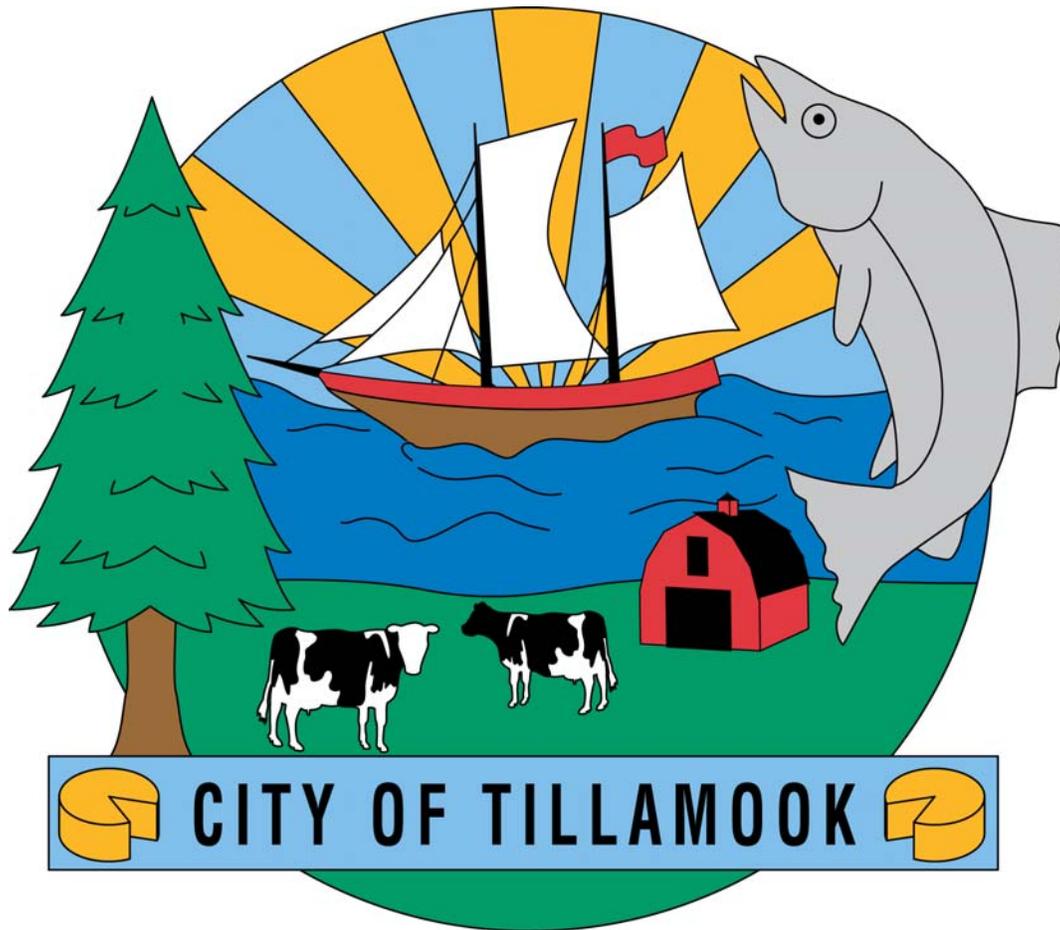


# City of Tillamook



## Comprehensive Plan 2012

# TILLAMOOK COMPREHENSIVE PLAN

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# **SECTION A: INTRODUCTION**



# Chapter 1: Tillamook's Comprehensive Plan

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This is the City of Tillamook's Comprehensive Plan. Think of it as our community's map to the future. It describes:

- 1) where we are today,
- 2) where we want to be tomorrow, and
- 3) how we plan to get there.

## A plan of many parts

As the term "Comprehensive" suggests, this Plan covers a wide variety of topics:

**Citizen Involvement and Visioning,  
Community Development,  
Natural and Historic Resources,  
Natural Hazards,  
Public Facilities,**



Welcome sign on U.S. Highway 6. Source: ONHW

**Population,  
Housing,  
Economic Development, and  
Urban Growth,  
Land Use.**

Although they may seem quite different, these topics all share one thing in common: they are forces and factors that determine how our community will grow and develop.

This Plan is based on the idea that the City of Tillamook can influence these forces and factors to shape the community it wants, and thereby can grow efficiently and effectively. Of course, the City doesn't have complete control over these forces. For example, the City can't compel a certain number of new jobs to be created each year. But the City can plan and zone land for new businesses, and new residential growth, in areas free from conflicts with other land uses, with good access and suitable public services like sewers and water. The City can prepare for growth and development in our community through this Plan.

In doing such planning, the City makes policy choices. It chooses to encourage new businesses in the City. It chooses to direct them toward certain areas in the City. It chooses to provide appropriate infrastructure in those areas. Such choosing means the Plan is a statement of what the community **wants**, not a prediction or forecast of what must be but what it may potentially become. It is based on the assumption that we can shape our future in relationship to the community's visions and future predictions.

"The future" covered by the City Comprehensive Plan is the period from 2010 to 2030. In this Plan certain accommodations for the future, future growth and development, are made. For example, the Urban Growth Boundary established by this Plan is designed to contain enough vacant land to accommodate the residential, commercial, and industrial development Tillamook expects over the next two decades.

