



# Hoquarton Waterfront Plan

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City Council Hearing  
March 21<sup>st</sup>, 2016



Guide infill development and redevelopment

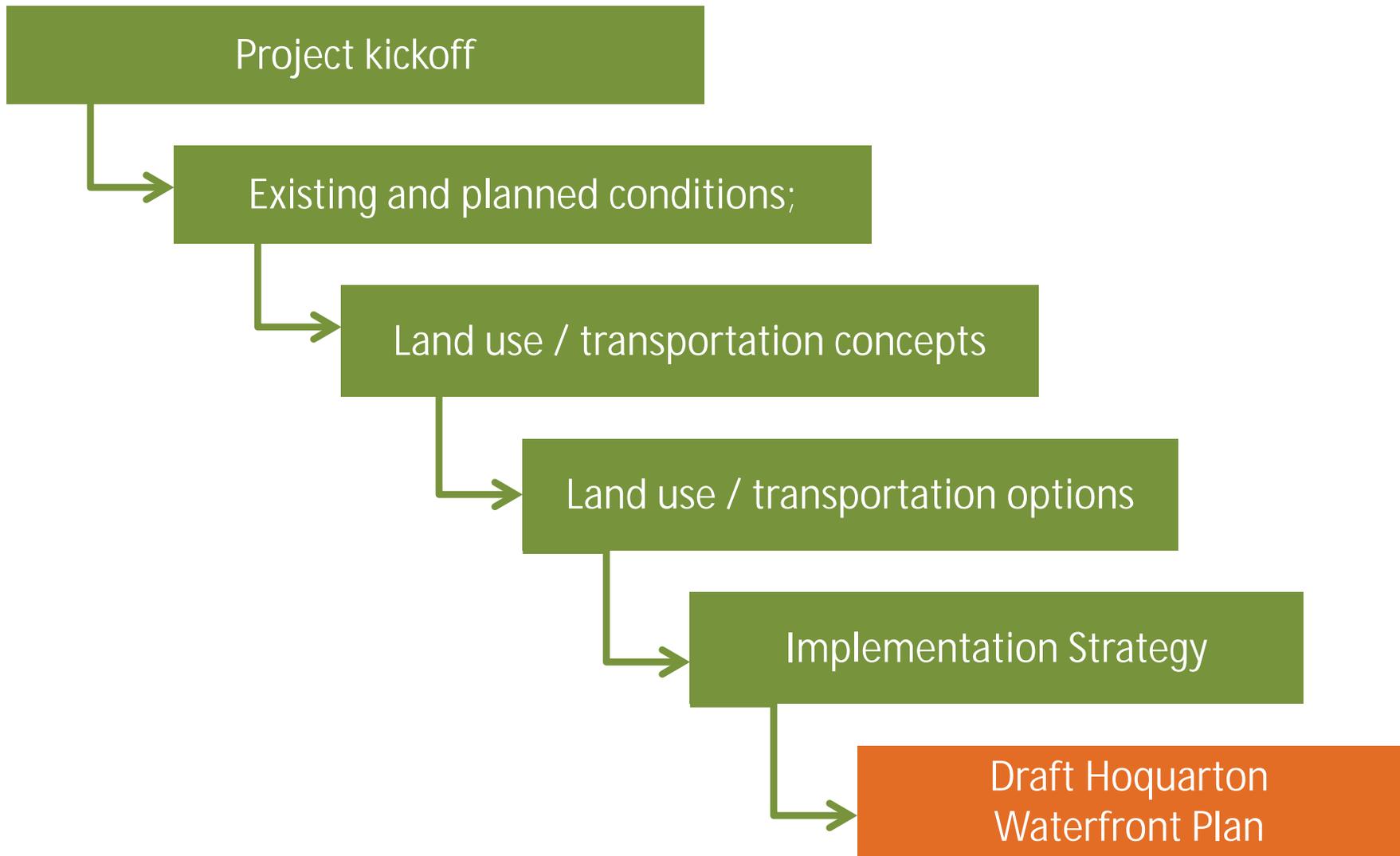
Create a balanced transportation network

Leverage opportunities created by private and public investment



Overview and Objectives





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- 1. Provide access to and enjoyment of the Hoquarton Waterfront**
  - 2. Maintain and celebrate the area's unique native, commercial and industrial heritage**
  - 3. Cultivate a diverse mix of businesses and shops to serve residents and visitors**
  - 4. Employ strategies to attract and retain visitors**
  - 5. Encourage a variety of housing options to support a diverse population and local workforce**
  - 6. Provide safe travel routes for pedestrians, bicycles, automobiles and trucks within and through the area**



# Hoquarton Area Master Plan



**Heritage Employment Area**

**Residential Village**

**Waterfront Core**

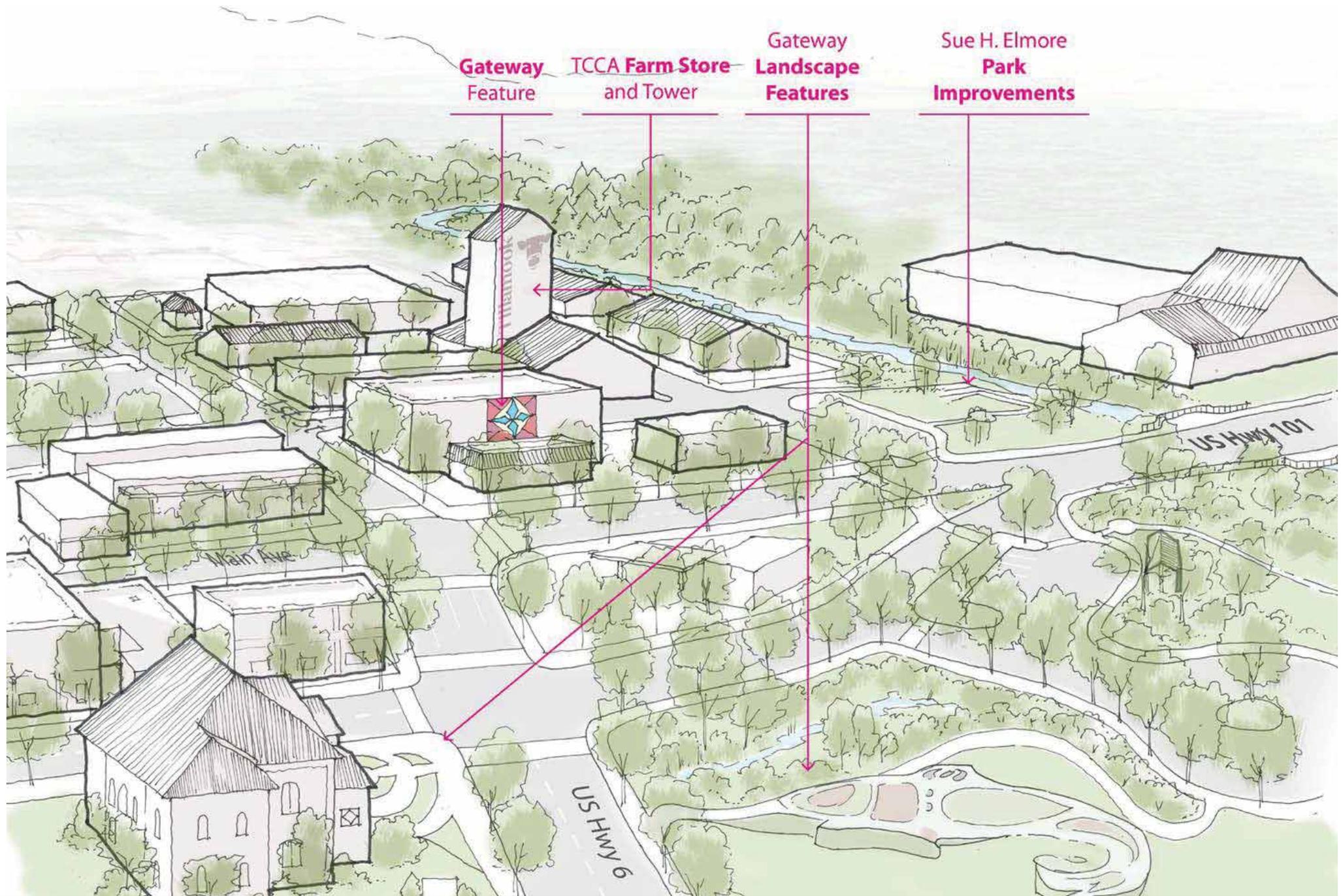
**Gateway**

**Hoquarton Focus Areas**

An aerial photograph of a development site. A river flows through the center, with a road crossing it. Several buildings with red roofs are visible, along with parking lots and landscaped areas with trees. The image is overlaid with an orange semi-transparent box containing text.

## Key Characteristics

- Gateway features
- Historic resources
- Waterfront amenities
- New development opportunity

