



Chapter 11: Land Use (State Goal 2)

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:

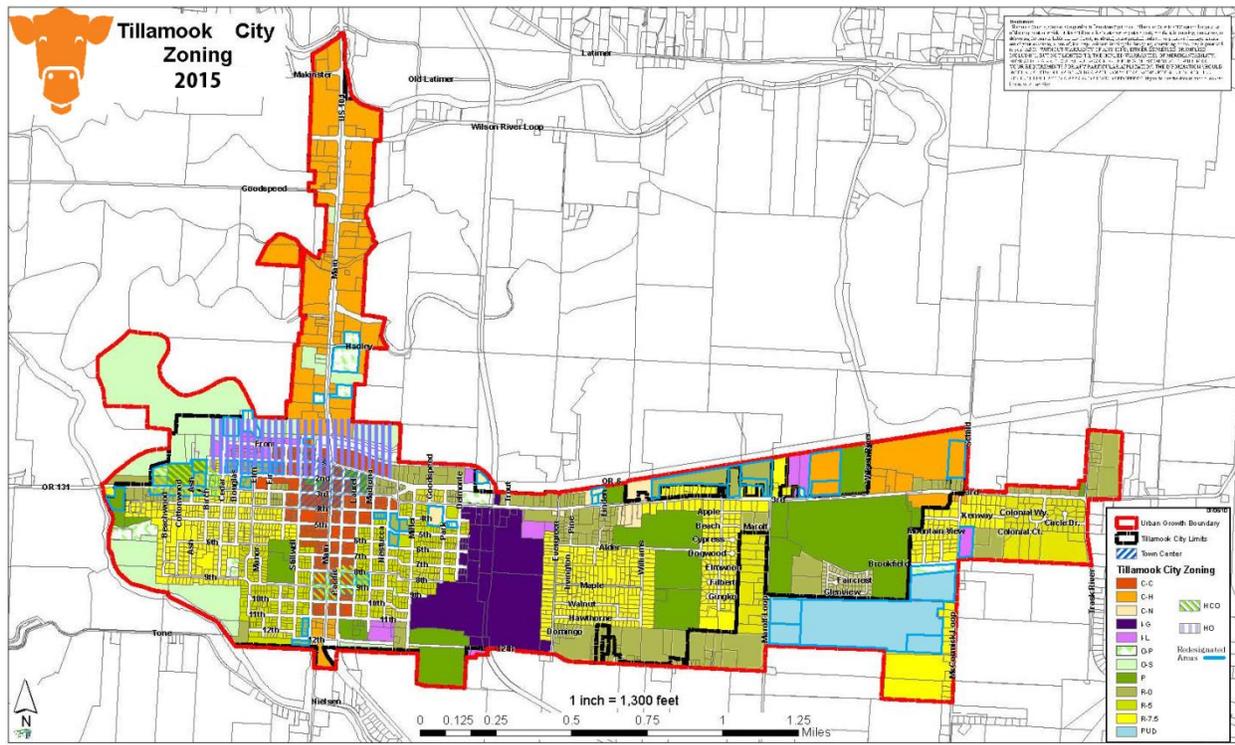
- Map 1: The Comprehensive Plan Map**
- Map 2: The Zoning Map**
- Map 3: Existing Land Use (which includes Non-Conforming Uses) Map**
- Map 4: The Vacant and Re-developable Lands (Potential Development) Map**
- Map 5: Significant Wetlands/Flood Hazard Overlay Map**
- Map 6: Sanitary Sewer Map**

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

The 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/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.

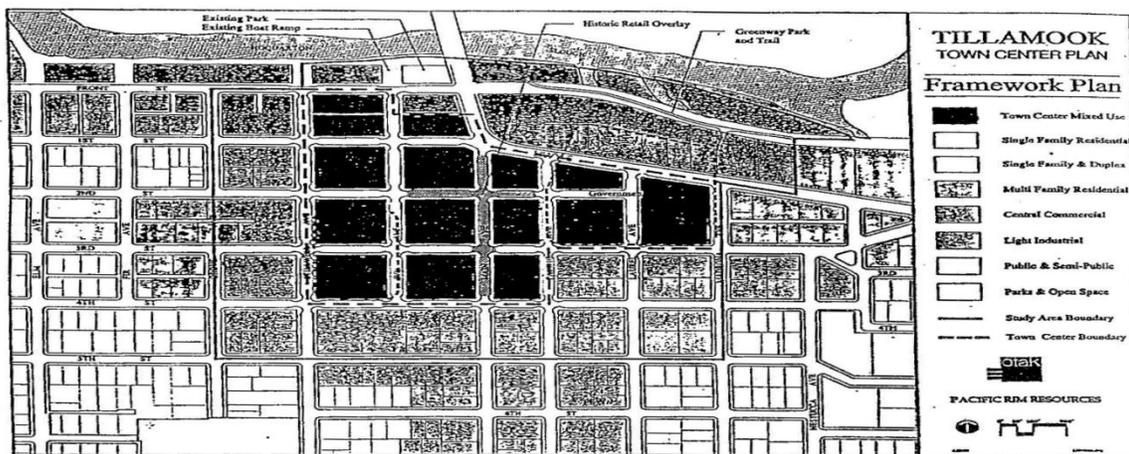
Commercial Land

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 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 land 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.



