conserve energy. Informative literature and programs shall be developed to aid various identified energy conservation needs. As a municipality, Tillamook City shall take a strong role in recognizing the imminent need for energy conservation. Analysis of heating and fleet fuel consumption costs and electricity consumption shall be made and innovative programs implemented to conserve and reduce consumption. With reference to local resources such as wind, solar, forest and farm wastes, the City shall consider viable renewable energy programs that might lead to energy conservation.

Policy E-29: The City shall consider extending commercial zoning in the Hoquarton Area, increase the intensity of residential usage through rezoning to higher density residential zoning of the properties adjacent to the Central Commercial zone, and reconsider the zoning of areas not in the proper locations as determined by the Guidelines for Land Designation Decisions.

Chapter 2: History of the City of Tillamook



Tillamook history began on August 14, 1788, when Captain Robert Gray, an American sailing the sloop “Lady Washington”, anchored in Tillamook Bay thinking he had found the “great river of the West.” This was the first recorded landing on the Oregon coast. Tillamook is located in the northwest part of Oregon near the Pacific Ocean—approximately 70 miles west of Portland and an equal distance south of Astoria.

In its early years, the town of Tillamook, the first community to be settled in the county, bore the unofficial names Lincoln and Hoquarton, the latter believed to be an Indian name meaning “the landing”. Its name was eventually changed to Tillamook, derived from a Chinook word generally meaning “place of the many peoples of Elam the Nehelim.” The culture of the Tillamook were Salish, not Chinook, but differed quite considerably from that of the northern Coast Salish in Washington or those in Idaho, and has evidently been influenced by the culture of the tribes of northern California.

William Clark, of explorers Lewis and Clark, wrote in 1806 of the “Killamox” Indians, but according to research by the Clatsop-Nehalem Confederated Tribes the “K” was not used in the name of the tribe. Local folklore used “Land of Many Waters”, even though it was not the true translation meaning of the name, as the meaning of Tillamook.

The name Tillamook is of origin. It means the people of Nekelim (pronounced Ne-elim). The latter name means the place ‘Elim,’ or, in the Cathlamet dialect, the place ‘Kelim.’ The initial “t” of Tillamook is the plural article, the terminal “ook” the Chinook plural ending—“uks”.

The first white settler in the vicinity was Joseph Champion, who came in 1851 and made his home in a hollow cedar tree that he called his “castle.” Within months other settlers came – all bachelors.

In 1852, the first two families arrived to make their homes. Each successive year brought more families. On December 15, 1853, Tillamook County was created by an act of the legislature.

In 1854, the first election was held, the first census taken, the first school started and the keel was laid for a community ship: the “Morning Star.”

The “Morning Star” was built out of economic necessity because shipwrecks had destroyed all transportation that had carried local dairy products, fish and potatoes to market. The vessel was built by the combined efforts of Tillamook’s settlers. Most of the materials came from the forest, but iron work from a wrecked ship was laboriously packed on horseback from the Clatsop beaches by way of Neahkahnie Mountain. Sails were purchased from the Indians who had salvaged them from a ship wrecked near Netarts. Pitch was used to caulk the craft. Paint was not available. The ship was launched in the Kilchis River on Jan. 5, 1855, and for some years made possible the existence of the pioneers and development of Tillamook County.

In 1861, Thomas Stillwell, aged 70, arrived with his family from Yamhill and purchased land. The following year he laid out the town that would become Tillamook and opened the first store. In 1866, the first post office was opened and the town was permanently renamed Tillamook. An election in 1873 chose Tillamook as the county seat. The first public building was the jail built that same year.

Surrounding Tillamook City are the floodplains and lower reaches of the Wilson, Trask, and Tillamook Rivers; the rich agricultural lowlands; and the forested foothills of the Coast Range with an opening to Tillamook Bay to the northwest.

The town flourished alongside the Hoquarton, using that waterway as access from the sea to the platted town at the “landing”. In the 1880’s and 90’s, all of the businesses of Tillamook were located on the Hoquarton. The steamer Sue H. Elmore was a regular feature of the shipping on the the Hoquarton. In 1892, fire destroyed most of the businesses on the waterfront of the Hoquarton despite the best efforts of the Wide Awake Hook and Ladder Company.

Tillamook became an incorporated city in 1891. The first County Courthouse and City Hall were erected in the early 1890s. Both the City Hall and County Courthouse have been relocated since that time. ***Today, Tillamook’s City Hall is located at 210 Laurel and occupies the former Tillamook Post Office, which was moved to a new facility on First Street in 1986. The building is listed on the National Register of Historical Places. It opened as a post office in 1925. In 1943, as part of a national public works program, the U.S. Treasury Department commissioned native Tillamook resident Lucia Wiley to paint a mural on one inside wall of the building. It is entitled “The Landing of Captain Robert Gray in 1788.”***

(The Planning Commission recommended removal of the next two paragraphs; however they set a good context for the growth of the community) Historically, large public works projects have strongly influenced the City’s economy and the region’s economy. In the 1940s, the United States’ involvement in World War II brought significant changes to the region in the form of the Navy’s construction of Naval Air Station Tillamook on property located approximately 3 miles

south of the City, as well as residential construction within the City's limits. After the War, ownership of the Naval Air Station property, including the Tillamook Municipal Airport and railroad line, was transferred to the Port of Tillamook Bay (the Port) for use as an Industrial Park complex. This transfer brought opportunities for new capital and jobs to the area.

In mid-twentieth century, construction of US Coast Highway 101 brought new capital into the region and enhanced tourism and freight hauling. The initial infusion of capital and jobs sparked by this construction has ended. However, Highway 101 continues to provide a heavily used route for tourists, a connection to other coastal communities and a strong link between the City and the Port.

View of Tillamook looking west in 1900's



Tillamook's history is discussed further in the Historic Resources section.

By 1920, the City of Tillamook had a growing population of 1,964 residents.

~~The climate of the Tillamook area is typical of western Oregon with mild winters and moderate summers. As in other coastal areas, precipitation is heavy, over 90 inches per year, with about 70 percent occurring in November through March. Dairy fields, floodplains and forest lands surround the City's Urban Growth Boundary. The general climate characteristics also allow the area to participate in the growing attraction of the recreation and tourist industry to the beauties of the Oregon coast.~~

History of Land Use in the City of Tillamook

View of Tillamook looking north in 1900s, Tillamook, 1905 Courthouse on the upper right



Land use in the City of Tillamook has evolved with the development of different modes of transportation. The Native American Indians who lived there before white settlers arrived called the City "Hoquarton" **area "Tow-er-quo-ton"**, and during the late nineteenth century and early twentieth century, business in Tillamook was carried out along streets abutting

Hoquarton Slough, where boats carrying supplies could land to load and unload cargo. The lumber mills also ran alongside the slough. Sparse urban development extended south to about Sixth Street. The Highway 101 Bridge crossing the slough was built in 1931 by the Clackamas Construction Company.

By the mid-twentieth century, Hoquarton Slough, the existing lumber mill, and the Trask River generally defined the City's limits to the north, east and west respectively.

At the time of the development of the first City Comprehensive Plan in the early 1980's, Hoquarton Slough continued to define the northern border on that part of the City west of U.S. Highway 101, Dougherty Slough for a moment defined the northern border of town on 101, but was quickly replaced with Wilson River determining the northern boundary. In general, State Highway 6 helped determine where the northern border and Urban Growth Boundary was located on that part of town east of 101. The Trask River continued to define the City limits on the west side, and Marolf Loop Road on the east side. The area, across the Trask River, once in the southwest corner of the City Limits was determined to be rural land and could not be efficiently served by public facilities. This land remains rural and was excluded from the UGB.

View of Tillamook looking east on First Street in 1900



Further adjustments were made to the shape of the City by the late twentieth century. On June 4, 1980, public hearing testimony was received by the City Council concerning Goals No.3 and 4 involving the inclusion of the Citadel property (east of Trask River Road) into the Urban Growth Boundary for future City growth and expansion. Adequate need was not shown through population and land use statistics for inclusion of this property into the Urban Growth Boundary. Tillamook City must consider the area for future urban development in conjunction with eastward expansion of the City Limits. Property along U.S. Highway 101 north to the Wilson River was annexed into the City, **however**, areas of farmland once in the City Limits were withdrawn from the City at the time of the last Periodic Review.

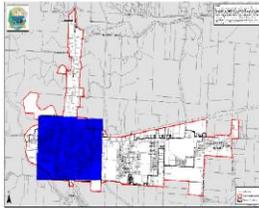
Current planning is focused on strategically repositioning the City's zoning within the UGB rather expanding it through the use of a Regional Economic Opportunities that recognizes that the large supply of surrounding County industrial land at the Port and the Creamery minimize the need for replicating that within City. Using the remaining economic opportunities as the focus, the City has striven to eliminate employment areas that are constrained by flooding in exchange for new designations with better advantages in area such as the birthplace of the community along the Hoquarton.

During the preparation for the Oregon Highway 101/6 interchange project, ODOT was requested to review the opinions of downtown business owners related to their desired potential for a National Historic District designation in the core of the City and the majority response was to seek a modern branded streetscape rather than historic designation at this time. With the efforts of the Tillamook Urban Renewal

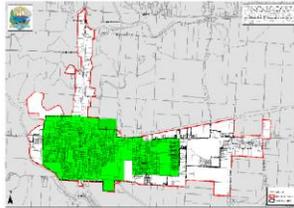
and Main Street program launches, façade improvements that bring back historic features will continue to enhance the historic character of the downtown.