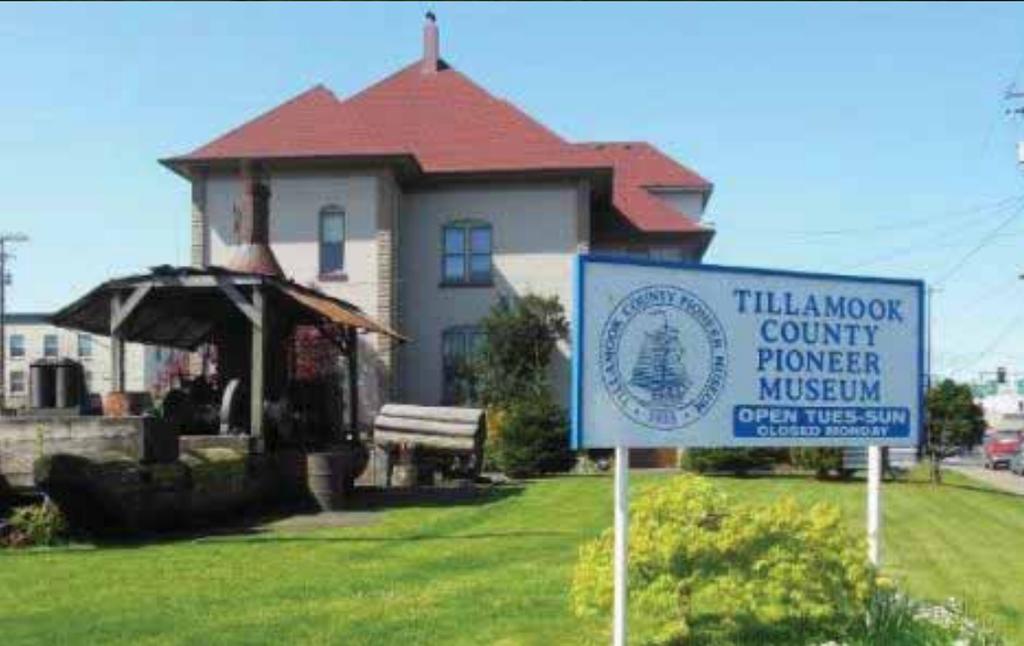


**Gateway  
Feature**

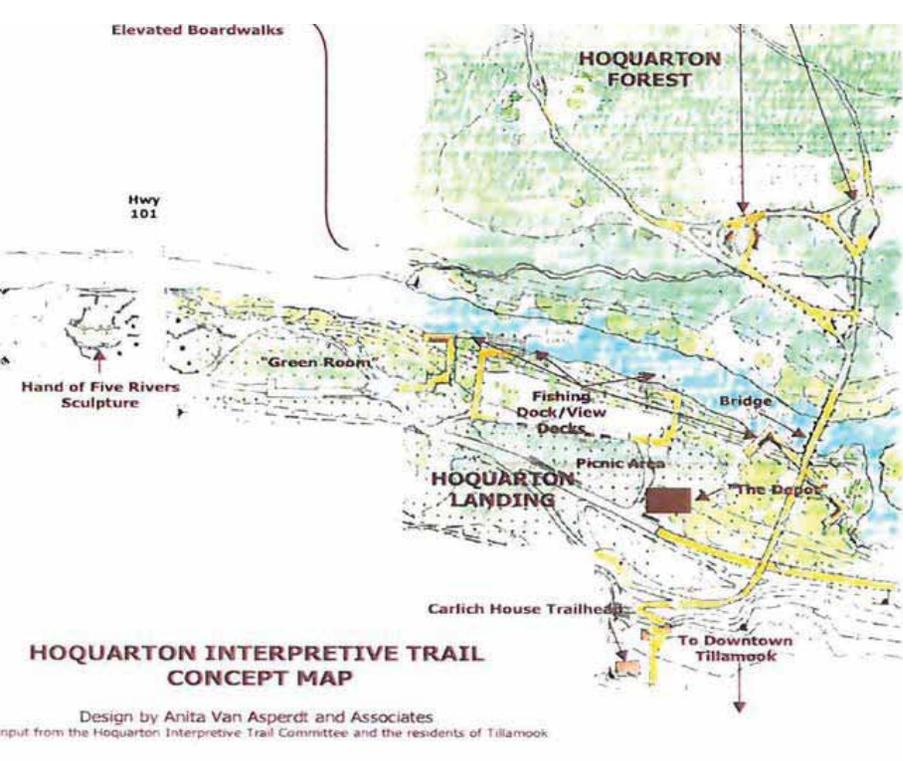
**TCCA Farm Store  
and Tower**

**Gateway  
Landscape  
Features**

**Sue H. Elmore  
Park  
Improvements**



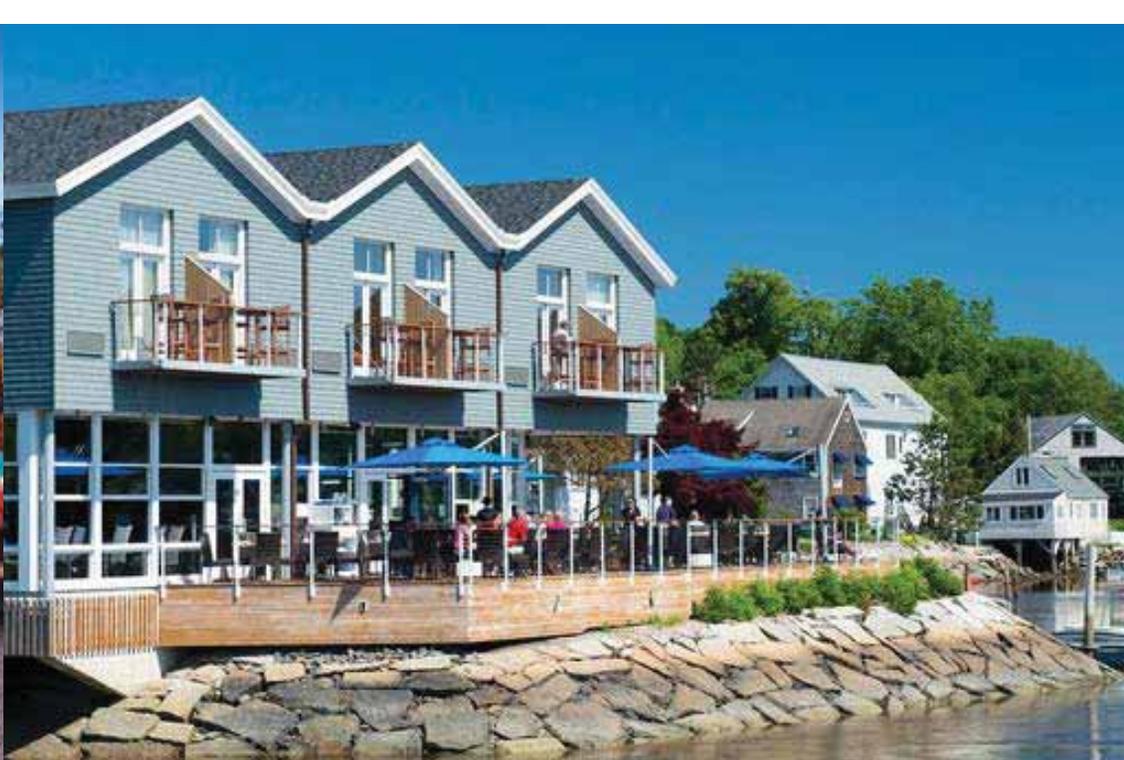
Historic Resources



Waterfront Amenities



New Development Opportunity



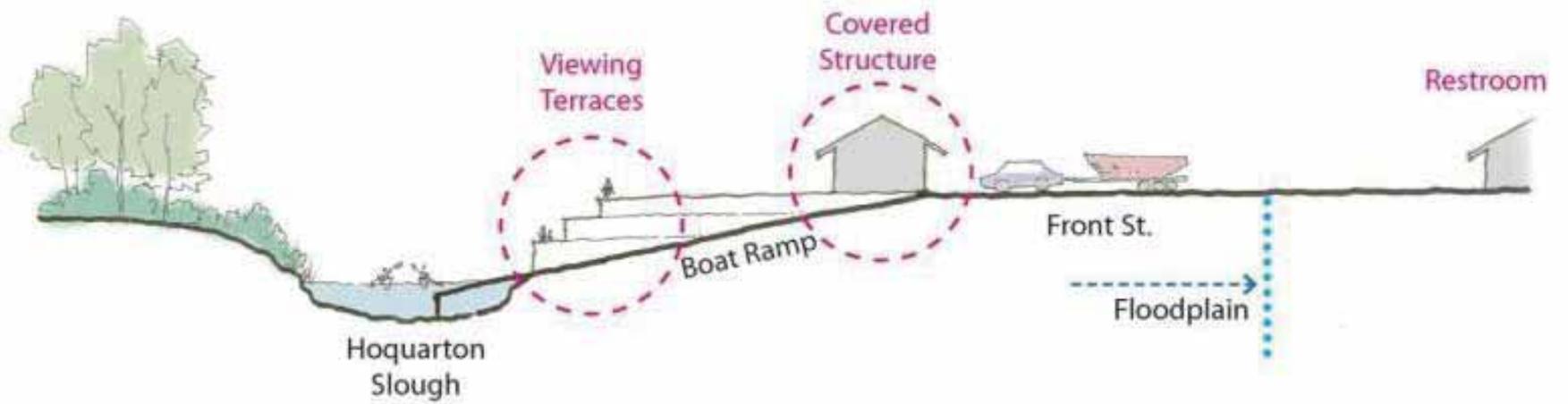
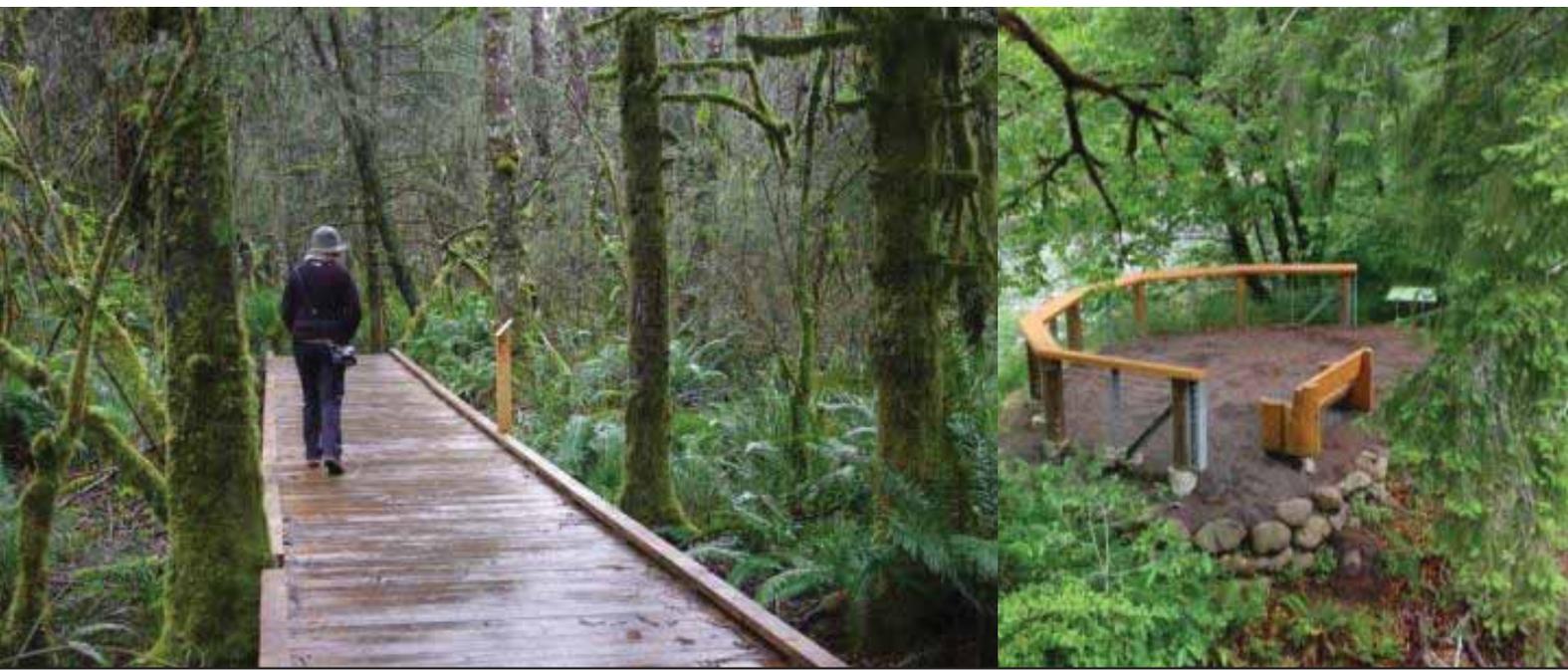
New Development Opportunity