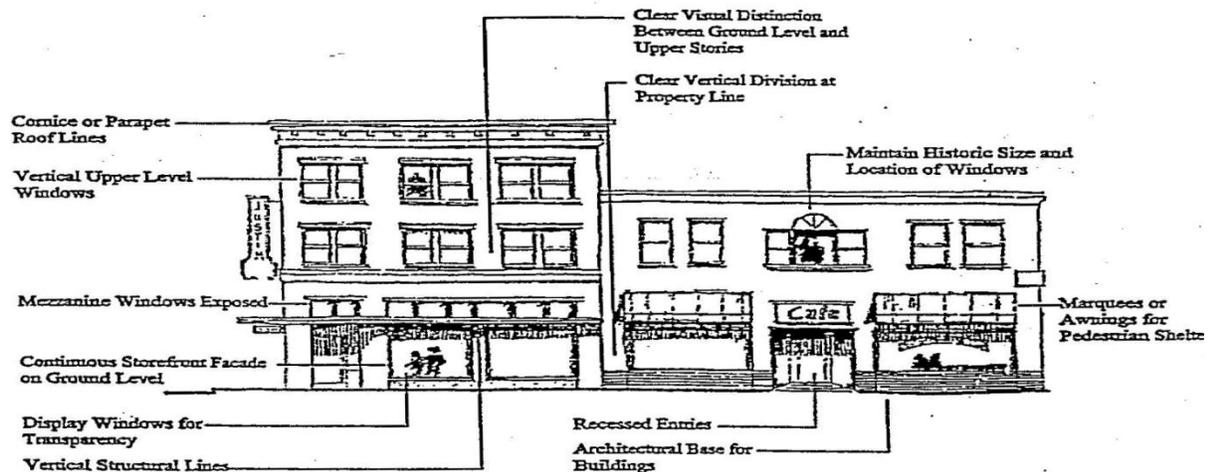
Land Use in the Town Center includes the following:

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:

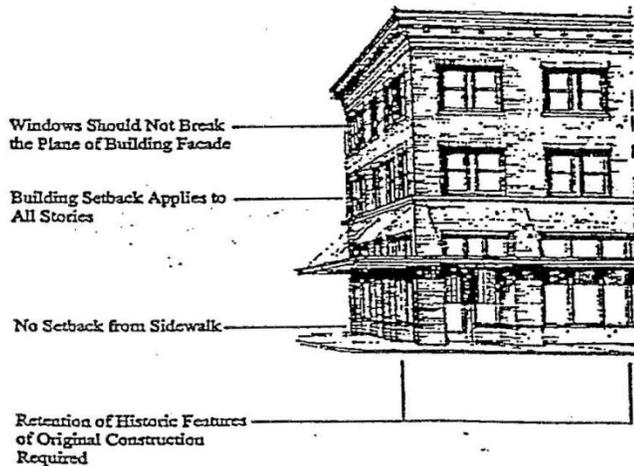
1. A consistent design for streetscape improvements within the public-right-of way established in the Town Center Plan area. Guidelines consider sidewalks, street furniture (benches, drinking fountains, trash cans), sculptures, murals, **public art** and street lighting.
2. Streetscapes in the Town Center 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