The following maps show the City's development over the past 65 years.

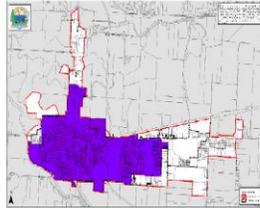
City Limits – 1950



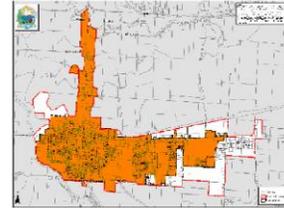
City Limits – 1960



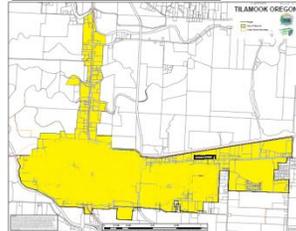
City Limits – 1980



City Limits – 2005



City Limits – 2015



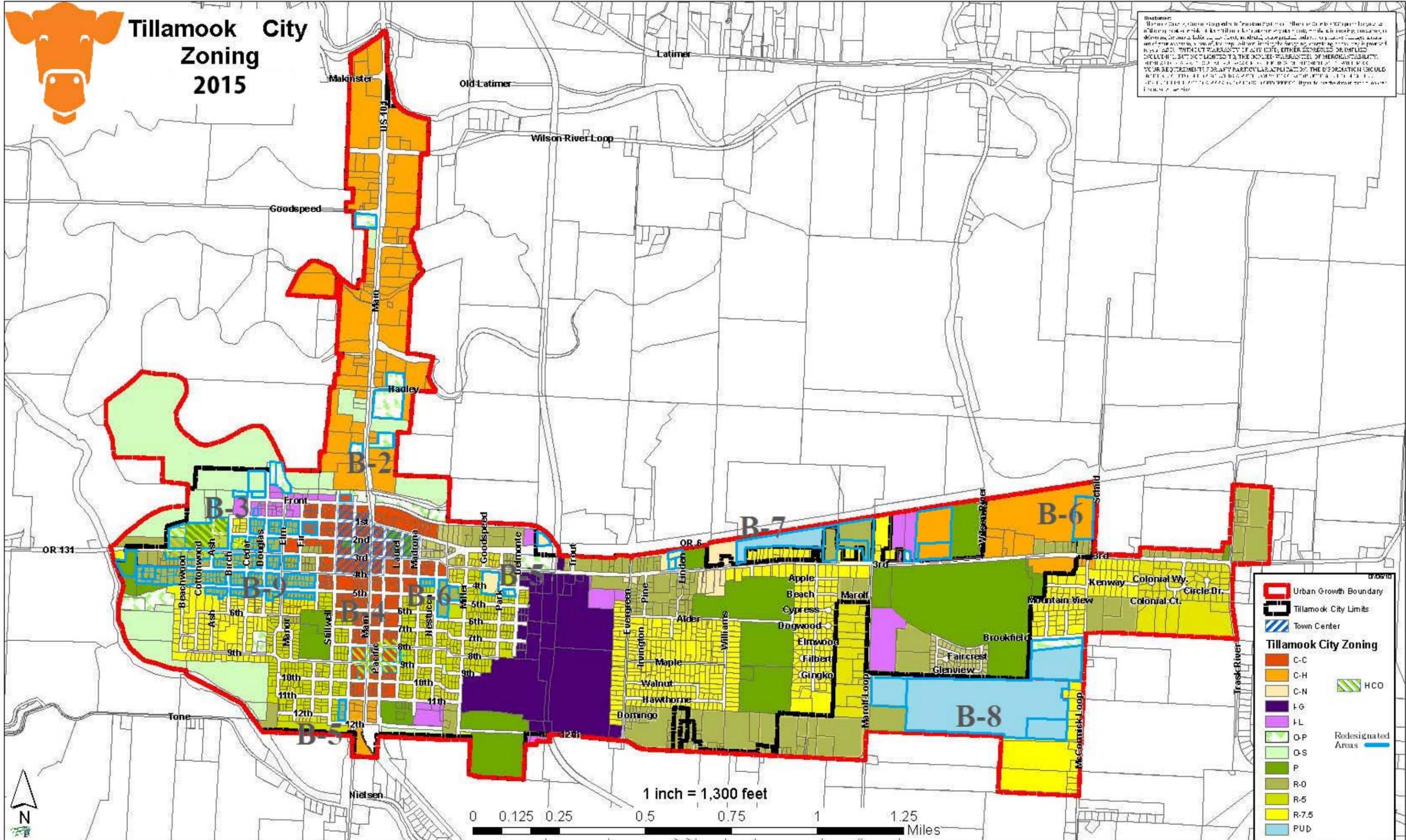
(Note: pictures may be altered for clarity)

ZONING CHANGES MAP

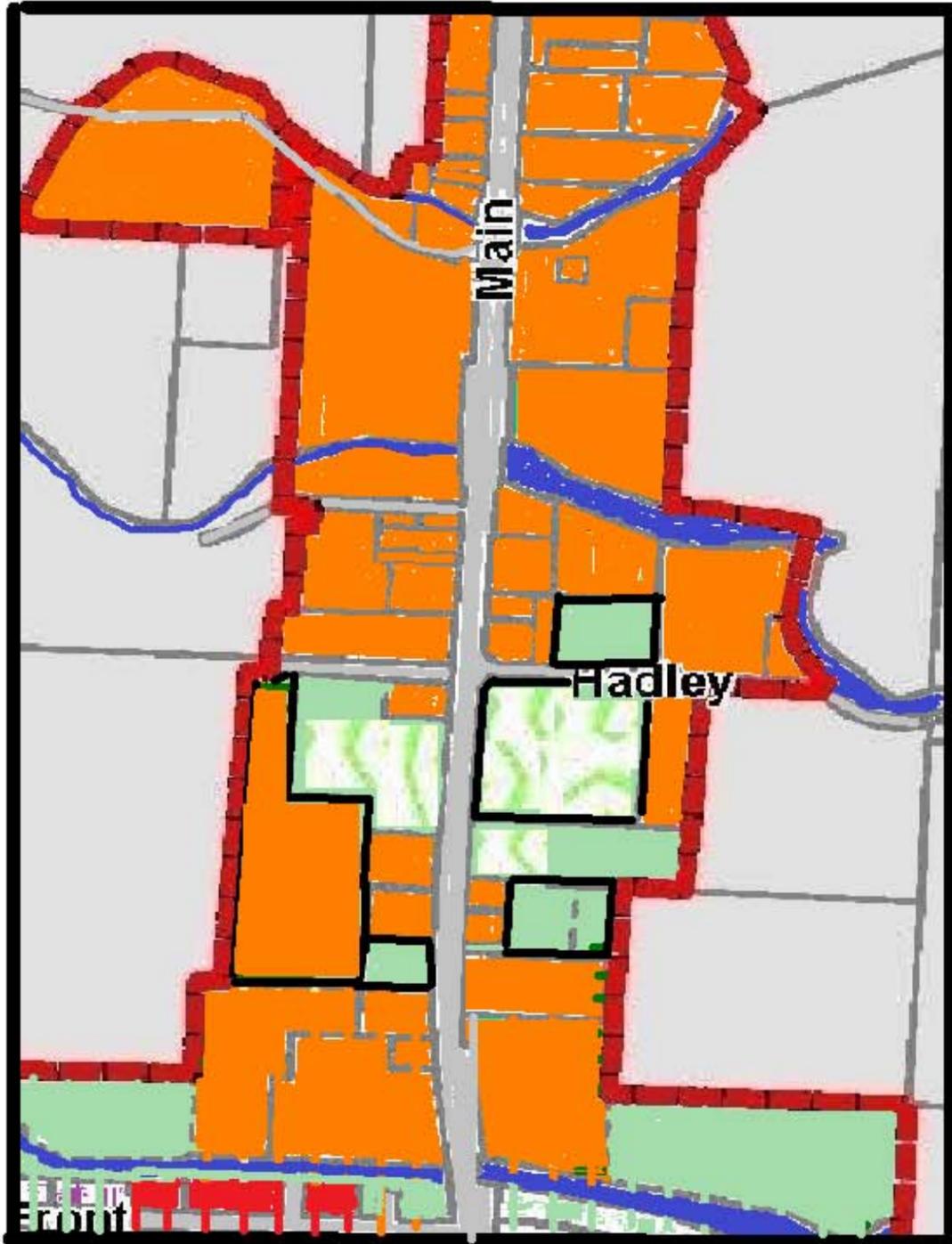


Tillamook City Zoning 2015

Disclaimer:
 The information contained on this map is for informational purposes only. It is not intended to constitute a contract or any other legal instrument. The information is provided as a service to the public and is not intended to be used as a basis for any legal action. The information is provided "AS IS" WITHOUT WARRANTY OF ANY KIND, EITHER EXPRESSED OR IMPLIED, INCLUDING BUT NOT LIMITED TO, THE IMPLIED WARRANTIES OF MERCHANTABILITY AND FITNESS FOR A PARTICULAR PURPOSE. THE USER ASSUMES ALL LIABILITY FOR ANY DAMAGE, INCLUDING REASONABLE ATTORNEY'S FEES, ARISING FROM THE USE OF THIS INFORMATION.