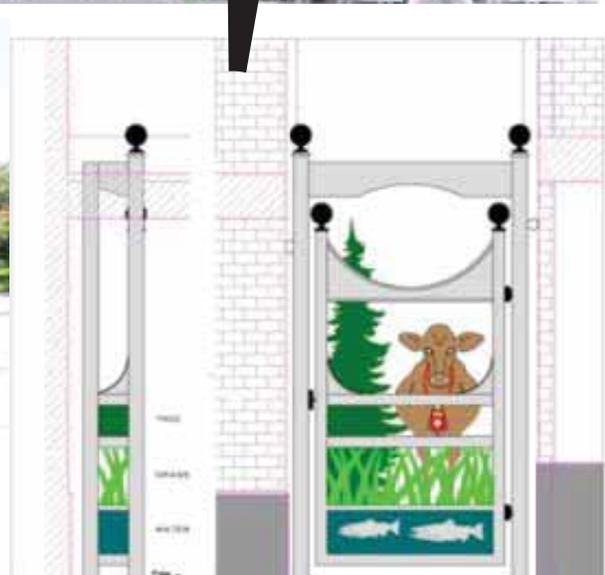
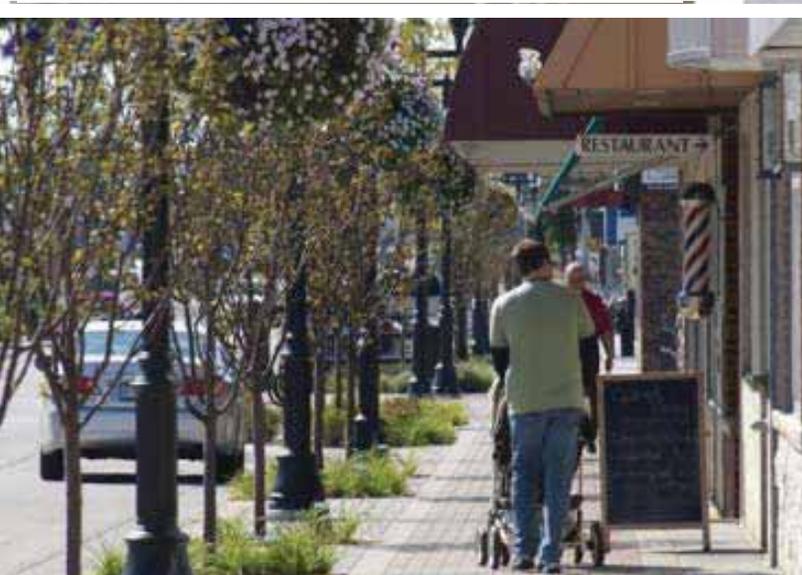
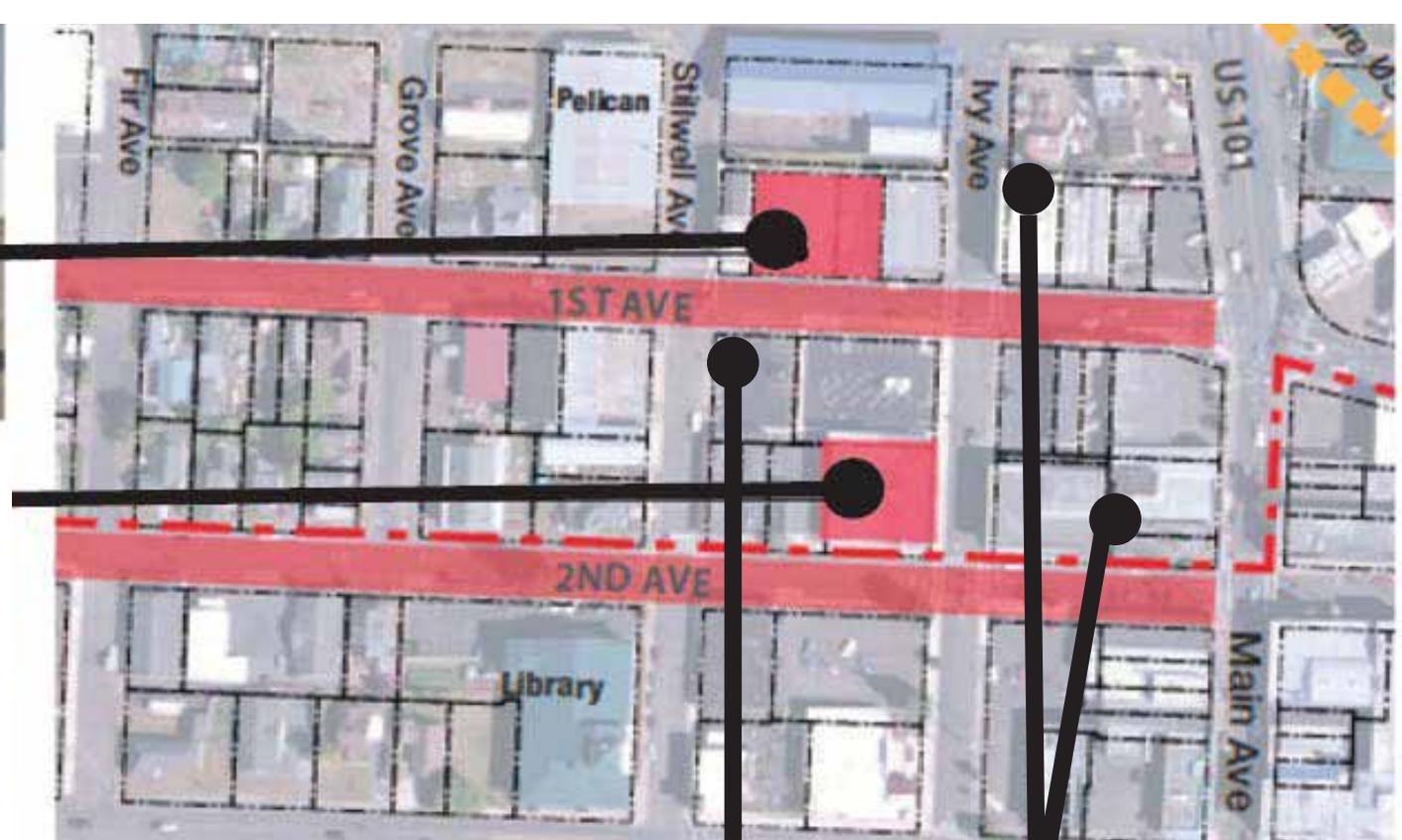
## Key Characteristics

- Waterfront access
- Downtown-park connection
- Shopping and services
- New development and alleyway opportunities
- Visual landmark opportunities

Waterfront Core



Cross Section at Sue Elmore Park - Future Planned Improvements



# Waterfront Core Concepts

## Before: Ivy Street, facing North



Central Corridor Concepts

## After: Ivy Street, facing North



Central Corridor Concepts

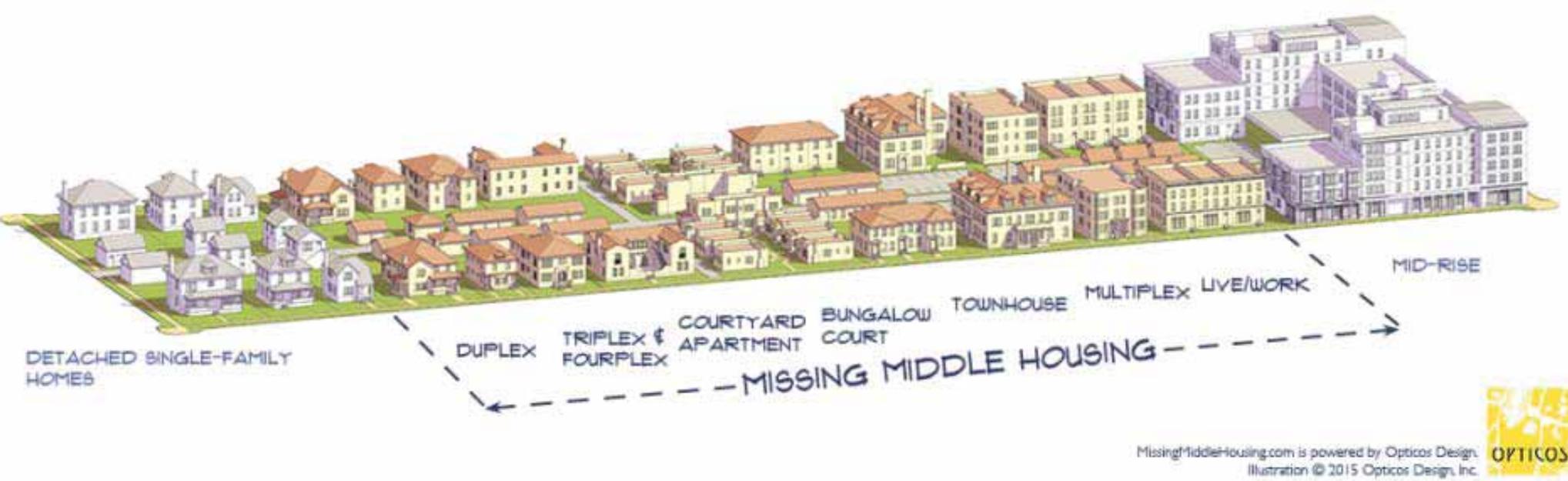
An aerial view of a residential village development. The image shows a grid of streets with various building footprints, some with red roofs and others with white roofs. There are many green trees scattered throughout the development. In the top left, there is a large green area with a winding path and a small stream. A semi-transparent red box is overlaid on the top left of the image, containing text.