## It's the law!

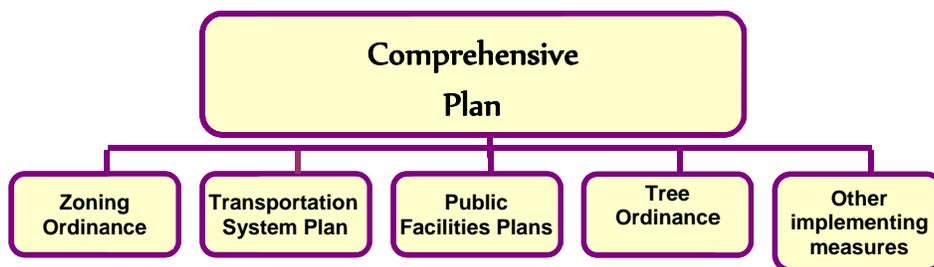
The Comprehensive Plan was adopted as an ordinance by Tillamook's City Council. It thus is a law, with the same force and effect as other city ordinances. In fact, it prevails and guides other ordinances like the zoning ordinance.

In other places and other times, comprehensive plans often have been vague statements of aspiration. As soon as they were written, they got put on a shelf, to gather dust and never be read again. This is not one of those plans! Tillamook's Comprehensive Plan is an active, legally enforceable statement of city policies. When any land in Tillamook is to be developed or divided, the first question should be, "Is the proposed action consistent with the City of Tillamook Comprehensive Plan?"

## Putting the Plan into effect

The Plan does not stand-alone. It states Tillamook's general policies on land use, visioning, citizen involvement, community growth and development. Other "implementing ordinances" provide the details and procedures needed to put those policies into effect. The Zoning Ordinance, for example, specifies standards and procedures for deciding where different types of development may occur. The Tree Ordinance identifies the types of trees allowed in the public Right-of-Way (R.O.W.) and specifies the criteria necessary to plant and remove trees in the public R.O.W. within the City.

The relationship between a plan and its implementing ordinances is important. The key point is simply this: the Plan is the controlling document. That is, the Plan determines what types of implementing ordinances are needed and how they should work. In case of conflict between the Plan and an implementing ordinance, the Plan prevails. Implementing ordinances are subordinate to the plan, as illustrated in the following diagram:



## It's more than a map!

Many people think of a city's plan as just a map showing areas where different types of development may occur in the future. Tillamook's Comprehensive Plan contains such a map, but there's a lot more to the Plan than that. The Plan Map shows how various parts of the city are designated for residential, commercial, industrial, and public use. It also shows the location of Tillamook's Urban Growth Boundary and of "urbanizable lands" where future annexations and urban development are expected to occur. But the map is only a general guide to show where different types of development may occur. The

crucial details are found in the text and policies of the plan. It therefore is essential to consider **both** the Comprehensive Plan Map and the Comprehensive Plan Text when making decisions about growth and development in the City of Tillamook.

Each chapter of this Plan contains several sets of statements. The first contains the City's goal. A goal is the broad statement of the community need, here based on each chapter. For instance, the City's Transportation Goal is "To provide and encourage a safe, convenient and economical transportation system." This is followed by a set of statements containing one or more "Objectives". Objectives are more specific expressions that break down the community's goals so the goals are more detailed for the subject addressed, and are steps the City can take to realize its goals in that chapter. Objectives are designed to complement the next set of statements; policies. The third set of statements is for each of the objectives and contains "Policies" or "Implementing Policies". These policies are specific measures for achieving each of the chapter's goals and objectives. For example, in Chapter 3, on citizen involvement, one of the objectives states: "To have a broad base of citizen involvement in planning studies, decision making, and plan implementation." Following that statement are a number of policies on how the City will accomplish that objective. Sometimes these are the "implementing" policies because they are the last set identified to accomplish the objectives and meet the goal. However, a fourth set, if necessary, after, each policy, contains implementing procedures or recommended actions, which describe how the City will carry out and can achieve each of the policies. Sometimes, if there are a number of topics and sections in the chapter, the goal, objectives, implementing policies, and implementing procedures follow each section of the chapter.

### **The local Comprehensive Plan's link to the state**

Every city in Oregon has a comprehensive plan. State law requires it. And the state sets broad standards for those plans in the form of 19 statewide planning goals and various administrative rules and statutes. All local plans, including this one, are reviewed under those state standards by Oregon's Land Conservation and Development Commission (LCDC) or the commission's staff, the Department of Land Conservation and Development (DLCD). Tillamook's plan thus is the product of a state-local partnership. It reflects both local and state interests.

After a plan has been reviewed and found to meet state standards, it is said to be "*acknowledged*." That's planning shorthand for "*acknowledged to be in compliance with Oregon's statewide planning goals*." Acknowledgment is important, because it means **Tillamook's acknowledged Comprehensive Plan - not state law - is the controlling document for all land use decisions made within the City's jurisdiction.**

For example, if someone raises a question about density of development in one of Tillamook's residential zones, the answer is not determined by state law. The answer is determined by the provisions of Tillamook's acknowledged Comprehensive Plan and the implementing ordinances of the plan, such as the Zoning Ordinance.

## How plans are revised

Communities change, and as they change, their plans change, too. A plan can be changed a little or a lot, with a “plan amendment” or with “periodic review.” Plan amendments usually involve only a few properties or one or two strategies in the plan. There’s no set schedule for making plan amendments: they’re proposed as needed. In contrast, a periodic review is a major reevaluation and update - an overhaul of the entire plan. Such reviews are generally done every five to fifteen years in a schedule determined jointly by the state Department of Land Conservation and Development and the local government.

If a reevaluation and update of this Plan is needed before the time scheduled for periodic review, a post-acknowledged plan amendment (PAPA) is required. This post-acknowledged plan amendment ensures that the City’s Comprehensive Plan is kept up-to-date and consistent with the State Goals.