North Main Area Plan



Potential Zoning

Highway Commercial	Orange
Light Industrial	Purple
Open Space	Green
Central Commercial	Red
Existing Streets	Grey
UGB	Thick Red Line

- Rezone City Properties (identified as parks on the Parks Master Plan) from C-H to Open Space
- Identify Areas for Urban Farming
- Examine Properties with Significant Wetlands
- Add Food Cart Park Location in Killamook Park Area

Hoquarton Area and West Third Street Area



- Rezone Properties between Third and First, Birch and Grove from R-7.5 to R-0 and C-C
- Rezone Properties north of Front, Fir to Ivy, from I-L to C-C
- New Overlay Districts - Health Care Overlay
- Rezone City-owned properties from I-L to OS



- Neighborhood Comm.
- Light Industrial
- General Industrial
- Public/Semi-Public
- Single-Family Res.
- Single-Duplex Res.
- Multiple Use Res.
- Open Space
- Central Commercial
- Existing Streets
- Health Care Overlay

- Health Care Overlay District Area (County Health)

South Central Area Plan



Potential Zoning

- Highway Commercial
- Neighborhood Comm.
- Light Industrial
- General Industrial
- Public/Semi-Public
- Single-Duplex Res.
- Multiple Use Res.
- Open Space
- Central Commercial
- Existing Streets
- UGB

- Rezone properties west of Ivy between Eleventh and Twelfth from R-5.0 to R-0

Park Avenue Area Plan



- Re-use of Wilson School to C-N
- Rezone Properties south of 4th, Park to Del Monte from R-5.0 to C-N

5th and Nestucca Area Plan

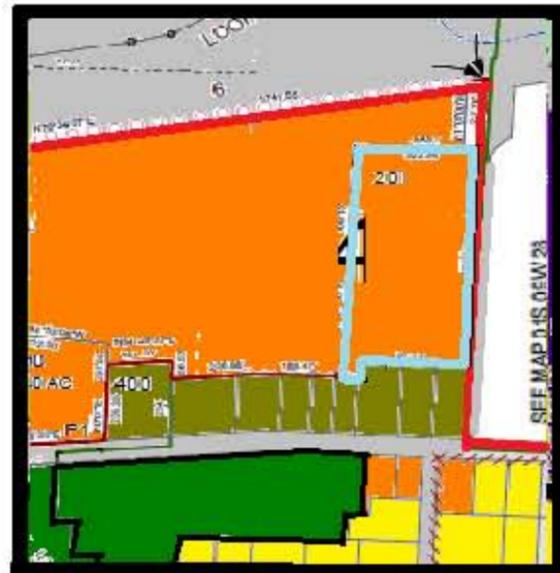


Potential Zoning

- Highway Commercial
- Neighborhood Comm.
- Public/Semi-Public
- Single-Family Res.
- Single-Duplex Res.
- Multiple Use Res.
- Central Commercial
- Existing Streets
- UGB

- Rezone Sacred Heart Church properties from P&SP and R-5.0 to R-0
- Rezone properties west of Nestucca from R-5.0 to R-0

Third and Schild Area Plan



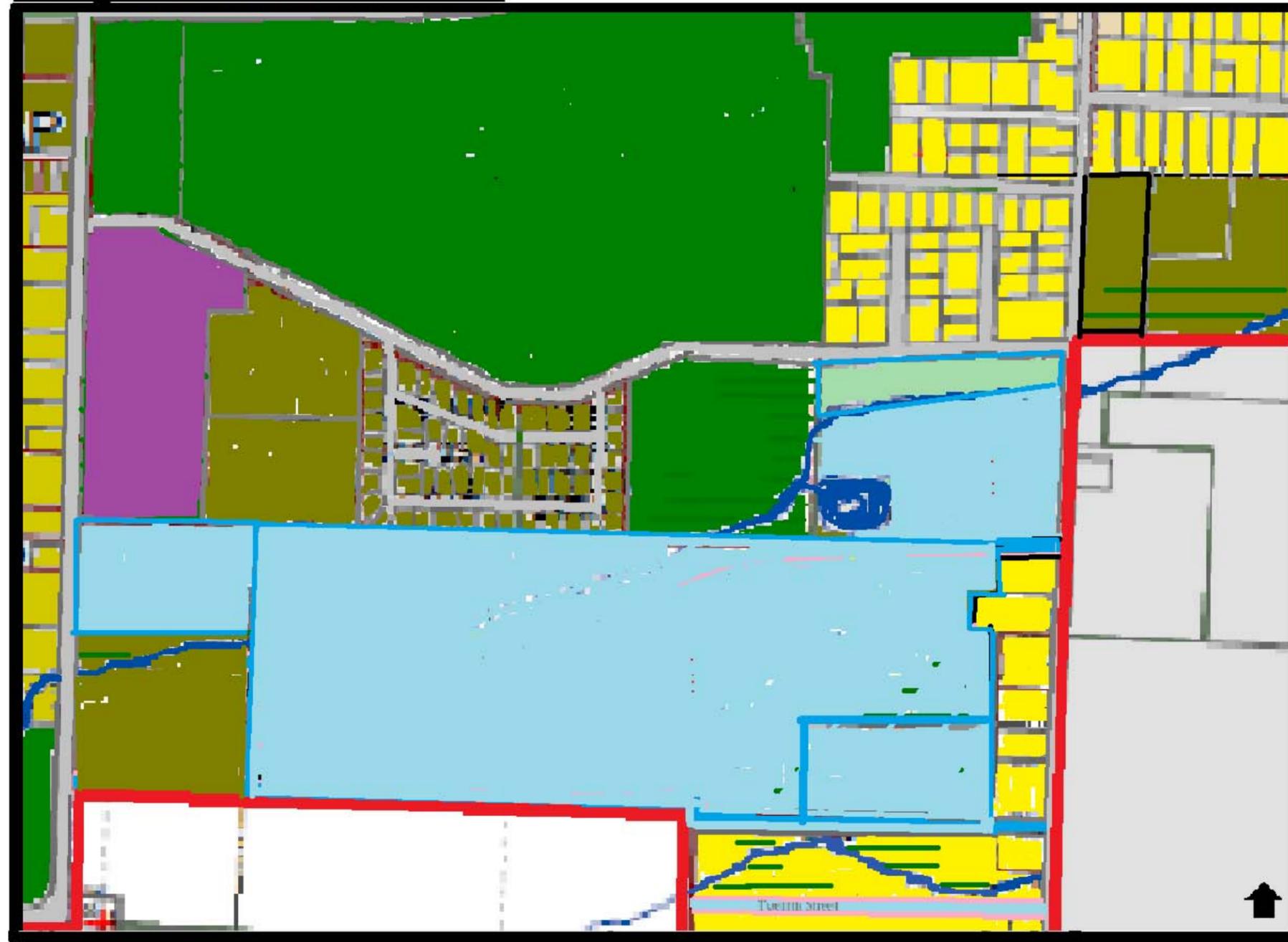
- Rezone Property at Tax Lot 201 from I-L to C-H

East Third Street Area Plan



- Rezone properties from C-C to C-N
- Rezone properties from R-7.5 to PUD
- Rezone properties from R-7.5 to R-0
- Rezone properties from I-L to C-H
- Rezone property from I-L to C-N

McCormick- Marolf Area Plan



Potential Zoning

Neighborhood Comm.	
Light Industrial	
Public/Semi-Public	
Single-Family Res.	
Multiple Use Res.	
Open Space	
Single-Duplex Res.	
Existing Streets	
PUD	
Future Divisions	
UGB	
	

- Re-use of County Public Works Property
- Expansion of TBCC Campus and development of College Overlay
- Student Housing in R-0 Zone west and south of College Overlay
- Rezone Property (1S9W29 Tax Lots 1000/1001) from I-L to R-0 as Planned Unit Development
- Rezone Property (1S9W28CB Tax Lot 100) from R-0 to I-L
- New east-west Road ROW dedications for connectivity
- Open Space/Park along Holden Creek as part of Planned Development
- Identify Areas for Urban Farming