## Key Characteristics

- Multi-story mixed use
- Multi-story and cluster residential

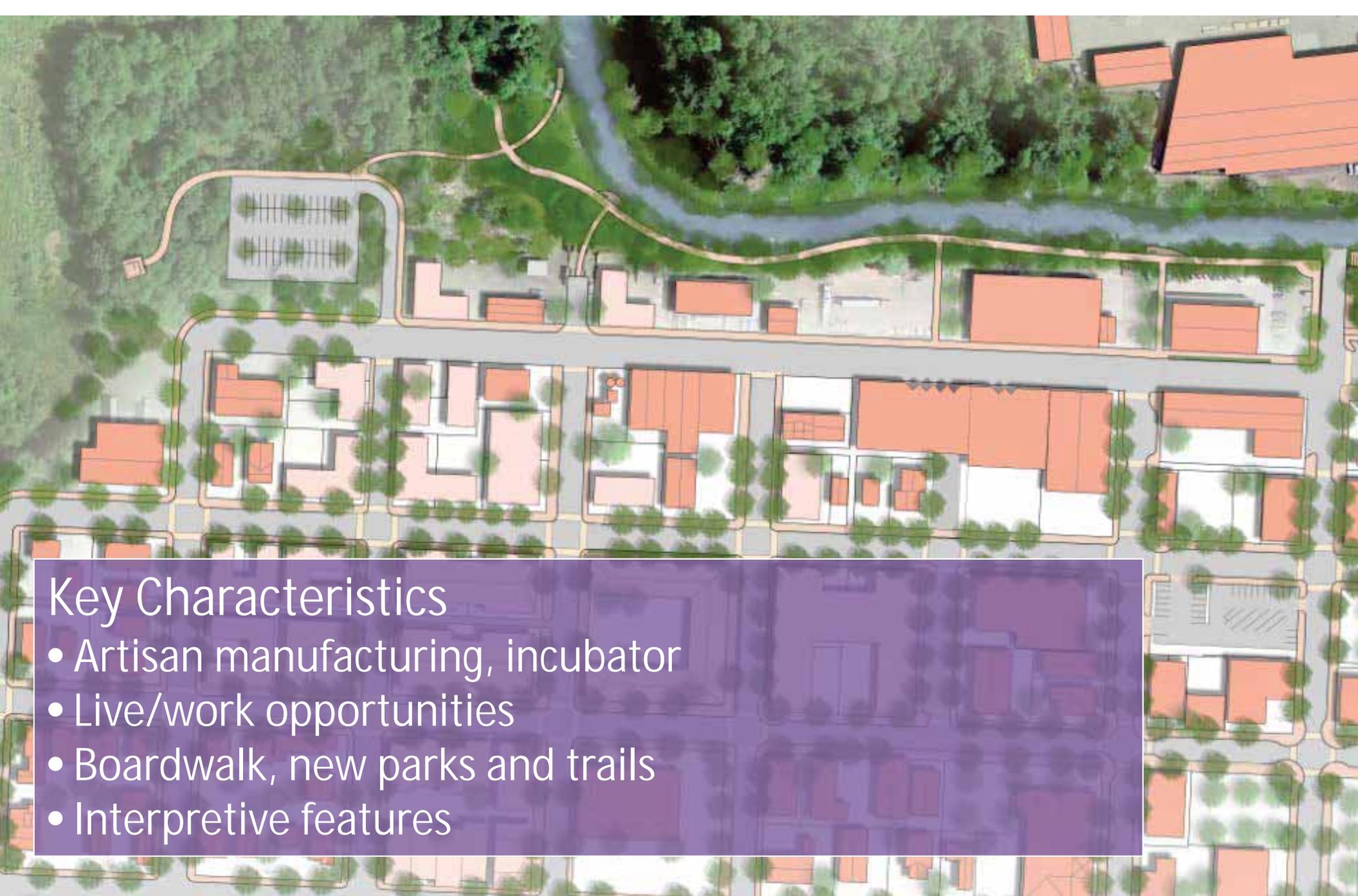
Residential Village

**“Missing middle” housing:** refers to a range of housing types compatible in scale with single-family homes. These homes provide a greater diversity of housing options and generate enough density to support walkable neighborhoods and local commercial activity.





## Residential Village Concepts



## Key Characteristics

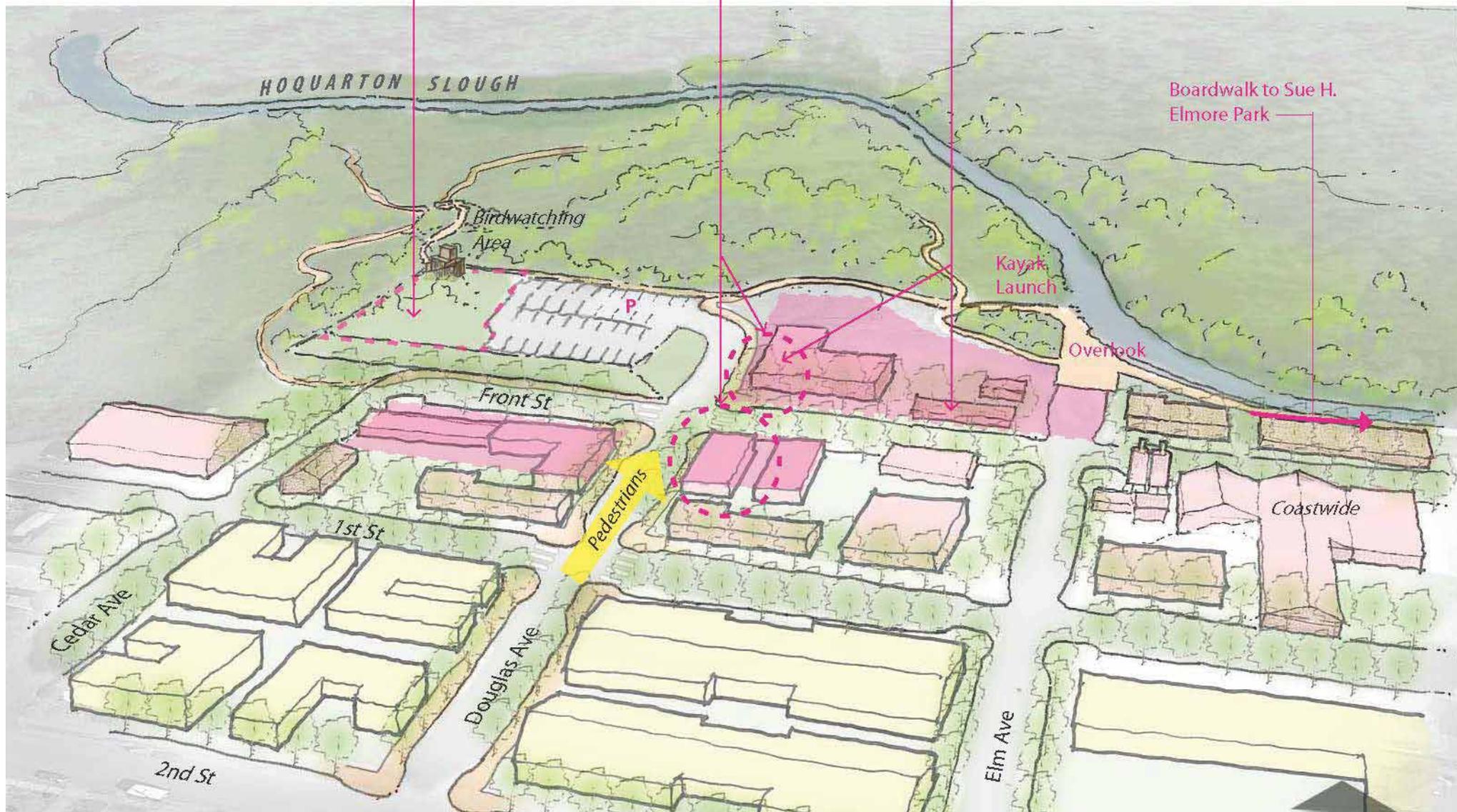
- Artisan manufacturing, incubator
- Live/work opportunities
- Boardwalk, new parks and trails
- Interpretive features

Heritage Employment Area

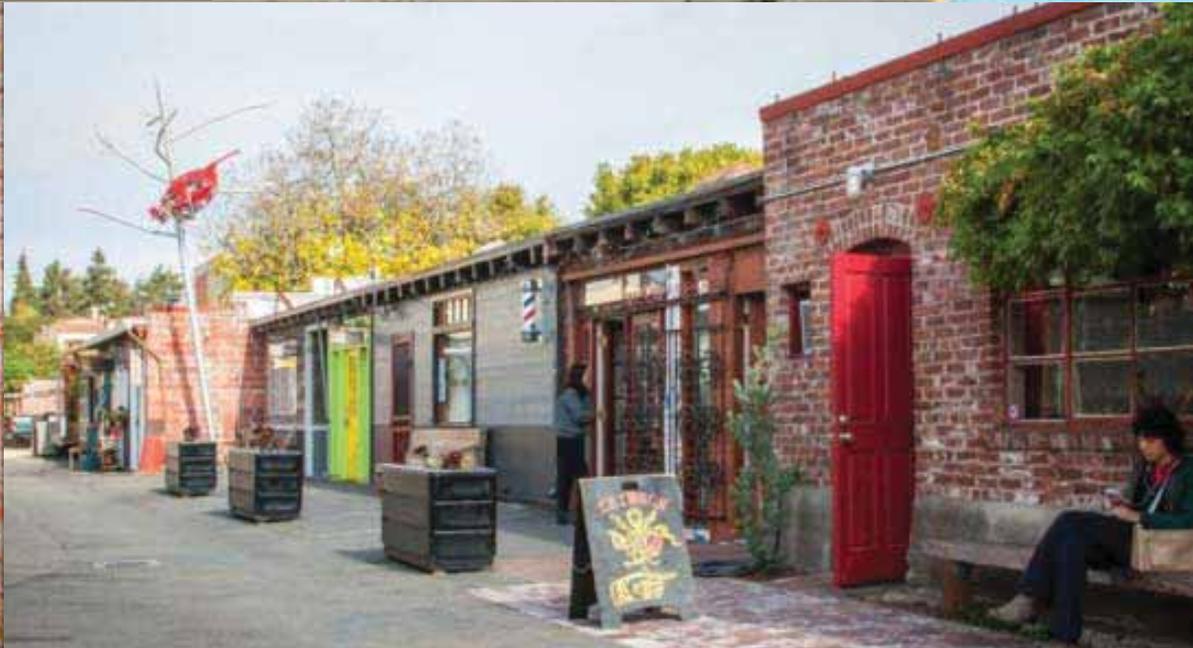
3-foot elevated capped soil disposal cell provides common parking, loading, and waste container pick-up site for **Waterfront Industry**

Potential for shared **Showroom** along north-south pedestrian route on Douglas

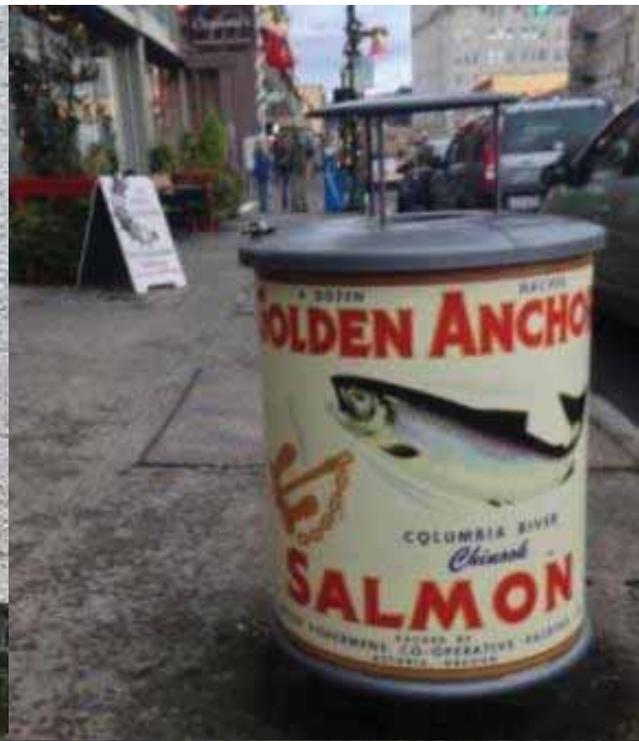
**Artisan Manufacturing** incubator spaces and other industries share common facilities, e.g. commercial kitchen