Plan amendments and periodic reviews both are very public processes. Citizens must be notified of any proposal to change the Plan; they must have an opportunity to comment on such a proposal in a public hearing; and the State’s Department of Land Conservation and Development must be notified, too. Section F, Revisions and Implementation, of this Plan lays out the policies and procedures to revise this Plan. A lot of energy and time has been invested in the Plan, and much of that investment is lost if this Plan is not kept current. Specifically, revising the Plan is discussed further in Chapter 13.

## Origins of the Plan

In 1981 the Tillamook City Council and the Tillamook City Planning Commission, prepared the city’s first Comprehensive Plan. This is also referred to as the Plan in these chapters. The work was designed to address local needs and concerns and to meet Oregon’s statewide planning goals.



For this process technical information and base data were compiled, developed and analyzed and issues and opportunities were identified. The City Comprehensive Plan is based on the originally prepared 1972 General Plan. Development of the Comprehensive Plan was accomplished through an open process of citizen involvement and was coordinated with affected agencies where appropriate. The Comprehensive Plan describes the City of Tillamook’s intentions for future development and indicates desired patterns of land use and traffic circulation and plans for the location and development of community facilities. The Plan has been updated since its inception, of course, to include more recent information on those topics, as described in the following chapters.

In the process of updating the Tillamook City Comprehensive Plan each State goal was analyzed as to its applicability to the community. The goals represent State laws, which are flexible in nature to the extent that a community must interpret their validity to the

local situation. These relevant statewide goals include the following 19 goals: 1) Citizen Involvement, 2) Land Use Planning, 3) Agricultural Lands, 4) Forest Lands, 5) Natural Resources, Scenic and Historic Areas, and Open Spaces, 6) Air, Water, and Land Resources Quality, 7) Areas subject to Natural Disasters and Hazards, 8) Recreational Needs, 9) Economic Development, 10) Housing, 11) Public Facilities, 12) Transportation, 13) Energy Conservation, 14) Urbanization, 16) Estuarine Resources, 17) Coastal Shorelands, 18) Beaches and Dunes, and 19) Ocean Resources. The City has exercised the local right to prioritize the goals in order to guide the City of Tillamook in those broad land use propositions that make a good Oregon community. Adoption of the Plan commits the City to carry out each recommendation or policy statement. It further puts the City on record as having recognized the validity of the recommendations of and the decisions or actions they imply. In each section of this Plan, the pertinent State Goals shall be identified.

The Plan describes the goals, the objectives, policies, implementing procedures/recommended actions and standards adopted as set by local officials, to meet the Statewide Planning Goals. It also provides a framework for an ongoing planning program. It is composed of policies and recommendations on future actions to be taken to guide the development of the City. The policies and recommendations vary in their scope and implications. Some call for immediate action; others call for detailed study aimed at developing more specific recommendations. Citizens and developers can look to the Comprehensive Plan as a statement of intent for public officials for the development of Tillamook. City and County officials will also look to the plan in administering all applicable ordinances, such as zoning and subdivision regulations.

Tillamook's Comprehensive Plan was reviewed and updated in 1982, acknowledged by the State in 1984, and the City completed a periodic review in 2003, in accordance with state law (ORS 197.628 – 197.636). In a letter to the City dated July 16, 2003, DLCD notified the city that it had successfully completed all of the tasks specified in its work program for periodic review.

The entire plan should be considered as **(1)** a body of technical information about the City of Tillamook Area, our assessment of that and findings of fact to support what we feel from that data analysis and prioritizing of goals, **(2)** a statement of desired goals, objectives and policies of the Tillamook residents, and **(3)** a set of recommended actions to reach the goals and resolve issues and problems uncovered by the analysis, and, **(4)** an appendix of supporting documents.

Those who must make decisions affecting the people of Tillamook shall use the Comprehensive Plan as a basic reference and guideline.

The City has amended its plan several times outside of the above reviews. Such plan amendments are actions separate from periodic review and conducted under a different process, governed by ORS 197.610 – 197.625. Key plan amendments adopted by the City of Tillamook are summarized in the following table:

<b>Table 2-1: Key Plan Amendments Adopted by the City of Tillamook</b>		
<b>Date of Adoption</b>	<b>Ordinance/Resolution</b>	<b>Subject</b>
April 1972		Adoption of the City General Plan Text and Map
October 17, 1978	Resolution #919	Amendment of General Plan Text and Map
January 7, 1981	Resolution #991	Adoption of original Comprehensive Plan
December 19, 1983	Resolution 1057	Amends Comprehensive Plan relating to coastal shorelands
May 21, 1991	Ordinance 1114	Adoption of the City Comprehensive Plan
November 3, 2003	Ordinance #1187	Adoption of the City Transportation System Plan
April 17, 2006	Ordinance #1208	Adoption of the City Transportation Refinement Plan

## *Chapter 2: History of the City of Tillamook*

In its early years, Tillamook, the first community to be settled in the county, bore the names Lincoln and Hoquarton, the latter believed to be a Native American Indian name



View of Tillamook looking west in 1900's

meaning "the landing." From the "K'Elamuck" Tribe, also known as the "Elam" Tribe, the City's name was eventually changed to Tillamook, a derivative of the K'Elamuck Native American Indian word translating to "land of many waters."

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

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. Tillamook's history will be discussed further in the Historic Resources section. By 1920, the City of Tillamook had a growing population of 1,964 residents.