Workforce Housing Area

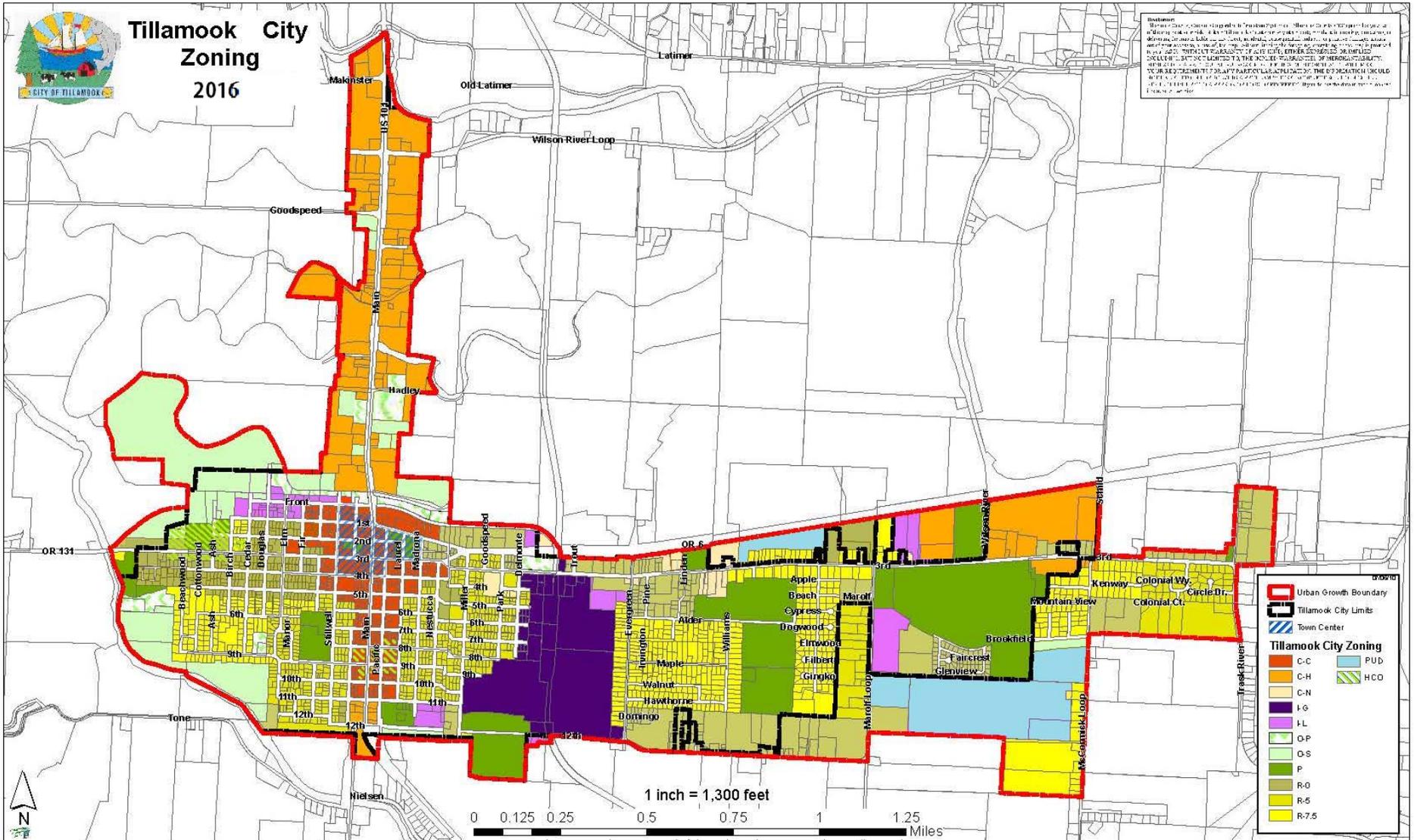


Multiple Use Res. ■

Existing Streets ■

- Rezoning from R-7.5 to R-0, Multiple Use Residential

FINAL ZONING MAP



Health Care Overlay (HCO) District

1. Purpose.

The purpose of the Health Care Overlay District is to allow areas for the concentration of medical facilities and related uses in a campus like setting to enable the provision of a wide range of medical services to enhance the public's health, safety and general welfare and allow for the continuation and flexible expansion of the hospital, medical clinics and associated uses in a planned and coordinated manner so existing and future uses can respond and adapt to changes in technology, the medical profession, and society as a whole.

The overlay zone standards will:

- Strengthen the roles currently played by:
 - 1) The County Hospital Area around Third Street and Ash Avenue, and
 - 2) The County Health Department area around Ninth Street and Pacific Avenue as regional centers for health care and related services.
- Provide flexibility within the underlying zones to allow health care related uses.
- Allow small-scale supportive commercial/retail uses to supplement health care.

2. Applicability.

A. The standards and procedures, permitted and conditional uses, set forth of this section:

1. Apply to all health care related development proposed on a lot or parcel located within, or partially within, the HCO District;
2. Are in addition to the standards of the underlying zone for the uses listed in this section; and
3. Nothing contained in the proposed Health Care Overlay (HCO) district shall limit the uses permitted outright or conditionally within the underlying zone districts.

3. Permitted Uses. The following uses shall be permitted within a Health Care Overlay District:

- A. Medical and health care uses including hospitals, outpatient clinics, continuing/long term care services, hospice services, laboratories, medical research facilities, urgent or emergency medical services, offices of doctors, physical therapists, dentists and other health care providers (both public and private).
- B. Medical staff facilities and similar uses, including but not limited to administrative offices, educational and meeting facilities and staff sleeping quarters;
- C. Childcare and adult care services, including respite care;
- D. Short term residential uses dependent upon or directly related to medical care, including convalescent care facilities, skilled nursing facilities, group homes for the disabled and overnight accommodations;
- E. Health care related retail (i.e. pharmacy, medical supplies and equipment);
- F. Social service providers including counseling centers and alcohol and drug treatment facilities;
- G. Accessory parking;
- H. Utilities and public facilities.

4. Conditional Uses. The following uses require an additional conditional use permit for approval:

A. Medical helicopter landing pad on the following conditions:

1. The landing pad meets the recommendations of the Oregon State Department of Transportation Aviation Division and the Federal Aviation Administration.
2. Use shall be limited to emergency medical use only,

B. Facilities for the treatment and/or temporary storage of biomedical, radioactive and hazardous waste generated within the overlay district; provided however that no materials may be transported to the site from other facilities for storage or treatment purposes.

C. A building exceeding 45 feet in height.

5. Site Development Standards. Except as otherwise noted, the site development restrictions shall be as follows:

- A. Front Yard Setback. The minimum front yard setback shall be 10 feet except on corner lots where the vision clearance area requirements shall apply and, except when adjacent to a lot outside of the Health Care Overlay District, the front yard setback shall be same as the front yard setback required in the adjacent zone.
 - B. Side Yard Setback. The minimum side yard setback shall be five feet. The side yards shall be increased by one-half foot for each foot by which the building exceeds 15 feet in height. The side yard setback distance for one or both sides may be waived for an approved zero lot line development.
 - C. Rear Yard Setback. The minimum rear yard setback shall be five feet except when adjacent to a lot outside of the Health Care Overlay District and then the rear yard setback shall be a minimum of 20 feet. The required rear yard setback shall be increased by one-half foot for each foot by which the building exceeds 15 feet in height.
 - D. Minimum distance between buildings: 10 feet
 - E. Maximum building height: 45 feet
 - F. Maximum lot coverage: 60%.
6. Site Plan Requirements. All development within the Health Care Overlay District shall be governed by a site plan, constituted as a binding site plan and shall be reviewed and approved administratively. In addition to the requirements listed in §153.022 and §153.026, the site plan shall include the following:
- A. Pedestrian connectivity: The campus should have accessible pedestrian connections beyond standard sidewalks along the street and between buildings. Special attention should be paid to crosswalks, connections between parking lots serving adjacent uses and interior walkway connections.
 - B. Landscaping: Minimum landscaping shall be as required in §153.026; provided however, that additional landscaping may be required by the City Planner at the time of Zoning Clearance Permit to achieve the following effects:
 - 1. Effective screening of off-street parking areas and eliminating monotony of parking areas;
 - 2. Effective buffering of adjacent residential uses;
 - 3. Enhance the building architecture and on-site landscaping;
 - 4. Streetscape plantings are required as part of the site plan; including street trees.
 - 5. Additional landscaping within setback areas to mitigate adverse noise, light, glare, and aesthetic impacts to adjacent residential properties from new development may be required.
 - C. Lighting. Lighting shall be provided throughout the site and along all pedestrian paths and building entrances to promote safety.
 - D. Building Design: There should be continuity of character and building materials throughout the development and with adjacent development in the Health Care Overlay to enhance a campus setting.
 - E. Building design should provide articulation to avoid long blank walls and a scale appropriate to the setting. Building entries shall be recessed. Decorative patterns on exterior finish (e.g., scales/shingles, wainscoting, board and batt, masonry) are required. Where possible, buildings should be designed to screen parking and provide useful courtyard settings for users of the facilities.
 - F. Every building adjacent to a street shall have an entrance on the street side; except if the building design cannot provide an entrance due to the internal function of the building space (e.g., mechanical equipment, areas where the public or employees are not received, etc.) and therefore may not be required to meet this standard. Pathways shall connect all entrances to the street right-of-way.

PLANNED UNIT DEVELOPMENT DISTRICT

- A. Purpose. To encourage development of the Planned Unit Development (PUD) District as planned building groups by making possible greater variety, functionality, and diversification in the location and orientation of buildings and open spaces. It is further the purpose of Planned Unit Developments to serve at least three of the following purposes listed in §153.029.6.B of the City Code of Ordinances
- B. Application Requirements. The application for planned unit development approval are listed in §153.029.6.B of the City Code of Ordinances.
- C. Limitation on PUD application.
1. Applicability of Planned Unit Development Regulations. The requirements for a Planned Unit Development set forth in this Section are in addition to the conditional use procedures and standards of Section 153.027.
 2. PUD Review Procedures/Approval Process. Planned developments will be reviewed in two phases: a preliminary development plan phase and a final development plan phase. Section 153.029.6.C.2 of the City Code of Ordinances describes the review and approval process. Pre-application review of the project before these phases is required. No building or other permit shall be issued for such development or part thereof until the Planning Commission has approved said development.
 3. Findings for Project Approval. The Planning Commission shall approve a Planned Unit Development only if it finds that the Planned Unit Development will satisfy the criteria of 153.029.6.C.3 of the City Code of Ordinances.
 4. Potential Uses allowed in the PUD District. The following uses are allowed in the PUD District if the Planning Commission considers them appropriate for the particular development being proposed and if other applicable standards are satisfied:
 - a. Single-family dwellings, detached or attached, row houses, on individual lots or in cooperative or condominium ownership;
 - b. Duplexes and triplexes;
 - c. Multi-family housing developments;
 - d. Manufactured home, mobile house, or modular home;
 - e. Commercial uses supported mainly by residents of the planned development when such commercial uses require an area no larger than five percent of the area devoted to residential uses;
 - f. Industrial uses such as small-scale live-work industries supported mainly by residents of the planned development when such industrial uses are contained in a structure onsite and require an area no larger than five (5) percent of the area devoted to residential uses;
 - g. Residential/Commercial mixed use developments;
 - h. Urban Farming, Gardening, Animal Husbandry (meeting the requirements listed in Section 23);
 - i. Accessory Uses in the Planned Unit Development District. In addition to the accessory uses typical of the primary uses authorized, accessory uses approved as a part of the Planned Unit Development District may include the following uses:
 1. Golf courses;
 2. Private park, lake or waterway;
 3. Recreation area (including trails);