# Artisan Manufacturing Incubator Concept



Artisan Manufacturing Incubator, Live/Work Concepts



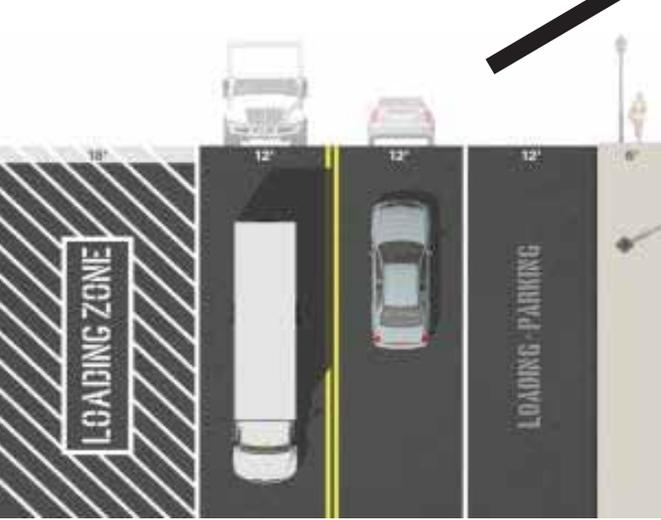
## Waterfront and Interpretive Concepts

# Transportation and Circulation

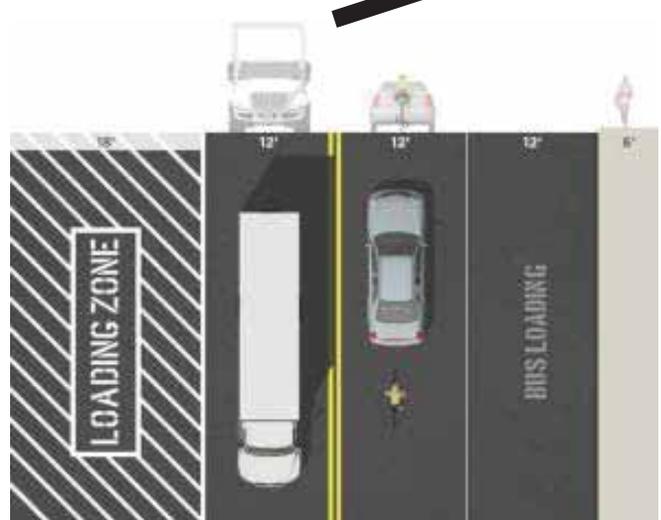


Hoquartton Circulation Map





Stillwell to Cedar Alt 2 – 60'



Ivy to Stillwell – 60'



US 101 to Ivy – 78'

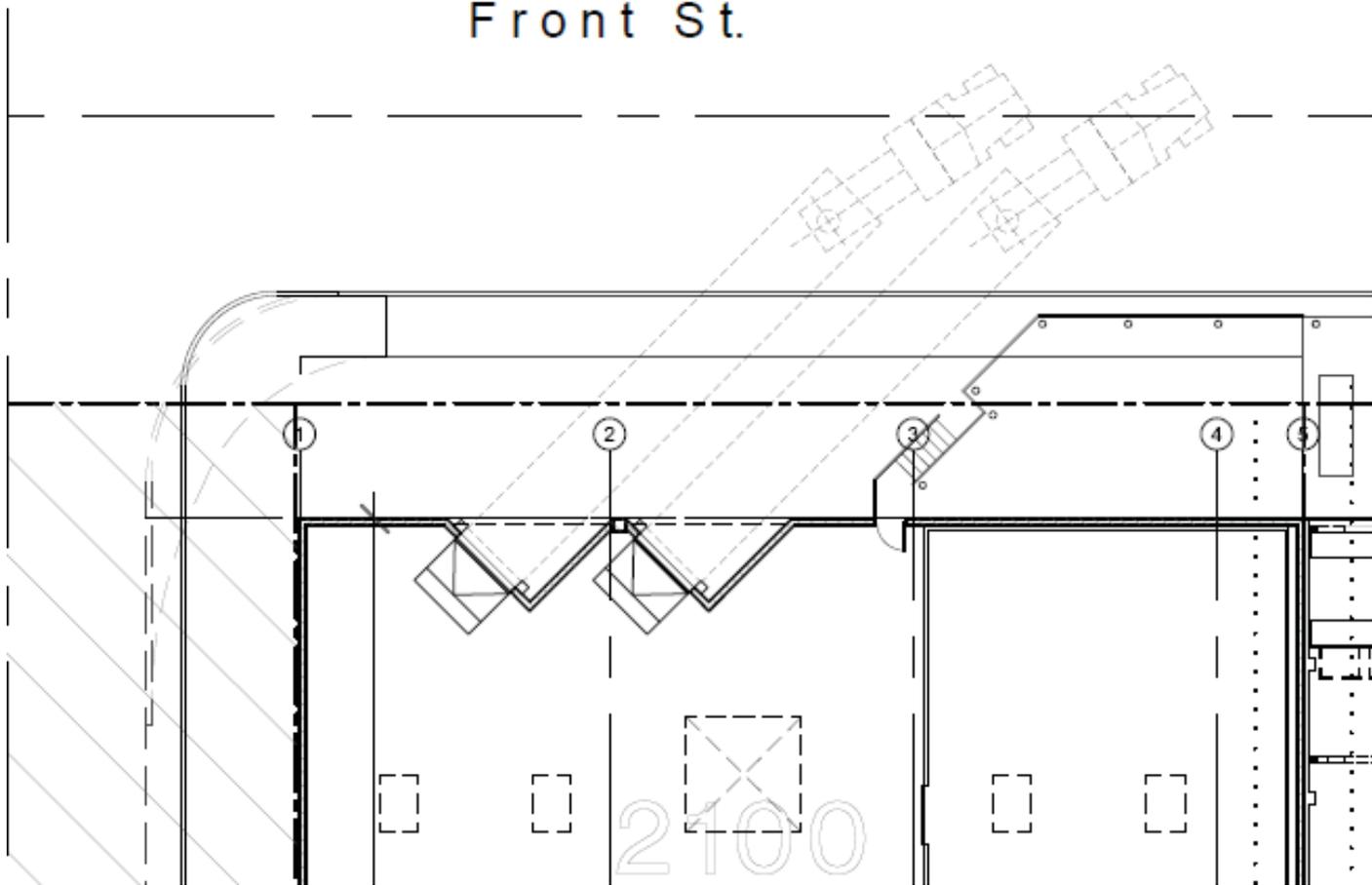


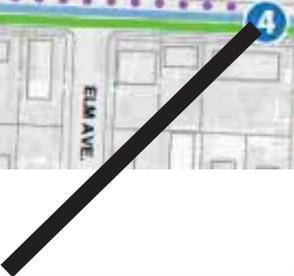
Stillwell to Cedar Alt 1 – 60'

# Hoquarton Proposed Cross-sections: Front Street

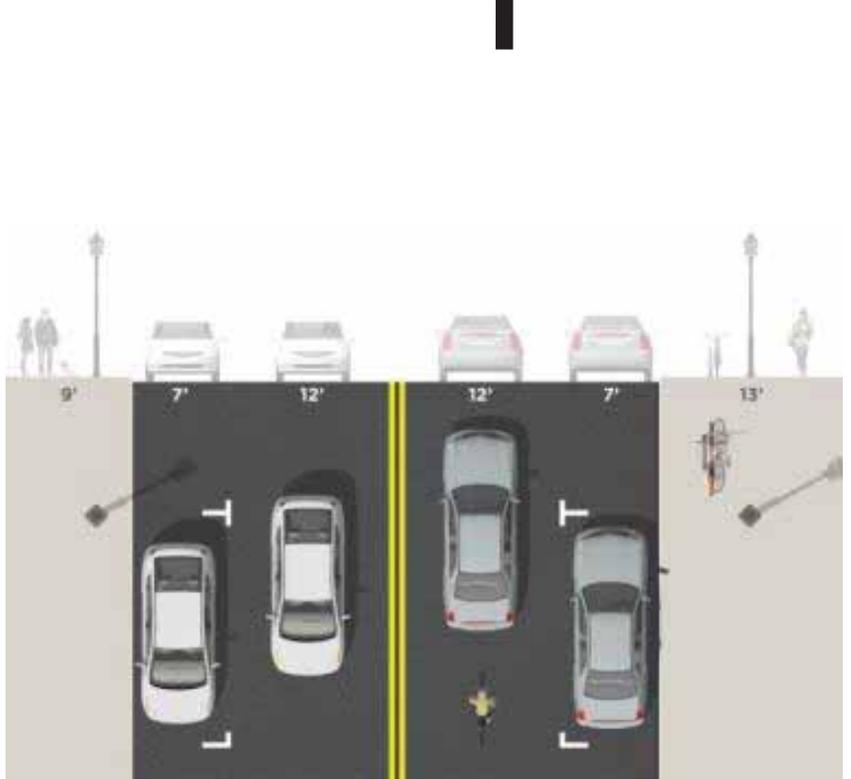


Front St.