The City of Tillamook is located in the northwest part of Oregon near the Pacific Ocean. The City is approximately 70 miles west of Portland and an equal distance south of Astoria. Within the surrounding Tillamook City area 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 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.

Today, Tillamook's City Hall is located at 210 Laurel and occupies the former Tillamook Post Office, which 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."

## 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”, 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. Public hearing testimony was received by the City Council involving the inclusion of the Citadel property, east of town, into the Urban Growth Boundary. It was determined that adequate need was not shown through population and land use statistics for inclusion of the property into the Urban Growth Boundary. It was decided that the area would be considered in regard to future urban development in conjunction with eastward expansion of the City Limits. Adequate findings for goal compliance must be reviewed and accepted by the City prior to revision of the urban growth boundary for the Citadel property.

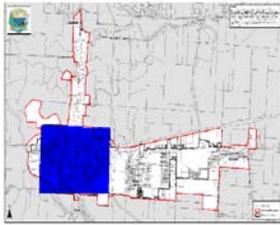
View of Tillamook looking east on First Street in 1900



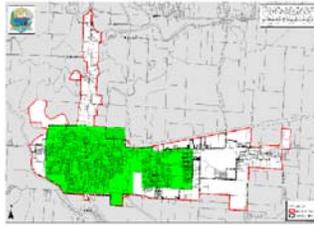
Further adjustments were made to the shape of the City by the late twentieth century. On June 4, 1980, public hearing testimony was received by the City Council concerning

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, 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 over the past 60 years.

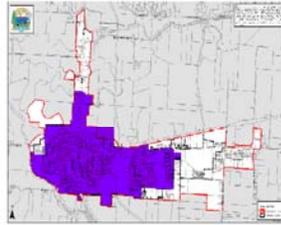
**City Limits – 1950**



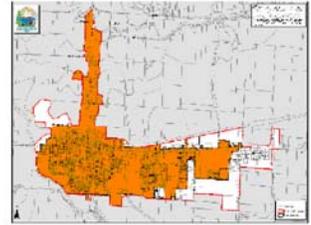
**City Limits – 1960**



**City Limits – 1980**



**City Limits – 2005**



**(Note: pictures may be altered for clarity)**

# **SECTION B: PLAN FOR THE PEOPLE**



## *Chapter 3: Citizen Involvement, Community Development & Visioning (State Goal 1)*

Tillamook's Planning Commission and City Council are guided by the principle that citizen participation in planning and community development is essential. The single most important factor influencing the effectiveness of this Plan is probably the extent of citizen participation and community development in its development.



Tillamook's Planning Commission and City Council felt that citizens should be involved throughout the entire planning process. A Citizen Involvement Program (CIP) was adopted by Tillamook City in 1977. The program provides for an on-going citizen participation process. The adopted program outlines the responsibilities of the City Council, Planning Commission, the Citizen's Advisory Committees (CAC) and professional staff, and provides for methods and techniques of involving citizenry in all phases of evaluation and comment in governmental service areas.

### **Community Development**

Community development is a broad term. It involves knitting society together at [the grass roots](#) and involves changing the relationships between ordinary people and people in positions of power, so that everyone can take part in the issues that affect their lives. It starts from the principle that within any community there is a wealth of knowledge and experience which, if used in creative ways, can be channeled into collective action to achieve the communities' desired goals.



Many committees through community development also advise Tillamook's City Council. As was mentioned earlier, the single most important factor influencing the effectiveness of this Plan and the City is probably the extent of citizen participation and community development in its development.

Through a diverse group of committees, Tillamook continues to improve its community development through citizen participation.

The City's committees are broken down into the following:

**Associations,  
Beautification,  
Budget,  
Finance,**

**Personnel,  
Public Safety, and  
Public Works.**

Each of these committees assist the City Council members with community development. Please refer to Appendix XXIV for the ordinances, by-laws and programs outlining organizational functions and responsibilities of the City advisory boards, committees and City Planning Commission, and City Council. Each of these documents defines the roles and responsibilities of each of these entities in citizen participation.

## Vision 2020

Visioning is one method the City has used to increase citizen involvement and community development. Visioning is simply the process by which this community envisions the future it wants, and plans how to achieve it as part of this Comprehensive Plan and the policies. By going through a visioning process a community can: 1) better understand the values of its citizens and use these values as a basis for planning; 2) identify the trends and forces that are affecting the community; 3) articulate a big picture view to guide short-term decisions and long-term initiatives; and 4) develop tools to achieve its vision. The visioning process differs from the more traditional form of community planning. First, it tends to focus on a wide range of concerns. Second, it is strongly geared to community values. Third, it uses alternative scenarios to explore the future (i.e. what is probable as well as what is possible). And fourth, it is built around the development of a shared vision. Visioning does not necessarily replace other forms of community planning. Nor does it replace the Plan. Visioning is a new tool in the community planning process and has been integrated into the Comprehensive Plan in this chapter.

In 1998 the Tillamook City Visioning Task Force, established by the Tillamook City Council, embarked on a community endeavor vital to the future of the city. The City's visioning process brought citizens of the City together including representatives from all segments of the City's population. Busy individuals in all walks of community life ambitiously undertook the difficult task of crafting the Tillamook City Vision Statement.



To best integrate the vision statement into the Comprehensive Plan, ten areas are considered vital to the community's future directions and community development. These futures include 1) City Downtown Revitalization, 2) Land Development, 3) Education, 4) Community Health and Well-being, 5) Quality Natural Resources, 6) City Gateways, 7) Community Values, 8) Community Character and Livability, 9) the Highest and Best Use of Land and 10) Transportation.