4. Recreation building, club house or social hall;
 5. Other accessory structures which the Planning Commission finds are designed to serve primarily the tenants of the Planned Unit Development, and are compatible to the design of the Planned Unit Development.
5. Density. Generally the density shall be 35 units per acre. The gross area of the PUD shall be used (total area including street dedications) to calculate the density of the PUD District. Areas of common use may be included in calculating allowable density.
 6. Deviations to be authorized. The Planning Commission may authorize the design and approval of PUD's which deviate from the strict standards of this Code. The deviations shall be limited to the limitations, restrictions and design standards listed in §153.029.6.C.7 of the City Code of Ordinances.
 7. Dimensional and Bulk Standards apply as listed in §153.029.6.C.8 of the City Code of Ordinances.
 8. Common Areas. In the PUD District, 25 percent of the total land area shall be devoted to open space, in the form of yards, buffers, setbacks, common open areas, or recreational facilities. A portion of this area shall be common or shared open space. The open space requirements are listed in §153.029.6.C.9 of the City Code of Ordinances. The Planning Commission may increase or decrease the open space requirements depending on the particular site and the needs of the development.
 9. Transportation. The requirements for transportation listed in §153.029.6.C.10 of the City Code of Ordinances shall apply in the PUD District.
 10. Signs. All signs larger than eight (8) square feet within a planned development are subject to approval of the Planning Commission. The Planning Commission shall consider each such sign on its merits based on the aesthetic impact on the area, potential traffic hazards, and the need for the sign.
 11. Compatibility with Adjacent Development. If topographical or other barriers near the perimeter of the development do not provide reasonable privacy for existing uses adjacent to the development, the Planning Commission shall require buildings in the planned development to be setback an adequate distance, as determined by the Planning Commission, from the perimeter and/or require an attractively designed and maintained buffer in the form of vegetation, fencing, walls, and/or berms.
 12. Utility Easements. Easements necessary for the orderly extension and maintenance of public utilities may be required as a condition of approval.
 13. Control of the Development after Completion. The final development plan shall continue to control the Planned Unit Development after it is finished, as required by §153.029.6.C.16 of the City Code of Ordinances

§153.023 PROVISIONS APPLYING TO SPECIAL USES

23. Urban Farming.

- A. The use of property in the OS, **N-C, H-C, C-C, L-I, G-I, PUD** Districts for Urban Farming for commercial or non-profit purposes or sustenance is **permitted administratively** within the Urban Growth Boundary.
- B. Produce that can be grown on these farms include fruits, vegetables, and livestock.
- C. Animal keeping of commonly domesticated animals, on these farms, including pastureland is allowed with the following requirements:
 1. Sanitation. Proper sanitation shall be maintained for all animals at all times to prevent any condition which may be dangerous or detrimental to the health of the public or animals, or constitute a nuisance.
 2. Fencing. Fencing is required and shall be designed and constructed to confine all animals to the site on which the animal is kept.
 3. Enclosures. An enclosure is required and shall be designed and constructed to provide shelter from the weather for all animals kept outdoors on the development site. The requirements are listed in subsection 4, Barns, Coops, Corrals, and Hutches, Paddocks, Pens for Farm Animals, Livestock and Poultry Farms and Eggeries, of this section.
- D. Lot Area Minimum = 5,000 square feet
- E. Minimum Setbacks:
 1. Front Yard = 10 feet
 2. Side and Rear Yard = 10 feet
- F. Minimum parcel dimensions for Animal Husbandry, livestock, shall be determined by Best Management Practices available at the OSU Extension Office.
- G. An Urban Farm used for commercial or non-profit purposes shall meet the State requirements listed in ORS 568.900, and provide the City with a copy of the approved permits from the State Department of Agriculture for water quality and the use of herbicides, pesticides, and fungicides.
- H. Sustainable and/or organic practices are encouraged for all Urban Farms.

Exhibit D

**FINDINGS AND CONCLUSIONS
BEFORE THE CITY COUNCIL OF THE CITY OF TILLAMOOK
FOR COMPREHENSIVE PLAN AMENDMENTS #PA-15-01
CODE OF ORDINANCES, TITLE XV, §153, ZONING CODE AMENDMENTS
#ZOA-15-01
COMPREHENSIVE PLAN MAP & ZONING MAP AMENDMENTS & ZONE
CHANGES #ZC-15-01**

SECTION I. SUMMARY OF LEGISLATIVE ACTION

The City of Tillamook has been working on this revitalization project since 2014 beginning with the City Planning Commission's follow-up to the adoption of the Economic Opportunities Analysis (EOA) and culminating with the Council's adoption of Ordinance 1312. There is still potential for further adjustments related to workforce housing that may ensue after additional hearings are held.

INTENT:

Update the City's Economic Planning in accordance with the recent Economic Opportunities Analysis (EOA) in order to reposition the community to optimize future growth. According to the Central Tillamook Regional Economic Opportunity Analysis, there is a 3 -11 acre deficit of commercial land to accommodate the expected growth in the next 20 years.

THE STRATEGY:

The strategy to accomplish this repositioning includes the following:

#PA-15-01

- Amendments to the Tillamook City Comprehensive Plan, Chapter 2, History, Chapter 10, Economy and Chapter 11, Land Use (Chapters 10 and 11 have been reversed).

#ZOA-15-01

- Creation/Implementation of the Planned Unit Development (PUD) Zone District in the City Code of Ordinances
- Creation/Implementation of the Health Care Overlay (HCO) District in the City Code of Ordinances
- Amendments to text in subsection 23, Urban Farming, of §153.023, Provisions Applying to Special Uses.
- Amendments to the abbreviated zone districts: N-C, H-C, L-I, G-I.

#ZC-15-01

The properties identified for rezoning are located in **10** areas around the City:

- 1 - B2) North Main Avenue Area,
 - Rezoning City-owned properties (identified in the Parks and Recreation Master Plan as parks) from Highway Commercial (C-H) to Open Space (O) {this includes the City property at Goodspeed Road not depicted on B2};
- 2 - B3) Hoquarton Area,
 - Rezoning four (4) blocks between Cedar and Fir Avenues, First and Third Streets, from Single-Family Residential (R-7.5) to Multiple Use Residential (R-0),
 - Rezoning City-owned properties (identified in the Parks and Recreation Master Plan as parks) from Light Industrial (L-I) to Open Space (O),
 - Rezoning two (2) blocks between Fir and Ivy Avenues, Hoquarton Slough and Second Street, to Central Commercial (C-C), and
 - Implementing the Health Care Overlay (HCO) District in the area including the Hospital and surrounding properties;
- 3 - B4) Central City (County Health Care) Area
 - Implementing the Health Care Overlay (HCO) District in the area including the County Health Department and Tillamook Family Counseling, between Ivy and Madrona Avenues, Seventh and Tenth Streets, and surrounding properties;
- 4 - B5) South Central Area
 - Rezoning of properties on the west side of Ivy Avenue between Eleventh and Twelfth Streets, from Single-Family and Duplex Residential (R-5.0) to Multiple Use Residential (R-0);
- 5 - B5) Park Avenue Area
 - Rezoning of properties on the south side of Fourth Street between Park and Del Monte Avenues, from Single-Family and Duplex Residential (R-5.0) to Neighborhood Commercial (C-N);
- 6 - B6) Fifth and Nestucca (Sacred Heart Church) Area
 - Rezoning of properties between Fourth and Sixth Streets, Madrona and Miller Avenues, from Single-Family and Duplex Residential (R-5.0) to Multiple Use Residential (R-0);
- 7 - B6) Schild Area
 - Rezoning of Tax Lot 201 from Light Industrial (I-L) to Highway Commercial (C-H);
- 8 - B7) East Third Street Area
 - Rezoning of properties north of Third Street from Central Commercial (C-C) to Neighborhood Commercial (C-N), Single-Family Residential (R-7.5) to Planned Unit Development (PUD), Single-Family Residential (R-7.5) to Multiple Use Residential (R-0), Light Industrial (I-L) to Neighborhood Commercial (C-N), and Light Industrial (I-L) to Highway Commercial (C-H);
- 9 – B8) McCormick-Marolf-Brookfield Area
 - Rezoning of property along the south side of Brookfield Avenue from Single-Family Residential (R-7.5) to Open Space (O),
 - Rezoning of County property from Public (P) to Light Industrial (LI), and
 - Rezoning of properties between McCormick Loop Road and Marolf Loop Road, from Light Industrial and Multiple Use Residential (R-0) to Planned Unit Development (PUD);

10 – B9) Workforce Housing Area Rezone

- Rezoning Single-Family zoned properties to the Multiple Use Residential (R-0) Zone Designation {this includes the Rezoning of the Wastewater Treatment Plant from Single-Family Residential (R-7.5) to Public & Semi-Public (P&S-P) not depicted on B9}.