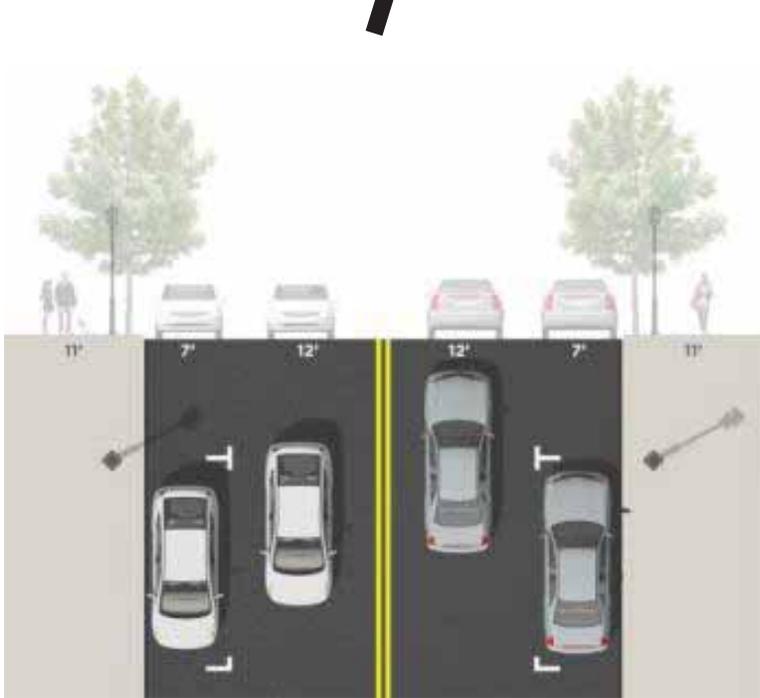


Fir to Cedar – 60'

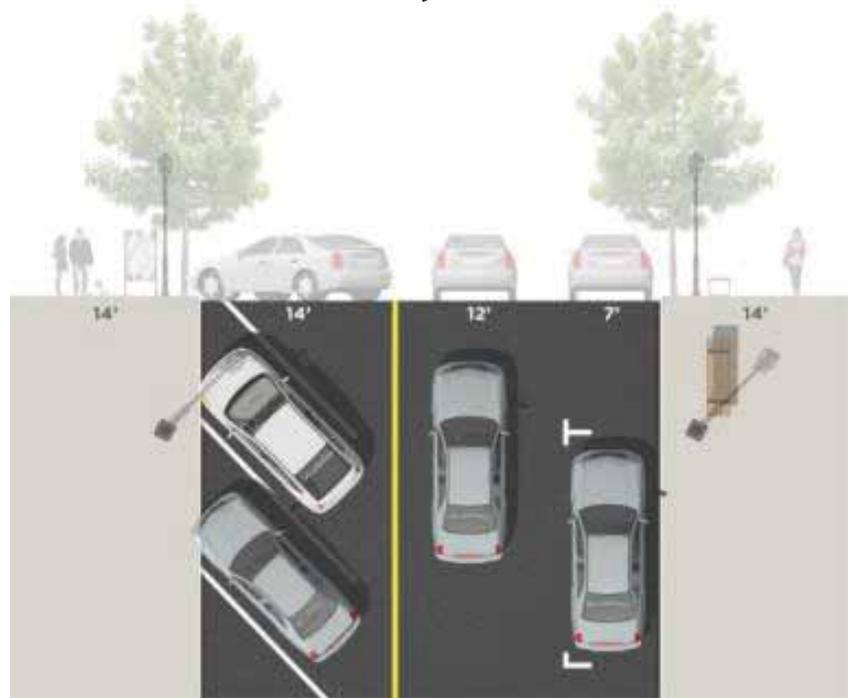


US 101 to Fir – 60'

Hoquartton Proposed Cross-sections: 1<sup>st</sup> Street



Fir to Birch – 60'



US 101 to Fir – 60'

# Hoquarton Proposed Cross-sections: 2<sup>nd</sup> Street



Conceptual Transportation Design Plan

# Funding / Financing

## Projects

- Landscaping, art and gateway signage
- Crosstown Connections [funded]
- Sue H. Elmore Park Improvements Phase I [funded]
- US 101/OR 6 Traffic Improvement Project [funded]
- Wayfinding
- Transportation-related projects
- Shared loading/parking area
- Interpretive features
- Streetscape improvements

## Programs

- Business attraction and retention
- Predevelopment assistance
- Incentive package to attract housing to downtown Tillamook

## Projects

- Hoquarton House
- Potential new connection from OR 6 to new parcel
- Boardwalk
- Restored feed store tower
- Fencing, public ROW
- Development opportunity
- Loading/unloading area on Front Street

## Programs

- Development assistance for new parcels
- Retail component
- Downtown branding and signage

## Projects

- Trail Network and Heritage Recreation Area
- Sue H. Elmore Park Improvements Phase II
- Foundry Park
- Streetscape improvements

## Programs

- Cottage Industry Incubator

## Funding Approach

- Incremental investment – public investment to encourage private development
- Hold and watch – set up incentives, pursue partnerships

## Funding Tools

- Urban Renewal
- General Fund
- County Transient Lodging Tax Funds or Grants
- Tillamook Transient Room Tax
- Business Improvement District
- Housing Incentives
- Enterprise Zone
- CDBG Grants/Loans
- State Transportation Grants/Loans

# Hoquarton Waterfront Plan

## First Street Safety and Parking Goal

Reduce conflicts due to narrow roadway on First Street.

### Elements

- Remove parking from north side of First Street.

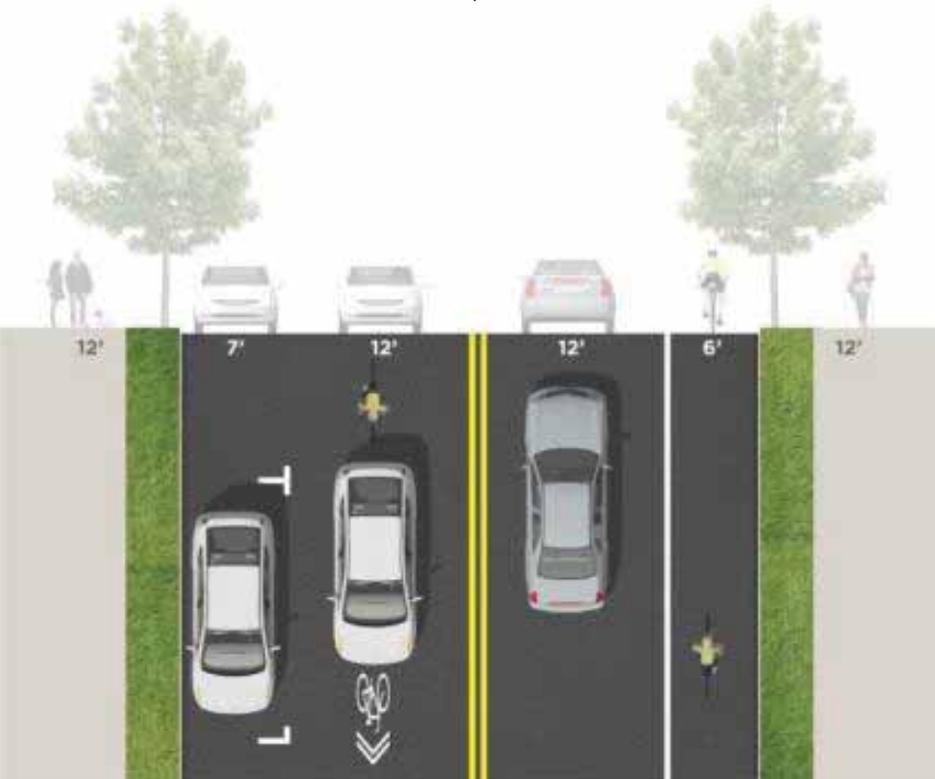
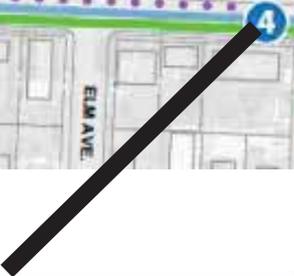
### Questions

1. Is removing parking from one side of First Street an appropriate measure to address the issue?
2. Are you concerned about removing on-street parking while increasing density in the area?

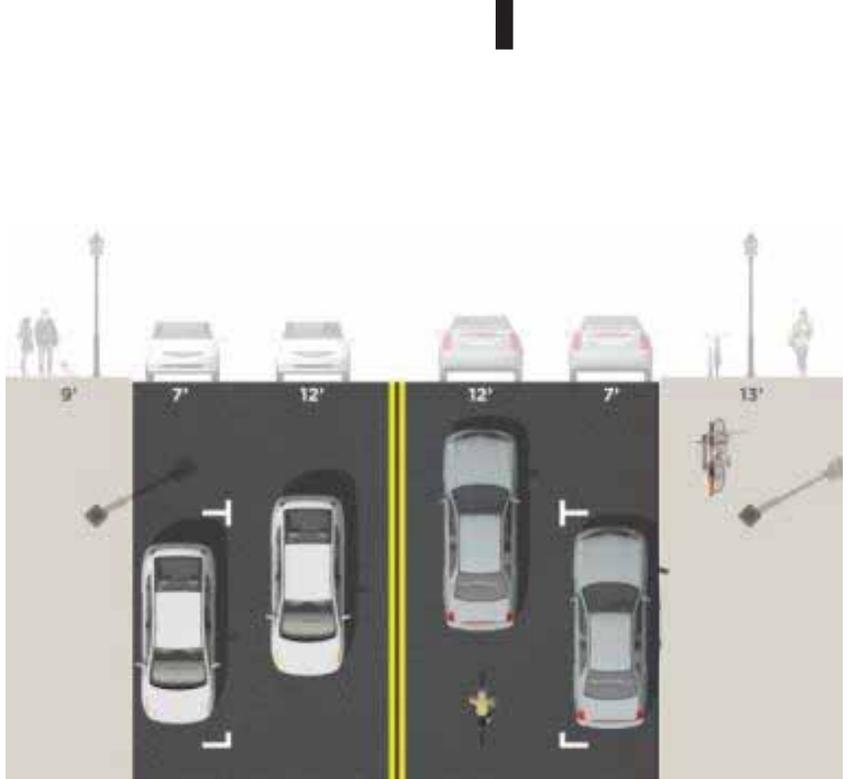
### Planning Commission Recommendation

Both sides of First Street to have on-street parking.

Remove bike lane from north side of First Street.



Fir to Cedar – 60'



US 101 to Fir – 60'

Hoquartton Proposed Cross-sections: 1<sup>st</sup> Street

## Elements

- Incorporate more language from Tillamook flood mitigation plans.

### Planning Commission Recommendation

Enhance language regarding flooding description and definitions in the Hoquarton Waterfront Plan.

# Comprehensive Plan Policies

## Planning Commission Recommendation

To be discussed by City Council in order for the public to be involved pertaining to the rest of the city outside the overlay district.