Each area of The Tillamook City 2020 Vision Statement has two main elements: the guiding principles, which are made up of the corresponding Comprehensive Plan policies, and the action plans, which are identified Vision Committee tasks.

This Vision Statement serves as a catalyst for community residents, business owners and governments in crafting the future of Tillamook City.

## **Purpose**

The Tillamook City 2020 Vision Statement was designed to address current and future planning issues faced by the City of Tillamook. It provides a framework to guide decision-making related to the Comprehensive Plan, Zoning Ordinance and other development ordinances.

Each area of The Tillamook City 2020 Vision Statement has two main elements: the guiding principles, which are made up of the corresponding Comprehensive Plan policies, and the action plans, which are identified Vision Committee tasks, and implementing procedures in the Comprehensive Plan.

The 2020 Vision Statement areas and guiding principles represent the hopes and dreams of the community. Looking ahead frees the community from day-to-day issues and allows it to consider the community's value and character in order to shape and guide growth, development and change. The 2020 Vision Statement is a guidepost and provides a framework for future decisions. It is intended to be a broad statement that applies to all aspects of the community that add to Tillamook's quality of life.

The action plans identify a wide range of possible steps or projects needed to achieve the vision, within the Comprehensive Plan Goals and Policies. The goal is to ensure that community success or failure is not dependent on any single project. Progress can be made on a number of smaller projects to build momentum, while the hard work continues on the larger and more difficult projects. Another reason for a wide range of projects is to ensure there is something to involve everyone. The more people that become involved in implementation, the greater the chance of success for the vision as a whole.

This is just the first step in an on-going community effort to guide the future of the community. A continuing effort will be needed, and is expected, to expand on these ideas, add detail, and energize the community to take action.

A Visioning process serves as a catalyst for community residents, business owners and governments in crafting the future of Tillamook City, and has been integrated into the Comprehensive Plan.

The citizens of the City, involved in the Vision process, envision growth occurring in a livable and sensitive manner, respecting the City's heritage and providing quality of life for all socio-economic groups in the community. The Visioning Plan, through land use and public facilities, is proposed to guide growth and provide for a sustainable quality of life that reflects deliberate choices made from within the community.

Many different committees are involved in overseeing the vision process. The complete Tillamook City Vision Statement and the development of the Vision Committee are further described in Appendix XXIII.

## **Goal, Objectives, and Implementing Policies for Citizen Involvement**

### **Goal**

“To support citizen involvement at all stages of the decision-making process.”

**Objective No. 1 for Citizen Participation and Involvement:** To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process and ensures cooperation among citizens, technical personnel and public officials in planning for the City.

### **Implementing Policies for Objective No.1 for Citizen Participation and Involvement**

**Policy B-1:** The Planning Commission shall give reasonable public notice for meetings concerning revisions of the adopted public plan and implementing measures. Such notice shall be provided in a manner consistent with all applicable state statutes and city ordinances. When feasible, the city will use various media to encourage citizen participation. Wide and continuing exchange of information with notification to citizens about available programs and issues will be insured. The City shall ensure that adequate funding and technical information is made available to citizen participation groups as an ongoing process.

**Policy B-2:** Decisions by both planning and advisory bodies will be made after appropriate open planning processes and public hearings. The City shall ensure that citizens receive a response to all recommendations resulting from citizen involvement.

**Policy B-3:** All plans, reports, and ordinances shall be written so as to be easily read and understood by interested citizens.

**Policy B-4:** The Comprehensive Plan shall be used as a basic reference and guideline by those who must make decisions affecting the people of Tillamook.

**Objective No. 2 for Citizen Participation and Involvement:** To have a broad base of citizen involvement in planning studies, decision making, and plan implementation.

### **Implementing Policies for Objective No. 2 for Citizen Participation and Involvement**

**Policy B-5:** The City Planning Commission is the group involved in review of development and implementation of a Citizen Participation and Involvement Plan. The governing body shall continue to solicit citizen membership for vacancies on any advisory body.

**Policy B-6:** The Planning Commission is the permanent Citizen Involvement Committee. As such, the commission shall be responsible for insuring a broad base of citizen involvement in all phases of the planning process.

**Policy B-7:** The Vision Statement shall serve as a catalyst for community residential, business owners and the government(s) in crafting the future of Tillamook City. The Vision Statement shall be considered a long-range, “umbrella” vision for the Comprehensive Plan, and will be integrated into the Comprehensive Plan. The Tillamook City 2020 Vision Statement was adopted and endorsed by the Planning Commission and the City Council as the 20-year vision for Tillamook City. The Vision Statement is the starting point for the creation and implementation of action plans. Given the Vision Statement’s age, an update on visioning shall be considered.

### **Goal, Objectives, Implementing Policies for Community Development**

#### **Goal**

**“To better integrate citizen involvement with the community, and support outreach into the community and community development.”**

**Objective No. 1 for Community Development: To develop a community development program that insures support for citizens to be involved in the community and better integrate citizen involvement with the community.**

#### **Implementing Policies for Objective No. 1 for Community Development**

**Policy B-8:** The City shall provide a diverse set of community programs, activities and facilities that enhance community values.

**Policy B-9:** The Tillamook City 2020 Vision Statement shall serve as a catalyst for community residential, business owners and the government(s) in crafting the future of Tillamook City. Given the Vision Statement’s age, an update on visioning shall be considered. The Vision Statement is the starting point for the creation and implementation of action plans.