SPECIFIC LOCATIONS:

- Rezoning the following properties to the PUD Zone District:
 - 1) Land north of Third Street, south of OR 6, including 1S929BC Tax Lot 200;
 - 2) Land south of Brookfield Avenue, east of Marolf Loop Road and west of McCormick Loop Road, including 1S928CB Tax Lot 1902, 1S929 Tax Lots 800, 1000, and 1001.
- Implementation of the HCO District including the following properties:
 - 1) Land north of Eighth Street, between Pacific Avenue and Laurel Avenue, including 1S930CB Tax Lots 13400, 13500, 13600 and 13700;
 - 2) Land south of Eighth Street, between Main Avenue and Madrona Avenue, including 1S930CC Tax Lots 1400, 1500, 1600, 1700, 1800, 1900, 2000, 2100, 2200, 2700, 2701, 3000, 3100, 3200, 3300, 3400, 3500, 3900, 4000, 4100, 4200, 4300, and 4400;
 - 3) Land north of Third Street, between the west City Limits line and Cedar Avenue, including 1S1025 Tax Lot 401, 1S1025AC Tax Lots 4400, 4700, 5600, 5700, 5800, 5801, 5900, 6000, 6100, and 6101;
 - 4) Land south of Third Street, including 1S1025CA Tax Lots 100, 300, 400, 500 and 800, 1S1025DB Tax Lots 2200, 2300, 2400, 2900, 2901, and 3100;
 - 5) Land west of Main Avenue, between Eighth Street and Tenth Street including 1S1025DA Tax Lot 11100, 1S1025DD Tax Lots 100, 200, 300, 400, 500, and 600.
- Rezoning the following properties to the Open Space (O) Zone Designation:
 - 1) Land south of Brookfield Avenue west of McCormick Loop Road including 1S928CB Tax Lot 1890;
 - 2) Land east of North Main Avenue south of Hadley Road including 1S930BB Tax Lots 400 and 900;
 - 3) Land north of Hadley Road east of North Main Avenue including 1S919C Tax Lot 1400;
 - 4) Land west of North Main Avenue including 1S1024D Tax Lot 900, and 1S1025AA Tax Lot 800.
- Rezoning the following properties to the Public and Semi-Public (P&S-P) Zone Designation:
 - 1) Land south of Third Street at 710 Third Street at 1S1025CA Tax Lot 1500.
- Rezoning the following properties to the Multiple Use Residential (R-0) Zone Designation:
 - 1) Land north of Third Street, west of Marolf Loop Road including 1S929AC Tax Lots 900 and 1100, 1S929BC Tax Lot 2100;
 - 2) Land south of Fourth Street, between Miller Avenue and Madrona Avenue including 1S929CA Tax Lot 2500, 1S929CB Tax Lots 4500, 4600, 4700, 4800, 5300, and 5400;
 - 3) Land east of Laurel Avenue, between Eighth Street and Ninth Street including 1S930CC Tax Lot 1600, 1700, 1800, 1900 and 2000.

- 4) Land north of Second Street, between Elm Avenue and Fir Avenue including 1S1025AD Tax Lots 7200, 7300, 7400, 7500, 7600, and 7700;
 - 5) Land west of Elm Avenue, between First Street and Third Street including 1S1025AC Tax Lots 2300, 2400, 2500, 2600, 2700, 2800, 2900, 3000, 3100, 3200, 3300, 3400, 3500, 3501, 3600, 7000, 7100, and 7200.
 - 6) Land west of Ivy Avenue, between Eleventh Street and Twelfth Street including 1S21025DD Tax Lots 8500, 8600, 8800, and 8900;
- Rezoning the following additional properties, noticed on January 29, 2016, to the Multiple Use Residential (R-0) Zone Designation:
 - 1) Land on Fourth Street and Fifth Street west of Grove Avenue, including 1S1025AD Tax Lots 13000, 13100, 13200, 13300, 13400, 13500, 1S1025DA Tax Lots 1300, 1400, 1500, 1600, 1700, 1800, 1900, 2000, 2100, 2200, 2300, 2400, 2500, 2600, 2700, 2800, 2900, 3000, 3100, 3200, 3300, 3400, 3500, 3600, 3700, 1S1025DB Tax Lots 300, 400, 500, 600, 1100, 1200, 1300, 1400, 1900, 2000, 2100, 2101, 2500, 2600, 2700, 2800, 3200, 3300, 3400, 3500, 3600, 3700, 3800, 3900, 4000, 4100, 4200, 4300, 4400, 4401, 4500, 4600, 4700, 4800, 4900, 5000, 5100, 5200, 5300, 5400, 5500, 5600, 5700, 5800, 5900, 6000, 6100, 6200, 6300, 6400, 6500, 6600, 6700, 6800, 6900, 7000, 7100, 7200, 7300, 8100, 8200, 8300, 8501, 9500, 9600, 9700, 9800, 10700, 10800, 10900, 11300, 11400, 11500, 11601;
 - 2) Land on the south side of Third Street between Birch Avenue and Fir Avenue, including 1S1025DB Tax Lots 100, 200, 700, 800, 900, 1000, 1500, 1600, 1700, 1800, 1S1025AD Tax Lots 12600, 12700, 12800, 12900;
 - 3) Land adjacent to Meadowlark Lane, including Tax Lots 1600, 1700, 1800, 1900, 2000, 2100, 2200, 2300, 2400, 2500, 2600, 2700, 2701, 2800, 2900, 3000, 3100, 3200, 3300, 3400, 3500, 3600, 3700;
 - 4) Land in Block 5 of the Second Stillwell Addition, including 1S1025AC Tax Lots 6200, 6300, 6400, 6400, 6500, 6600, 6700, 6800, 6900.
 - Rezoning the following properties to the Neighborhood Commercial (N-C) Zone Designation:
 - 1) Land north of Third Street, south of OR 6 west of Wilson River Loop Road including 1S929AC Tax Lot 401;
 - 2) Land north of OR 6 south of POTB ROW including 1S930 Tax Lot 800, north of Third Street south of OR 6 including 1S930 Tax Lots 103, 104, and 105;
 - 3) Land south of Fourth Street between Park Avenue and Del Monte Avenue including 1S930CA Tax Lots 900, 3700, 3800 and 3900;
 - Rezoning the following properties to the Central Commercial (C-C) Zone District:
 - 1) Land north of Second Street, between Fir Avenue and Grove Avenue, including 1S1025AD Tax Lots 6100, 6200, 6300, 6400, 6500, 6600, 6700, 6800, 6900, 7000, and 7100;
 - 2) Land north of Front Street, between Stillwell Avenue and Ivy Avenue including 1S1025AD Tax Lot 401;

- Rezoning the following properties to the Highway Commercial (H-C) Zone Designation:
 - 1) Land north of Third Street, west of Wilson River Loop Road including 1S929AC Tax Lots 200 and 300;
 - 2) Land north of Third Street, west of Schild Road including 1S929 Tax Lot 201.
- Rezoning the following properties to the Light Industrial (L-I) Zone Designation:
 - 1) Land north of First Street, between Cedar Avenue and Douglas Avenue including 1S1025AC Tax Lot 1000;
 - 2) Land east of Marolf Loop south of the Community College including 1S929 Tax Lot 704.

SUMMARY OF ACREAGE OF PROPOSED ZONE CHANGES: The proposed rezoning of properties in the City is summarized with adjusted acreage in each zone in the following tabulations:

O = +13.41 acres	C-C= +01.05 acres	P&S-P= -10.59 acres
R-0 = +16.00 acres	H-C= +04.21 acres	PUD= +76.43 acres
N-C = +04.99 acres	L-I= - 58.41 acres	HCO= +14.80 acres

APPLICABLE REVIEW CRITERIA AND STANDARDS: Tillamook City Code of Ordinances, Title XV, §153.028. The criteria listed in §153.028 (8), along with the State criteria, are reviewed in Section III of these findings. The Findings and Conclusions for #PA-15-01, #ZOA-15-01, #ZC-15-01, recommended by the Planning Commission, dated October 2nd, 2015 are hereby fully referenced herein.

SECTION II. PUBLIC NOTICE AND COMMENTS

HEARING DATES AND PUBLIC NOTICE: The legislative hearing dates for Comprehensive Plan Amendment #PA-15-01, Code of Ordinances Amendment #ZOA-15-01 and Zoning Map Amendments #ZC-15-01 were as follows:

- City Planning Commission, **October 1, 2015.**
- City Council, **November 2, 2015, January 19, 2016, March 7, 2016.**
- City Council deliberation, **April 18, 2016.**

Notice was mailed to the State of Oregon on August 14, 2015, mailed to affected property owners and posted on September 11, 2015 at: Tillamook City Hall, Tillamook County Court House, Tillamook County Library, Tillamook Fire District. The original Measure 56 notice included the City Council hearing, and therefore, its continuations. The expanded workforce housing area was mailed a supplementary Measure 56 notice on January 29, 2016.

The names, addresses, and tax lot numbers of the affected property owners were those listed on the last preceding tax roll of the Assessor of Tillamook County.