### Policy C-4b

- **Hoquarton/Citywide:** clarify "floodway" versus "floodplain."
- *The City will discourage residential, commercial and industrial development in the identified floodplainway, but will consider the fiscal ramifications of "takings" issues.*

### Policy E-13

- **Hoquarton:** expand the focus of infill and redevelopment beyond the Town Center area to include the Hoquarton Waterfront area.
- **Citywide:** minimal citywide ramifications.
- *Retail uses are encouraged... Infill and redevelopment should be accommodated in the Town Center area and extended into the Hoquarton Overlay zone. ...character, scale, mass and materials.*

### Policy E-14

- **Hoquarton:** contrary to Heritage Employment area concept of mixing industrial, commercial and residential uses.
- **Citywide:** may have citywide ramifications.
- ~~*Ample buffers shall be maintained between industrial areas and activities and residential areas.*~~
- *Option: Ample buffers shall be maintained between industrial areas and activities and residential areas except within the Hoquarton Waterfront Overlay District.*

### Policy E-29

- **Hoquarton:** embrace Tillamook's identity as a Gateway to the Coast to attract commerce from local residents and visitors.
- **Citywide:** no anticipated citywide ramifications.
- *The City will promote a revitalized City center that serves as a Gateway to ~~Commerce~~ the Coast, supporting residents and tourists in a viable economic and cultural manner.*

## Policy E-38

- **Hoquarton:** motels and especially restaurants should not be encouraged in Highway Commercial at the expense of other commercial zones.
- **Citywide:** No anticipated citywide ramifications.
- *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.*

### Policy E-49

- **Hoquarton:** encourage mix of industrial, commercial and residential uses.
- **Citywide:** minimal citywide ramifications.
- *The City shall protect and enhance designated commercial and industrial lands ~~from conflicting uses~~ by applying appropriate zoning and land development ordinances that support economic development goals.*

### Policy E-57

- **Hoquarton:** encourage mix of industrial, commercial and residential uses.
- **Citywide:** may have citywide ramifications.
- *The City shall protect residential areas from the encroachment of incompatible uses that do not enhance these areas.*

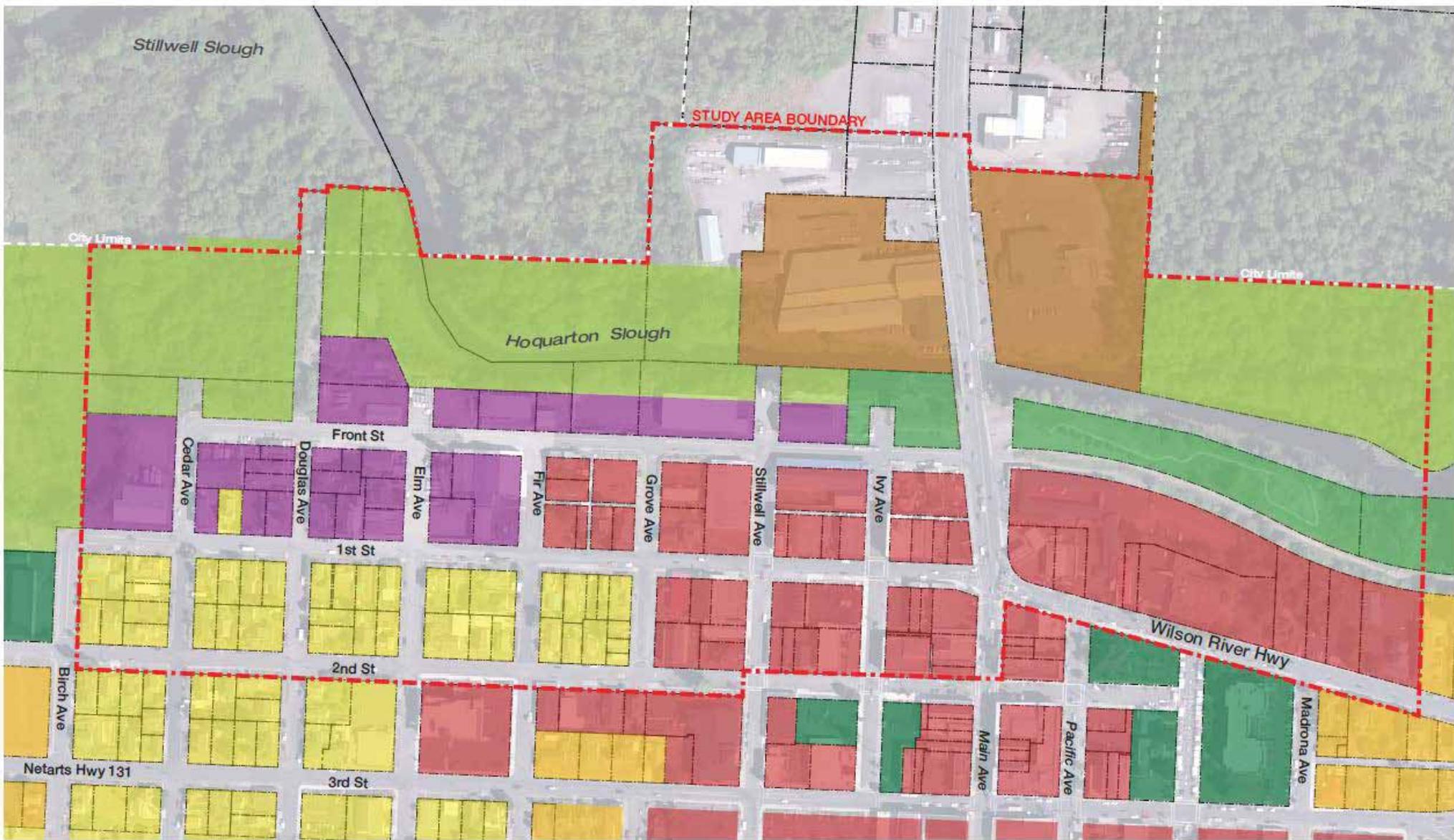
## Policy E-89, Implementing Procedures

- **Hoquarton:** reflects zone change from single to multi-family housing in Hoquarton Waterfront Overlay. Could be re-worded for clarity.
- **Citywide:** no anticipated citywide ramifications.
- ~~Create Compact Residential Development Overlay in a manner~~ Propose a zoning change on some blocks in the residential zones immediately east and west of the downtown commercial zone that provides for multiple housing types (square footages) available for different markets (e.g., low income, special needs).

## Policy E-41

- **Hoquarton:** supports incubator concept in the Hoquarton Waterfront Overlay District.
- **Citywide:** minimal citywide ramifications.
- Promote small-scale manufacturing enterprises and business diversification within commercial and industrial areas. The City shall explore opportunities and partnerships to provide business support services, technical assistance and competitive leases to small business focused on cottage industry.
  - Develop ordinance provisions to facilitate small-scale manufacturing enterprise and business diversification, with special emphasis in the Hoquarton area through the application of the Hoquarton Waterfront Overlay Zoning District.

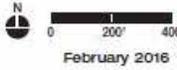
# Hoquarton Waterfront Overlay



**EXISTING ZONING**  
**Hoquarton Area Plan**  
 City of Tillamook

**LEGEND**

- Study Area Boundary
- I-L Light Industrial
- R-7.5 Single Family Residential
- R-O Multiple Use Residential
- C-C Central Commercial
- O-S Open Space
- O-P Park
- C-H Highway Commercial
- P Public & Semi-Public



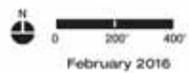
Existing Zoning



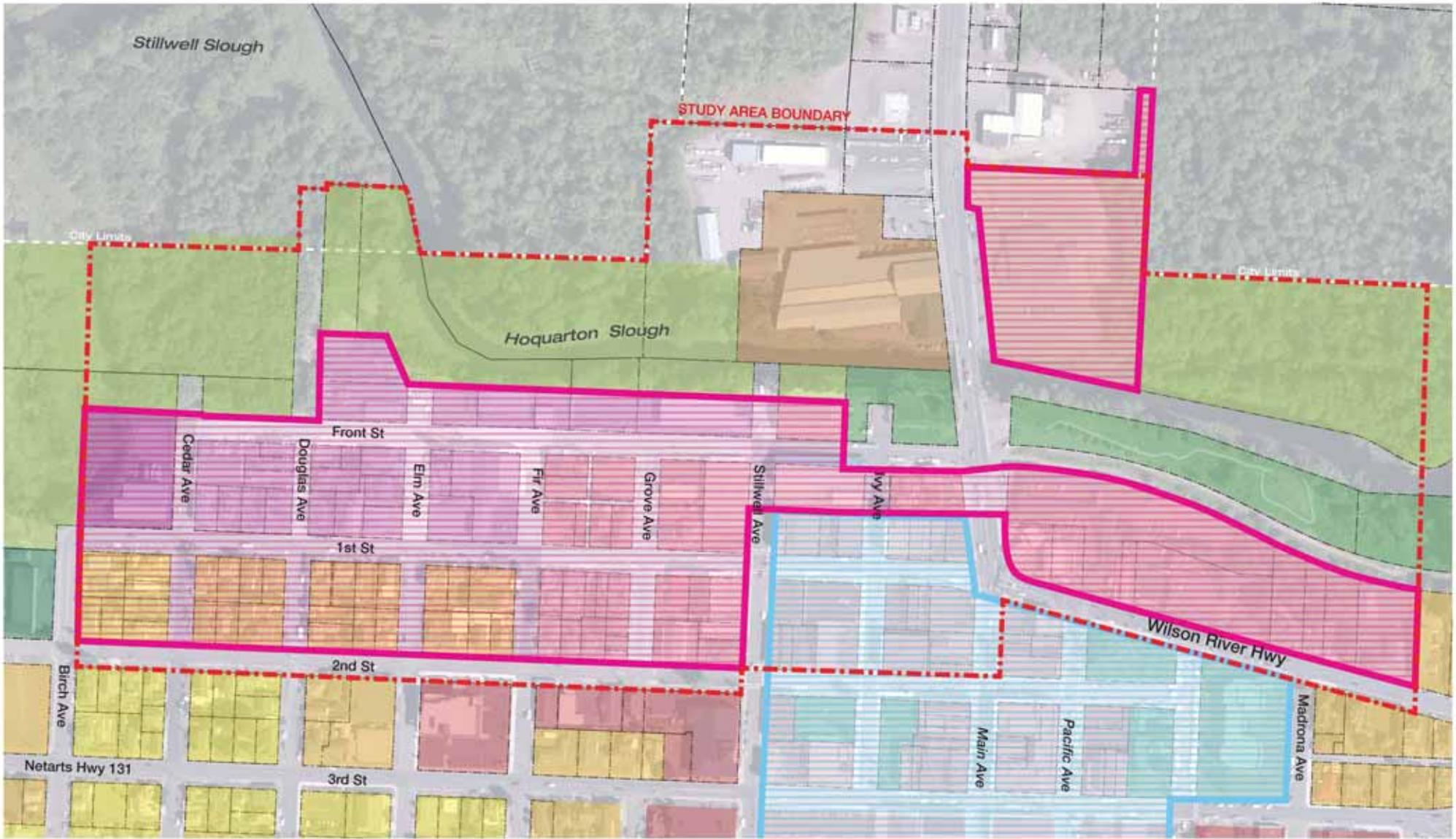
**PROPOSED ZONE CHANGES**  
**Hoquarton Area Plan**  
 City of Tillamook

**LEGEND**

- Study Area Boundary
- I-L Light Industrial
- C-C Central Commercial
- R-7.5 Single Family Residential
- R-0 Multiple Use Residential
- P Public & Semi-Public
- O-S Open Space
- O-P Park
- C-H Highway Commercial



Planning Commission-Approved Base Zone Changes



**HOQUARTON WATERFRONT OVERLAY**

**Hoquarton Area Plan**  
City of Tillamook

**LEGEND**

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  -
- Study Area Boundary
  - I-L Light Industrial
  - C-C Central Commercial
  - R-7.5 Single Family Residential
  - R-O Multiple Use Residential
  - P Public & Semi-Public
  - O-S Open Space
  - O-P Park
  - C-H Highway Commercial
  - Waterfront Hoquarton Overlay
  - Town Center Overlay



# Hoquarton Waterfront Overlay

## Overlay Zone Decision Points

1. Building height limits
2. Off-street parking
3. Residential design standards
4. Uses
  - a. Prohibited
  - b. Multiple Use Residential
  - c. Old Mill Site
  - d. Accessory dwelling units

## Height Limit Goals

1. Preserve view from residential properties to Sitka spruce forest.
2. Limit height to a reasonable scale, similar to 50-foot limit in Town Center overlay.