**Objective No. 2 for Community Development: To have a broad base of community outreach and support programs in the community and support outreach into the community and community development.**

#### **Implementing Policies for Objective No. 2 for Community Development**

**Policy B-10:** The City shall support adequate housing and care for special-need citizens, and strive to remain a safe and secure community.

**Policy B-11:** The City shall encourage healthy lifestyles, and focus on wellness in the community.

**SECTION C: PROTECTING  
NATURAL AND HISTORIC  
RESOURCES**

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## *Chapter 4: Natural and Historic Resources*

### *(State Goal 5)*

#### **Background: Natural Resources**

The City of Tillamook is surrounded by active and passive recreational areas and natural resources that include wetlands, estuary units, flood plains, agricultural lands, and forestlands on the surrounding hillsides. A rich geographic setting of natural resources therefore surrounds the urbanized area of the City. Wildlife species (as listed in Table 5-3) are of prime importance to the City. Many of the listed species live within the Tillamook Urban Growth Boundary. Their preservation, where consistent with designated land uses, is encouraged. This plan reflects a recognition of these resources which were instrumental in the shaping of the Urban Growth Boundary. Where possible, lands with important natural resources were excluded from the Urban Growth Boundary. In other areas, it felt that adequate justification is presented in this plan to designate resource areas to be included in the Urban Growth Boundary, and if need be, to implement policies to insure protection of or to minimize impact on these resources.

#### **Wetlands**

The Statewide Planning Goals define wetland as "land areas where excess water is the dominant factor determining the nature of soil development and the types of plant and animal communities living at the soil surface."

The following wetlands in Table 5-1, identified in the City of Tillamook Local Wetland Inventory (Wilson et al, 1997) are Significant Natural Resources:

**TABLE 5-1: TILLAMOOK SIGNIFICANT WETLANDS**

<b>Waterway</b>	<b>LWI wetland code</b>	<b>Waterway</b>	<b>LWI wetland code</b>
Cojack Creek	COJ1	Holden Creek	HOL3
Colby Creek	COL1	Holden Creek	HOL4
Dougherty Slough	DOU1	Holden Creek	HOL5
Hall Slough	HAL1	Holden Creek	HOL6
Hall Slough	HAL2	Hoquarten Slough	HOQ1
Hall Slough	HAL3	Hoquarten Slough	HOQ2
Hall Slough	HAL4	Hoquarten Slough	HOQ3
Holden Creek	HOL1	Hoquarten Slough	HOQ4
Holden Creek	HOL2	Trask River	TRA1



In 1999, in conjunction with a Healthy Streams Grant from the Department of Land Conservation and Development, the entire UGB land area was evaluated as to water quality and habitat quality, after a local wetland inventory and function assessment was completed. This resulted in the accurate location and listing with analysis of the locally significant wetlands and riparian corridors. These resources were

identified and mapped as per requirements in Division 23 of the Oregon Administrative Rule, implementing State Planning Goal 5. According to the study and maps, there are approximately 87 acres of identified significant wetlands within the UGB. These resources are incorporated for adoption in the Water Resources Overlay District, Section 21.1 of the Tillamook City Land Development Code. These significant wetlands are identified on the wetlands map in Chapter 18. The following policies serve to protect the significant wetland and riparian corridor resources listed as locally significant in the City of Tillamook.

### **Qualifications for significance**

To qualify as significant, a wetland must have a high level of function in one of four functional categories – water quality, hydrologic control, fish habitat, or wildlife habitat – and/or be rated in the second highest category for fish habitat and have a direct surface water connection to a stream segment that is mapped by DSL or ODFW as habitat for "indigenous anadromous salmonids." (DSL maps available at <http://statelands.dsl.state.or.us/esshabitat.html>).

A "high level of function" is defined as "intact" fish habitat, "intact" water quality, "intact" hydrologic control, or "diverse" wildlife habitat, as defined in the Oregon Freshwater Wetland Assessment Methodology ("OFWAM") (DSL, 1996). The "second highest category" for fish habitat is defined as "impacted or degraded" in OFWAM (DSL, 1996).

The significant riparian corridors and significant wetlands listed in Appendix XII and XIII, Table 5-2 have been adopted and are regulated subject to the Water Resources Overlay District Section of the City Zoning Ordinance:

In addition, and in cooperation with the Oregon Department of Fish and Wildlife, an inventory of Goal 5 Wetlands was completed. Four sites were identified and described in the following analysis:

- 1) The Meadow Avenue Wetland is generally located south of Meadow Avenue and contains approximately 14 acres. This acreage has multiple owners including private individuals and the Tillamook School District No. 9. It is predominantly a forested wetland with no identified conflicting uses. The City will protect this wetland.
- 2) The Fairlane Drive Wetland runs immediately parallel to Fairlane Drive and contains approximately two acres. The site is a shrub and forested wetland in association with a small perennial stream. The property is under single ownership with no identified conflicting uses. The City will protect this wetland.
- 3) The South Highway 101 Wetland is immediately adjacent to Highway 101 upon entering the southern entrance to the City. The site is a shrub and forested

wetland containing approximately one acre. The area is within an "open space" district with no conflicting uses identified. The City will protect this wetland.

- 4) The Fifth Street Wetland is found at the west end of Fifth Street. The site is an emergent wetland containing approximately 1.5 acres. The area is part of a large tract zoned for parks. Carnahan Park is immediately adjacent to the north, but effectively separated by a chain-link fence. No conflicting uses have been identified. The City will protect this wetland. The Map provides the physical location of these wetlands.