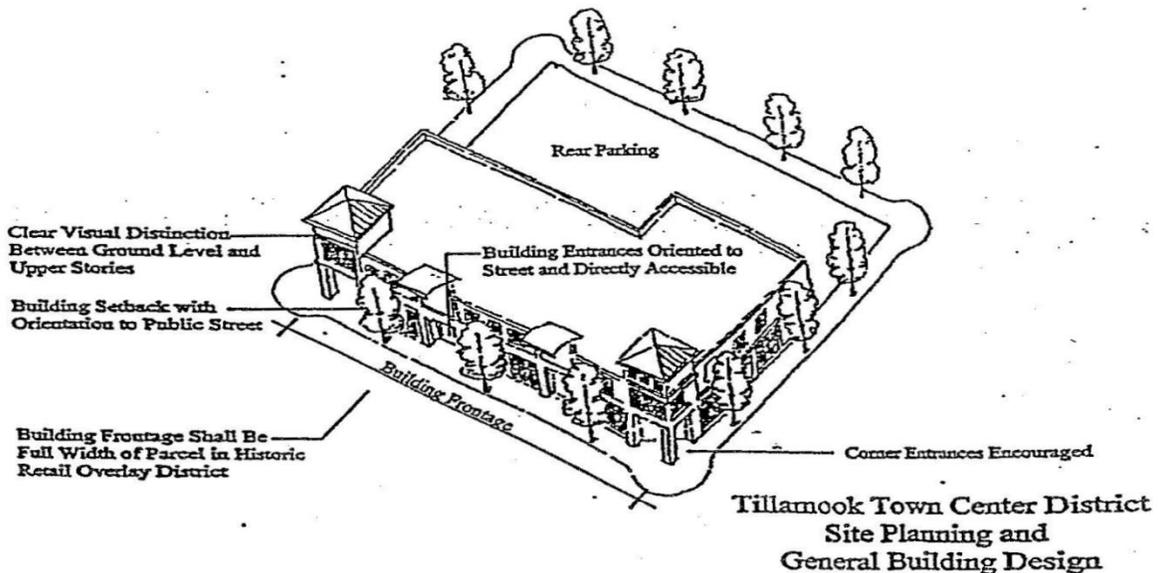
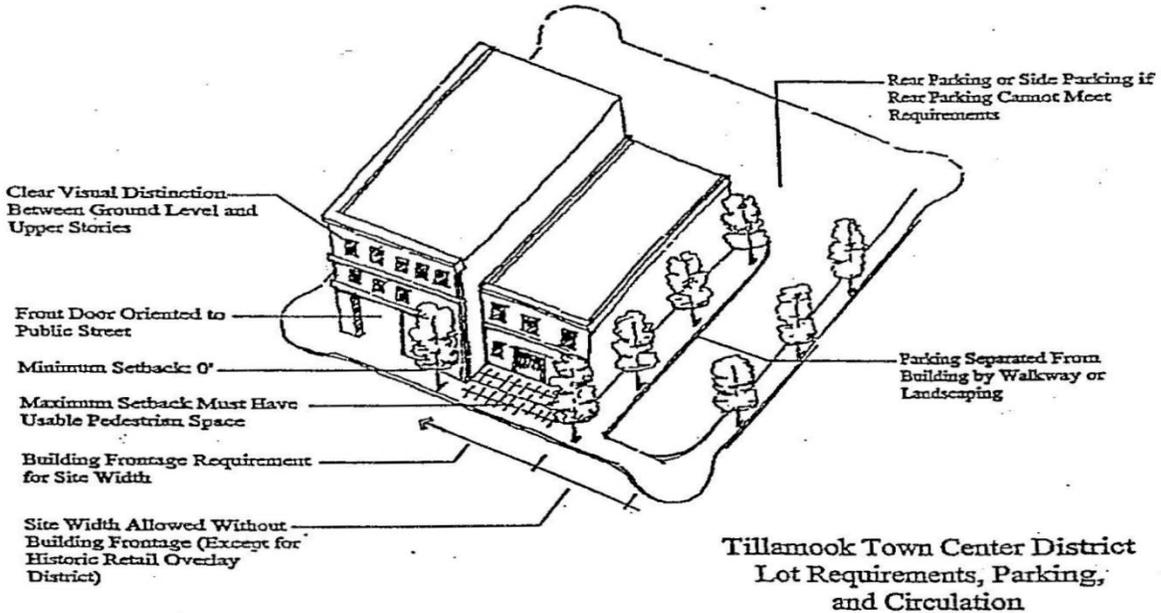
Historic Considerations in the Town Center:

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.

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 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. A small piece of commercial property east of the POTB Railroad Right-of-Way on Third Street is currently zoned Central Commercial, due to prior City approval. 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 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 designation 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 Farigrounds, west of McCormick Loop Road, should be rezoned to a new zone designation such as 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 City Public Works Department, 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, and Pioneer Park, 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 4,648. 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 (6) overlay zones within the City. These include the following:

Town Center (or TC) Overlay Zone 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 Chapter 11, Housing and Chapter 14, Urbanization.

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.**
 - A. It has visibility from major arterials and streets, as well as safe, easy access from residential areas of town.
 - B. As commercial land, it would result in minimal conflict with other land uses nearby, especially residential and agricultural uses.
 - C. It is located at an intersection with a major arterial.
 - D. Adequate parking is available or can be made available.

- E. It has safe, easy access from residential areas but limited visibility from major arterials and is therefore suitable for professional office space and small-scale development.
- F. Sewers, water, and other necessary services are available.

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

- A. It is vacant or occupied by buildings that could be converted to other uses or demolished.
- B. It is adjacent and has access to the railroad.
- C. It has 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. It is adjacent to sewer and water lines with adequate capacity or at a location where these lines may be feasibly extended.
- E. It is 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. It is in a location that minimizes conflicts with other land uses, especially residential uses.
- G. It has an average slope of less than five percent.

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

- A. Land considered most suitable for residential development:
 - 1. It is adjacent to or near existing sewer and water lines that have adequate capacity to support more development.
 - 2. It would have 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. It is vacant or redevelopable.
 - 4. It has access (without crossing a highway or railroad tracks) to public facilities such as schools, the municipal library, parks, and shopping.
 - 5. It is not in an area susceptible to natural hazards such flooding.
 - 6. It is not presently in agricultural production and is not economically suitable for agricultural use.
 - 7. It is not concentrated on a farm-to-market road.
 - 8. If developed, it would cause minimal problems with existing drainage ditches.
- B. Land considered moderately suitable for residential development:
 - 1. Land having characteristics identified under the “most suitable” category above except for one or more of the following:
 - a. It 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.

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 Overlay (HQO) District: To support and promote [see insert from Hoquarton study]

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 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 renew- able 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.