### Elements

R-O zone: increase from 45 feet to 50 feet

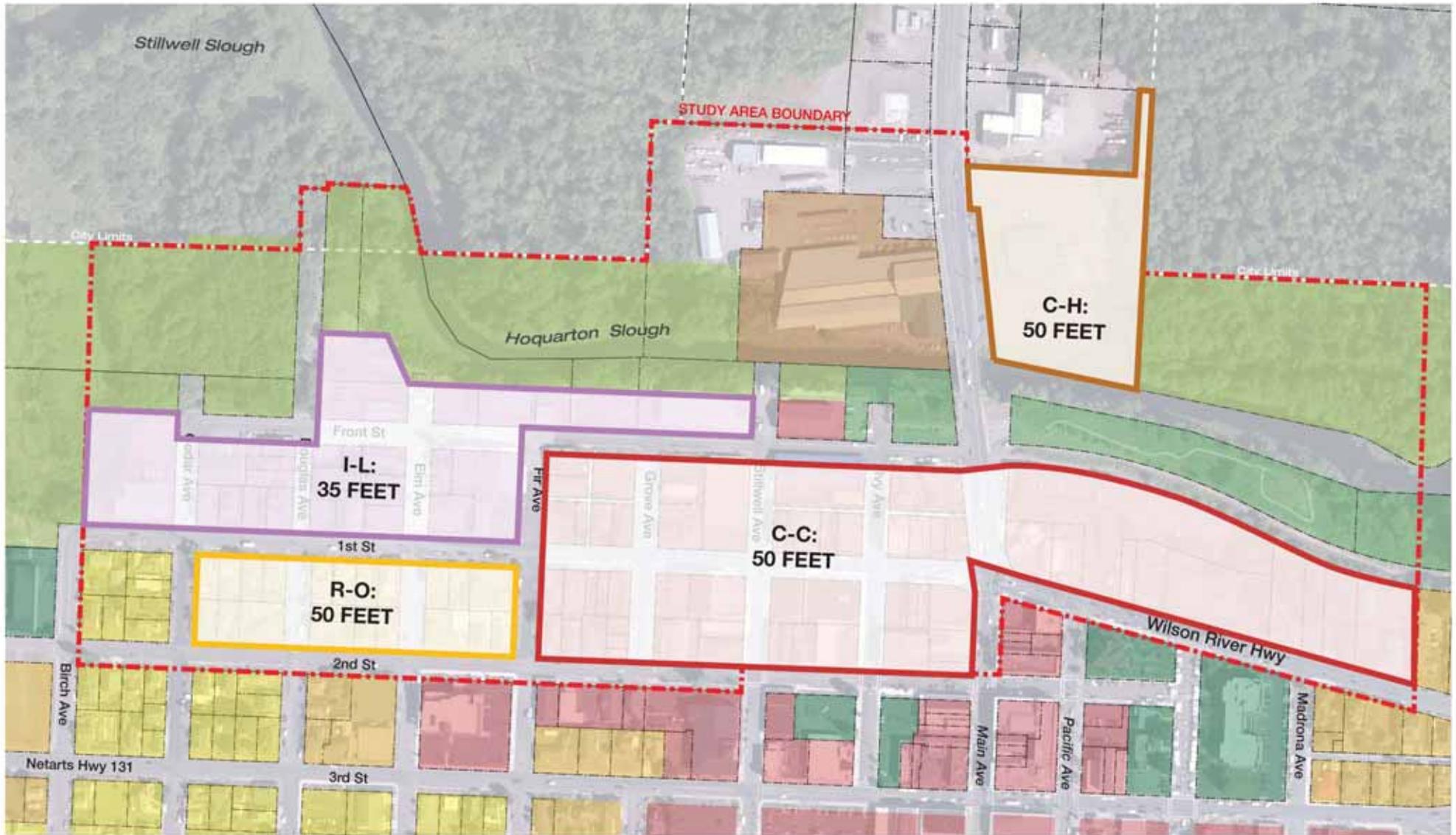
I-L zone: decrease from 45 feet to 35 feet

C-C zone: decrease from 100 feet to 50 feet

C-H zone: increase from 45 feet to 50 feet

### Questions

1. Is 50-foot multifamily development feasible in this area?
2. Is the tradeoff of potential residential views worth the reduction in commercial and industrial development potential?



**PROPOSED HEIGHT LIMITS**

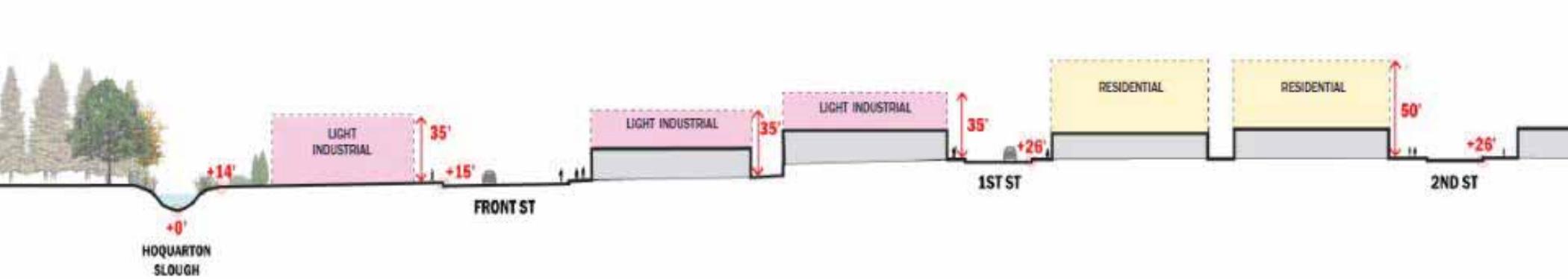
**Hoquarton Area Plan**  
City of Tillamook

**LEGEND**

- Study Area Boundary
- I-L Light Industrial
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- O-P Park
- C-H Highway Commercial



# 1. Building Height Limits



**SECTION: SECOND STREET TO FRONT STREET**  
**Hoquarton Area Plan**  
 City of Tillamook

# 1. Building Height Limits

## OPTIONS

### *Commercial*

- Approve 50-foot limit to preserve scale of development (same as Town Center overlay.)
- Keep 100-foot base zone limit.
- Approve somewhere in between.

### *Industrial*

- Approve 35-foot limit.
- Keep 45-foot base zone limit, may conflict with residential views.

### Planning Commission Recommendation

All zones in HWO District set to 50 feet maximum height.

## Off-Street Parking Goal

Encourage redevelopment by reducing onsite parking requirements:

- On-street parking is available throughout the area.
- Reduced parking requirements in Town Center overlay.

### Elements

#### *Residential*

- Minimum one space per dwelling unit, maximum one space per bedroom.
- Most developments will not need to provide off-street parking, but have the flexibility to do so.

#### *Commercial/Industrial*

- Minimum one space per employee + one space per 700 feet of commercial area.

### Questions

1. Is encouraging redevelopment a priority?
2. Is there sufficient capacity to support increased on-street parking?

## OPTIONS

### *Residential*

- Approve proposed minimum, consistent with approach in Town Center.
- Recommend 1.5 or 2 spaces per dwelling as underlying requirement elsewhere in city.

### *Commercial/Industrial*

- Approve proposed minimum, lower than other places in city.
- Waive minimums.
- Implement a ratio established elsewhere.

### Planning Commission Recommendation

No net loss of on-street parking spaces in HWO District.

## Residential Design Standards Goal

- Focus is on residential design for multifamily residential. Applies to Multiple Use Residential (R-O) and Central Commercial (C-C) zones.
- Encourage a range of development types.
- Develop clear and objective standards for administrative process.

## Elements

- Dimensional standards largely the same.
- Address building materials, window coverage, architectural detailing, roof types and variation, façade modulation, pedestrian entries and yard transition elements.

## Questions

1. Is it reasonable to hold residential development to a higher standard than commercial or industrial development?
2. Can these standards be reviewed and applied through administrative review?

## OPTIONS

- Adopt standards as proposed.
- Remove standards as proposed.
- Expand standards to include commercial and industrial development.
- Consider standards as a starting point toward more comprehensive design guidelines for residential and/or commercial and industrial development.

### Planning Commission Recommendation

Applicable to multifamily residential development in Multiple Use Residential (R-O) Zone and Central Commercial Zone in HWO District.

## Prohibited Uses Goal

- Retain existing uses in Hoquarton Waterfront Overlay District.
- Prohibit undesired future uses.

## Elements

- List of prohibited uses.

## Questions

1. Concerns about making existing uses non-conforming?
2. Are these the right uses to prohibit?

## OPTIONS

- Adopt prohibited uses as proposed.
- Remove all prohibited uses as proposed.
- Remove some prohibited uses and retain others.

### Planning Commission Recommendation

All prohibited uses listed in the HWO District changed to be conditional uses with Planning Commission review.

## Multiple Use Residential Goal

Extend mixed use concept to Multiple Use Residential (R-O) parcels in HWO District.

### Elements

- Outright uses in R-O zone to include commercial retail and commercial services limited to 50% of the gross floor area.
- Eating and dining establishments limited to 50% of gross floor area.

### Questions

1. Do you want to extend mixed use concept beyond industrially-zoned parcels?
2. Concerns about reducing number of multifamily units on residential parcels?

## OPTIONS

- Allow commercial uses in R-O zone as proposed.
- Reject commercial uses in R-O zone.
- Allow commercial uses in R-O zone with restrictions.

### Planning Commission Recommendation

Outright uses in R-O zone include commercial retail, commercial services limited to 50% of the gross floor area; Eating and dining establishment limited to 50% as well, and artisan manufacturing limited to 6,000 square feet.

## Old Mill Site Goal

Allow milling operation on former Power Chevrolet parcel.

### Elements

- Allow artisanal manufacturing on Old Mill Site.
- Help facilitate waterfront easement along north side of Hoquarton.

### Questions

1. Do you want to extend artisan manufacturing concept beyond industrially-zoned parcels?

## Planning Commission Recommendation

Address old mill site use on north side of Hoquarton Slough in trade for access easement on the waterfront including similar design standards and artisan manufacturing, described in section 4.B, as part of the HWO District.

## Accessory Dwelling Units Goal

Encourage a mix of housing options in the Hoquarton Waterfront Overlay District.

### Elements

Allow accessory dwelling units in the HWO District.

### Questions

Is allowing accessory dwelling units an appropriate way to provide more diverse housing options in the HWO District?

## Planning Commission Recommendation

Planning Commission did not consider this staff recommendation.

**Thank You!**