### **Wetlands Wildlife**

The species listed in Appendix XII, Table 5-3, are typical of wetlands. In addition there are many other species that sometimes frequent wetlands or are benefited by wetland habitat. Several species of bats and swallows feed on insects that breed profusely in wetlands. Many kinds of sparrows, warblers and other songbirds feed and nest in the vegetation in and around wetlands. Several kinds of mice and shrews besides those listed may find wetland habitat to their liking, and various species of hawks and owls often hunt such areas.

### **Economic, Social, Environmental, and Energy (ESEE) Decision Process**

The City has adopted a 50-foot riparian setback adjacent to waterways based on the Economic, Social, Environmental and Energy Decision Process (ESEE). The ESEE process is an analysis of economic, social, environmental, and energy consequences of the conflicts of development and the required setbacks from riparian areas (State Goal 5). OAR 660-023-040 spells out steps that local governments are to use when analyzing State Goal 5 ESEE consequences.

Application of the Goal 5 riparian "safe harbor" would have resulted in a 75-foot riparian protection setback adjacent to the river. The riparian inventory only identifies 65 feet as being significant. As noted, along both reaches there is virtually no functioning riparian vegetation or structure landward of the top of the levees, well inside the significant resource site as determined in the riparian inventory. Since there are no riparian functions or values landward of the levees, it seems prudent to use the "standard" Goal 5 inventory process to define the significant riparian corridor along the Wilson River.

The significant riparian resource sites are at the very north end of the city, adjacent to the Wilson River. The inventory identifies the sites as "R-WIL0-1L" (which signifies "riparian, Wilson River, site 1, left bank), and "R-WIL0-2L" (site 2, left bank). Site 1L is east of Highway 101, and site 2L is west of Highway 101. The inventory identifies an area extending 65 feet upland from the edge of the river as "significant" riparian corridors. Along both reaches, a dike, levee or berm has been constructed immediately adjacent to the river channel. Reach 1L has virtually no functioning riparian structure; the vegetation is mostly herbaceous, with a couple of willows. The river-facing side of the berm along reach 2L has some scattered trees and at least a couple of vegetation layers.

Along both reaches, vegetation that has any riparian function stops at the top of the levees.

The standard Goal 5 process involves several steps. First, an “impact area” is established, and land uses that occur within the impact area that conflict with the protection of a significant resource are identified. Then the consequences of either fully allowing, prohibiting, or partially allowing those uses are identified. (Prohibiting or partially allowing a use would provide some protection to the significant resource.)

Therefore, in a further attempt to achieve Goal 5 for all significant resource sites, based on an analysis of the economic, social, environmental, and energy consequences that could result from a decision to allow, limit, or prohibit a conflicting use, the City of Tillamook has developed the steps listed in Appendix XXXII to conduct an ESEE analysis. It appears that both the resource site and the conflicting uses are important compared to each other, and based on the ESEE analysis in Table 5-4, in Appendix XXIII, the conflicting uses should be allowed in a limited way that protects the resource site to a desired extent.

In terms of economics, the 50-ft setback, determined in the ESEE, allows for some protection of the Wilson River riparian area without increased restrictions, and it appears to provide a clear and objective local process for resolving development/wetland conflicts. In terms of social impacts, the existing 50-ft setback would provide educational opportunities for those individuals working near the riparian area and also provide opportunities for urban quiet and solitude, which is a positive social consequence. Environmentally, the existing 50-ft setback allows for partial riparian protection while also providing for existing amounts of development. In terms of energy impacts, the 50-ft setback provides for local recreational opportunities, reducing the need to extend drive time for outdoor experiences. Vegetation in the riparian area also has a moderating effect on climate.

### **Goal for Natural Resources (wetlands, estuaries, shorelands)**

To conserve, protect the unique environmental, economic and social values of local estuarine resources, where appropriate, develop and restore the resources of all coastal shorelands, recognizing their value for the protection and maintenance of water quality, fish and wildlife habitat, and water dependent uses.

**Objective No. 1 for Wetlands:** To reduce the hazard to human life and property and minimize adverse effects on water quality and wildlife habitats for the shoreland planning area within the Tillamook Urban Growth Boundary.

### **Policies for Wetlands Objective No. 1**

**Policy C-1:** The City shall encourage Cluster development as a method of minimizing development impacts in areas with sensitive/significant natural resources documented on the Significant Riparian Corridor and Wetlands list.

**Policy C-2:** New development shall be conducted in a manner that does not adversely affect significant riparian corridors and significant wetlands as per the water resources overlay district.

**Policy C-3:** Drainage from proposed developments shall be directed in a manner that does not harm significant wetland and riparian corridors.

**Objective No. 2 for Wetlands:** To protect, maintain, where appropriate, develop, and where appropriate restore the long-term environmental, economic and social values of estuarine resources with the Tillamook Urban Growth Boundary.

### **Policies for Wetlands Objective No. 2**

**Policy C-4:** The following wetland areas, the Meadow Avenue Wetland (south of Meadow Avenue, containing approximately 14 acres), the Fairlane Drive Wetland (immediately parallel to Fairlane Drive containing approximately two acres), the South Highway 101 Wetland (immediately adjacent to Highway 101 upon entering the southern entrance to the City), and the Fifth Street Wetland (at the west end of Fifth Street, south of Carnahan Park containing approximately 1.5 acres) shall be protected by the City.

**Policy C-5:** All locally significant wetlands and riparian corridors as designated in the City of Tillamook Local Wetlands Inventory shown in Table V shall be protected, and shall not be modified except as provided for in the Water Resources Protection Overlay District. Significant riparian corridors and significant wetlands are hereby adopted and are regulated subject to the water resources protection overlay district (21.1).