COMMENTS RECEIVED: Comments were received from Robert and Linda Fitzgerald, 6395 Long Prairie Road, Tillamook, on September 21, 2015. They own the properties at 912 Fourth Street and 1002 Fourth Street, and requested the lots be included in the Health Care Overlay District.

Comments were received from Christian K. Hooley, P.C., Attorney at Law, Po Box 220/2111 Eighth Street, Tillamook, On September 11, 2015. He had concerns with the Overlay District's effect on existing and future commercial uses within the area, and the limitation on the area to health care related industries. He asked for the following language to be included in the Health Care Overlay District text:

"...2. Relationship with Underlying Central Commercial District (C-C). Nothing contained herein shall be interpreted to limit the uses permitted outright or as conditional uses within that portion of the C-C District in which the HCO District is situated. Rather, the permitted and conditional uses set forth below are in addition to, rather than in place of, those set forth in the C-C District. Paragraphs 5 and 6 below are applicable only to the permitted and conditional uses set forth in paragraphs 3 and 4 below, and are not applicable to other uses permitted outright or conditionally in the C-C District...."

As a result, a recommendation was made by the Planning Commission to make the following changes to the HCO District as part of #ZOA-15-01:

"Applicability.

A. The standards and procedures permitted and conditional uses set forth in this section:

- 1. Apply to all health care related development proposed on a lot or parcel located within, or partially within, the HCO District;***
- 2. Are in addition to the standards of the underlying zone for the uses listed in this section; and***
- 3. Nothing contained in the Health Care Overlay (HCO) district shall limit the uses permitted outright or conditionally within the underlying zone districts."***

Comments were received at the City Council's second hearing from Parametrix, the consultant on the Rails-n'Trails project, recommending additional economic policy language related to that project, from the County requesting the change of their Public Works property from Public Use to Light Industrial, and from the Department of Land Conservation and Development supporting the Planning Commission's recommendation and the Council's expansion of some of the areas indicated for residential intensification to support the economic realignments being proposed. These comments were incorporated into the following hearing.

Additionally, over the month of January, the Oregon Department of Transportation (ODOT) conducted a survey of downtown business owners in response to further scrutiny by the State Historic Preservation Office (SHPO) of ODOT's 101/6 project related to damaging the potential for a future Historic District in the downtown in

light of the various branding elements included in the project. This Federal ‘Section 106’ concern needed be addressed by ODOT in order for the project to move forward. Their finding that the majority of responding property owners felt that the branding aspects of the project would have a positive economic benefit was included in the Historic chapter.

At the March 7th hearing comments were received from: **Keith Lawhorn, Charles Ping, Bill Bassett, Alison Rudisel, Debra Bowman, Rebecca Hopkins, Jason Hopkins, Gary Hayes, Teresa Schwend, Dave Schwend, Terry Sprenkel, and Aaron Palter.**

They ranged from ‘*this is a great idea and there is a need for housing to potentially serve nearby working areas*’ and ‘*the City is taking a proactive step*’ to ‘*this rezoning effort is picking on a low-income block and it is not fair*’, from ‘*this is a very nice neighborhood, classic area of Tillamook, with older homes access, walkability in the area and there is a need to keep the feel of the neighborhood in mind*’ to ‘*a concern over elimination of setbacks*’, from ‘*concerns over the parking rules, requirements, and enforcement with street parking potentially taken up by tenants*’ to ‘*property taxes and land values increasing*’, from ‘*garbage is an issue when the number of residents increase*’ to ‘*no one wants to purchase a house in an area that has shopping carts or other debris littering the area and lots of pets walking by*’, from ‘*an added business brings an increase in traffic and apartments above a retail space is disruptive to the neighbors*’ to ‘*water drainage could be an issue.*’

In response, further information was requested by the Council related to the potential rezoning of additional areas from Single-Family (SFR) zoning to R-0 zoning.

- 1) *Under Measure 50, do rezonings impact assessed value over and above the statutory 3% increase?* The answer was yes, the assessed value of a property can increase more than 3% per year, if improvements are made or it is subdivided/adjusted, loses an exemption, or “is rezoned and used consistently with the rezoning” (ORS 308.146 (3)(c)). Therefore, the act of rezoning itself does not trigger increased value until the property is used in accordance with that new zone.
- 2) *Is there was a difference in setbacks between SFR and R-0 zoning?* The answer was yes and no, the front yard setbacks are the same, but there is a one foot difference in the side and rear setbacks; SFR is therefore slightly more restrictive.
- 3) *Are Ancillary or Accessory Dwelling Units (ADUs, otherwise known as ‘granny flats’) are allowed in both SFR and R-0 zoning?* The answer was yes, they are; therefore, there is no ADU gain to be had though rezoning, except if additional parcels are created, then each new one gets the ability to have an ADU.
- 4) *Are commercial ventures allowed in both SFR and R-0 zoning?* The answer was no, they are only allowed in the R-0 zone. The only exception to this would be home occupations.

Based upon the input from the public and the resulting information, the Council refined the various proposed elements of the amendments accordingly and voted to proceed to adoption, reserving the option to conduct further hearings on the need for additional workforce housing.

SECTION III. ANALYSIS OF APPLICABLE CRITERIA FOR AMENDING THE COMPREHENSIVE PLAN AND PLAN MAP, ALONG WITH THE CODE OF THE CITY OF TILLAMOOK

§153.028(8). The Planning Commission and Council shall determine that amendment requests meet the following criteria:

A. Rezoning of the subject property will conform with the intent of and will be consistent with all policies of the City Comprehensive Plan;

Finding: City Comprehensive Plan Policy E-48 states that “*The City shall maintain an adequate supply of buildable commercial and industrial lands suitable for businesses and industries likely to locate in Tillamook.*” The Regional Economic Opportunity Analysis identified the need for additional commercial land, since currently there is a 3 -11 acre deficit of commercial land to accommodate the expected growth in the next 20 years.

Comprehensive Plan Policy F-1 requires that Comprehensive Plan Refinements shall be made with:

- *a general review of the factual base (Inventory);*
- *an evaluation of the effectiveness of plan policies/implementing measures in meeting goals and objectives;*
- *recommended amendments, if any, to the Plan and/or implementing measures.*

The Planning Commission and City Council, in developing these amendments to the Comprehensive Plan, used the factual bases provided by the EOA to evaluate the old Economic elements of the Comprehensive Plan, and identified three chapters to update: Chapter 2, History, Chapter 10, Economy and Chapter 11, Land Use, along with several code elements and numerous properties that were not optimally zoned.

Conclusion: Satisfied. These amendments are due to a review of the factual base and the implementation of information and recommendations from the Regional Economic Opportunity Analysis. The reason for the proposed rezoning of the properties identified in this proposal is to accommodate the 20 year demand for commercial growth in the City. The proposed rezoning of the properties identified in the request conforms with the intent of and consistency of the policies of the Comprehensive Plan.

B. Rezoning of the subject property will conform with the intent of the zoning designation to which the subject property is proposed to be changed as defined in the purpose statement of the proposed zone;

Finding: Objective No. 1 for Land Use: *To have a compact, efficient urban development pattern and to preserve good agricultural lands for agricultural uses* and **Objective No. 3 for Land Use:** *To provide sufficient land for development to meet future needs and to preserve open space lands as much as possible* were both driving influences for this amendment process. All rezoned lands were matched with the purpose statements of the zones to which they were changed. Where new zone or overlays were created, their purpose statements were shaped to fit the lands being included under them, such as:

Planned Unit Development (PUD) District Purpose: To encourage development of the Planned Unit Development (PUD) District as planned building groups by making possible greater variety, functionality, and diversification in the location and orientation of buildings and open spaces.

Health Care Overlay (HCO) District Purpose: To allow areas for the concentration of medical facilities and related uses in a campus like setting to enable the provision of a wide range of medical services to enhance the public's health, safety and general welfare and allow for the continuation and flexible expansion of the hospital, medical clinics and associated uses in a planned and coordinated manner so existing and future uses can respond and adapt to changes in technology, the medical profession, and society as a whole.

Conclusion: Satisfied. The proposed amendments meet the land use objectives of both the existing and proposed zoning districts as described in the Comprehensive Plan.

C. Rezoning of the subject property will not seriously interfere with the permitted uses on other nearby and surrounding parcels;

Finding: By cleaning up non-conforming uses and unserviceable areas, many of the proposed zone changes provide better compatibility with the property's and its neighboring properties' existing land uses.

Conclusion: Satisfied. The proposed rezoning of the properties identified in the request will not interfere with the permitted uses on other nearby and surrounding parcels. The proposed amendments are compatible with the surrounding land uses.

D. Rezoning of the subject property is better suited to the purposes of the proposed zone that it is to the purposes of the existing zone;

Finding: The zoning changes looked at proximity to services and commercial exposure opportunities, in addition to walkability and environmental concerns such as:

1. Floodplains. Property proposed to be rezoned Open Space (O) were located in the Floodway for mitigation.
2. Wetlands. Property proposed to be rezoned Open Space (O) and Planned Unit Development (PUD) contain large amounts of wetlands for wetland preservation and enhancement.

Accessibility or lack thereof was also a key consideration in adding or removing economic designations.

Conclusion: Satisfied. The repositioning was precisely targeted for enhancing the suitability of the zoning on all affected properties.

E. Rezoning of the subject property will not adversely impact the orderly provision of public services (water, sewer, police, fire, schools, etc.) in the area in which the property is located;

Finding: The economic repositioning looked at all utilities from water/sewer to electric and roads and pulled economic endeavors away from unserved areas to those which are already well-served or have the potential to receive improved services in the near future. An example of the latter is the Light industrial areas along Front Street which currently have poor sewer service, but planned improvements are upgrading that capacity to within one block of the area.

Conclusion: Satisfied. The proposed rezoning of the properties identified in the request will not adversely impact the orderly provision of public services, but rather enhance their provision.

F. Rezoning of the subject property will not adversely impact the road and street system serving the area in which the property is located.

Finding: The clustering of economic designations to the arterials and collectors and away from local and remote streets enhances the operability of the system.

Conclusion: Satisfied. The rezoning of the properties identified in the request will not adversely impact adjacent roads and streets.

Consistency with Statewide Planning Goals as contained in the State Administrative Rules.

State Revised Statutes O.R.S. 197.250 Compliance with goals required

The proposed Comprehensive Plan Amendments #PA-15-01, Zoning Code Amendments #ZOA-15-01, Comprehensive Plan Map & Zoning Map Amendments & Zone Changes #ZC-15-01 meet this requirement by addressing the following State Goals: Goal 1, Citizen Participation, as described above in the Section II public input and Goal 9, Economic Development as described below.

State Required Administrative Rules (O.A.R.):

OAR 660-015-0000 (9) Goal 9

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health welfare, and welfare, and prosperity of Oregon's citizens - states that "Comprehensive plans and policies shall contribute to a stable and healthy economy in all regions of the state".

Finding: The proposed amendments seek to revitalize and stabilize Tillamook's economy which languished for an extended period of time due to national and regional economic factors and the inability of the local area to reposition its land supply to meet changing demands, by shifting its employment areas away from unserviceable and constrained lands to those that can take advantage of the City's comparative advantages and provide ready opportunities for current market trends to flourish while complementing those advantages of our neighbors and housing the workforce needed to support that growth.

Through the use an EOA, the plans are based on inventories of areas suitable for increased economic growth and activity after taking into consideration the health of the current economic base; materials and energy availability and cost; labor market factors; educational and technical training programs; availability of key public facilities; necessary support facilities; current market forces; location relative to markets; availability of renewable and non-renewable resources; availability of land; and pollution control requirements.

The planning process also took into account the social, environmental, energy, and economic impacts upon the resident population as indicated by Guideline A2 to consider everything from natural hazard limitations to the social needs of workforce housing in walkable proximity to the employment areas as critical to the implementation of the Economic Goal.

Conclusion: Satisfied. The proposal contributes to the identified suitable variety of economic activities vital to the health welfare, and welfare, and prosperity of Tillamook's citizens.

Goal 9 also requires that Comprehensive plans "1) include an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends; 2) contain policies concerning the economic opportunities in the community; 3) provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies; and 4) limit uses on or near sites zoned for specific industrial and commercial uses to those which are compatible with the proposed uses".

Finding: Using the EOA as a basis for a strategic repositioning, the City sought not to expand its UGB in face of having many constrained employment lands but rather to remove unserviceable lands in favor of rezoning lands that were more suitable and favorably positioned.

The EOA included the analysis of #1. The proposed comprehensive plan amendments contain the policies contemplated in #2, including the use of the flexibility provided by OAR 660-009-0020 (7), which states that “Cities and counties are strongly encouraged to adopt plan policies that include additional approaches to implement this division (Goal 9)...”. The zoning changes provide for the adequate supply derived from those policies as described in #3, and also considers the compatibility concerns of #4.

Conclusion: Satisfied. The proposal utilized the full Goal 9 planning process to come up with its strategy.

OAR 660-009-0010, Application

(1) This division applies to comprehensive plans for areas within urban growth boundaries.

Finding & Conclusion: The amendments are entirely within the City’s Urban Growth Boundary, and therefore meet the division applicability.

(2) Comprehensive plans and land use regulations must be reviewed and amended as necessary to comply with this division.

Finding & Conclusion: The proposed amendments to the City Comprehensive Plan and land use regulations are necessary to maintain compliance with this division as described in the Central Tillamook Regional Economic Opportunity Analysis, which identified that the City has a 3 – 11 acre deficit of commercial land to accommodate the expected growth for the next 20 years and therefore, simply continuing to rely on existing plans to meet the requirements of this division as allowed by subsection **(3)** was not an option.

(4) For a post-acknowledgement plan amendment under OAR chapter 660, division 18, that changes the plan designation of land in excess of two acres within an existing urban growth boundary from an industrial use designation to a non-industrial use designation, or another employment use designation to any other use designation, a city or county must address all applicable planning requirements, and:

- (a) Demonstrate that the proposed amendment is consistent with its most recent economic opportunities analysis and the parts of its acknowledged comprehensive plan which address the requirements of this division; or*
- (b) Amend its comprehensive plan to incorporate the proposed amendment, consistent with the requirements of this division; or*

(c) Adopt a combination of the above, consistent with the requirements of this division.

Finding & Conclusion: The amendments to the zone designations on the Comprehensive Plan map and Zoning map are consistent with the Central Tillamook Regional Economic Opportunity Analysis as required by (a) and amend the Comprehensive Plan to incorporate provisions that are consistent with this division as required by (b) and allowed by (c).

(5) The effort necessary to comply with OAR 660-009-0015 through 660-009-0030 will vary depending upon the size of the jurisdiction, the detail of previous economic development planning efforts, and the extent of new information on national, state, regional, county, and local economic trends. A jurisdiction's planning effort is adequate if it uses the best available or readily collectable information to respond to the requirements of this division.

Finding & Conclusion: The Central Tillamook Regional Economic Opportunity Analysis was undertaken in 2012 and completed and approved in 2013. It utilized the most up-to-date information on national, state, regional, county and local economic trends, best available or readily collectable information to respond to and comply with the state requirements listed in OAR 660-009-0015 through 660-009-0030. This is the best available information to respond to the requirements of this division.

OAR 660-009-0020, Industrial and Commercial Development Policies

(1) Comprehensive plans for planning areas subject to this division shall include policies stating the economic development objectives for the planning area.

(2) For urban areas of over 2,500 in population policies shall be based on the analysis prepared in response to OAR 660-009-0015

Finding & Conclusion: City Comprehensive Plan Policy E-48 states that “The City shall maintain an adequate supply of buildable commercial and industrial lands suitable for businesses and industries likely to locate in Tillamook.” All existing and additional policies contained in the amendments delineate the economic development objectives as required by (1). Measures adequate to implement policies adopted pursuant to OAR 660-009-0020 shall be adopted. Appropriate implementing measures include amendments to plan and zone map designations, land use regulations, and public facility plans. The Central Tillamook Regional Economic Opportunity Analysis was prepared in response to OAR 660-009-0015 – OAR 660-009-0030 as required by (2).

OAR 660-009-0025, Designation of Lands for Industrial and Commercial Uses

(1) Identification of Needed Sites. The plan shall identify the approximate number and acreage of sites needed to accommodate industrial and commercial uses to implement plan policies. The need for sites should be specified in several broad "site categories," (e.g., light industrial, heavy industrial, commercial office, commercial retail, highway commercial, etc.) combining compatible uses with similar site requirements. It is not necessary to provide a different type of site for each industrial or commercial use which may locate in the planning area. Several broad site categories will provide for industrial and commercial uses likely to occur in most planning areas.

Finding & Conclusion: The Planning Commission and City Council examined, through a number of hearings and workshops, areas of concern and inappropriately-zoned properties throughout the City. The amendments to the Comprehensive Plan Map and Zoning Map then utilized the site characteristics needed for additional commercial development identified in the Central Tillamook Regional Economic Opportunity Analysis.

(2) Long-Term Supply of Land. Plans shall designate land suitable to meet the site needs identified in section (1) of this rule. The total acreage of land designated in each site category shall at least equal the projected land needs for each category during the 20-year planning period. Jurisdictions need not designate sites for neighborhood commercial uses in urbanizing areas if they have adopted plan policies, which provide clear standards for redesignation of residential land to provide for such uses.

Finding & Conclusion: The proposed additional acreage of land designated for commercial use equals approximately 5 ¼ acres, which meets the current deficit of commercial land identified in the Tillamook County Regional Economic Opportunity Analysis. Additionally, the City chose to designate sites for neighborhood commercial uses, both specifically and through upzoning of residential areas to allow for such uses (R-0) as part of their workforce housing efforts. These areas equal approximately 2 acres available for commercial use.

Additionally, the analysis of the housing yield potentials within the “Workforce Housing Area”, are that there are four (4) vacant parcels that could yield 17 new units under the rezoning, seven (7) underutilized parcels (already have a house on them but also surplus land still available) that could yield ten (10) new units, and twelve (12) redevelopable parcels (already have a house on them but its value is less than the value of the land which would encourage its demolition) that could yield seventy-three (73) new units for a total of one hundred (100) potential new units. This was deemed a good start toward correcting the economic support deficiency, but the Council reserved the right to continue further exploration of additional rezoning that might be required to satisfy this need.

SECTION IV. OVERALL CONCLUSION

The Tillamook City Comprehensive Plan Amendments #PA-15-01, Tillamook City Code of Ordinances, Title XV, §153, Zoning Code Amendments #ZOA-15-01, Comprehensive Plan Map & Zoning Map Amendments & Zone Changes #ZC-15-01, as attached to Ordinance 1312, comply with all applicable local and state criteria.