**Policy C-6:** Land uses shall be guided, and enforced through the Zoning Ordinance, to minimize impact on the City's Natural Resources, as is stated and described further in the Regulatory Controls. For those projects involving development within designated estuaries, in an effort to recognize, protect, maintain, and where appropriate, restore the unique environmental, economic and social values of said estuaries, estuary standards and requirements shall be brought under special review.

### **Estuaries and Shorelands (State Goals 16 and 17)**

Estuary management units have been identified and inventoried by Tillamook County. Map 5 in Chapter 18 illustrates the units, Appendix XXXIII describes each Estuary Management Unit Segment. The following four estuary management unit segments are found to be of concern for the Tillamook Urban Growth Boundary area.

1. Estuary Unit 40 segments which bounds Hoquarten and Dougherty Slough west of Highway 101 to the confluence with the Tillamook River.
2. Estuary Unit 43 segment which bounds the Trask River from the head of tide near the U S Highway 101 Bridge to Hoquarten Slough.
3. Estuary units 40 and 36 segments, which bound the portion of Dougherty and Hall Slough that are in or adjacent to the Urban Growth Boundary.
4. Estuary unit 35 segment which is the Wilson River. The inventoried Shorelands that are applicable for Tillamook City are shown on Map 5.

### **Estuarine Resources (State Goal 16)**

The sensitivity and complex nature of problems associated with development in estuaries has prompted the City of Tillamook in the past to look to Tillamook County as the lead agency in reviewing these development requests.

**Objective No. 3 for Estuaries:** To recognize, protect, maintain, and restore where appropriate, the unique environmental, economic and social values of the designated estuaries.

### **Policies for Objective No. 3 for Estuaries**

**Policy C-7:** The designated estuaries and shoreland area shall be managed in such fashion as to be consistent with the stated estuary and shoreland objectives. The City shall recognize the estuary management unit segments described in this section of the Plan. Prime importance shall be given to management and restoration of estuaries as it might relate to the economic protection of the area. Reconstruction of estuaries to be a point where they provide protection of lives and property in the surrounding area is paramount. The protection of locally significant riparian corridors and wetlands associated with estuaries and shoreland habitat is a goal in the restoration of these resources.

**Policy C-8:** The City recognizes that to have effective protection, maintenance and restoration of designated estuaries with the City UGB, all policies must be coordinated with all appropriate agencies. This is particularly important for estuary areas adjacent but outside the City's UGB. A thorough review of Tillamook county estuary and shoreland policies, standards and definitions which are appropriate to the City's stated objectives and the County's overall plan shall be adopted.

**Policy C-9:** The City will work with the County Estuary Planning Staff for the preparation of impact assessments, resource capability determinations, review of State and Federal permit applications and necessary revision of policies and standards within the estuarine area of the City.

**Policy C-10:** The estuarine and coastal shoreland habitat resources designated as locally significant shall be protected as per the Water Resource Protection Overlay District, Tillamook City Land Development Code.

**Policy C-11:** Estuary Management Units have been identified and inventoried by Tillamook County. Map illustrates these management units. The following five estuary management unit segments are found within the Tillamook Urban Growth Boundary.

**Policy C-12:** The City of Tillamook hereby adopts Exhibit H of the November 30, 1983 amendments to the Tillamook County Ordinance No. 32, which is the Goal 16 Element of the Tillamook County Comprehensive Plan.

### **Coastal Shorelands (State Goal 17)**

Coastal shorelands are a unique and sensitive component of the coastal environment. The shorelands are invaluable for the protection and maintenance of water quality for fish and wildlife habitats, recreation and a variety of water dependent uses. Planning policies for these areas must insure the protection and wise management of this resource.

The Tillamook shoreland planning area was delineated according to the seven identification criteria of State Goal 17:

- 1) Lands within the 100 year Flood Plain and Floodway Boundary have been included, as they are impacted by the hydraulic action of coastal waters.
- 2) No areas of geologic instability within the Tillamook UGB have been identified. Bulletin 74, Environmental Geology of the Coastal Region of Tillamook and Clatsop Counties.
- 3) Riparian resources have been identified through on-site inspection in cooperation with O.D.F.W., and in the Tillamook Riparian Inventory in Spring 1999.
- 4) Several significant wetland habitats within the Tillamook UGB have been identified during the inventory process, mentioned in No. 3 above, and with ODFW.
- 5) At present, two sites within the UGB can be classified as water related. These include: Marine Park on Hoquarton Slough and Carnahan Park on the Trask River.
- 6) No areas within the Tillamook UGB have been identified as having "exceptional aesthetics or scenic quality" in the Visual Resource Analysis of the Oregon Coastal Zone.
- 7) There are no coastal headlands within the U.G.B.

The two Goal 17 significant wildlife habitats within the Shorelands Planning Area are:

- 1) West Hoquarton Slough Forested Freshwater Wetland. Immediately west of State Highway 101 North, this site contains approximately 59 acres within the U.G.B.
- 2) East Hoquarton Slough Forested Freshwater Wetland. Immediately east of State Highway 101 North, this site contains approximately 26 acres within the U.G.B.

Refer to map: Wetlands Planning Area.

Appropriate protection policies have been adopted in cooperation with ODFW within the implementing Ordinance to insure the protection of wildlife habitat and wetland values.

**Objective No. 4 for Shorelands:** To reduce the hazard to human life and property and minimize adverse effects on water quality in order to maintain the live ability for the Tillamook community.

### **Policies for Objective No. 4 for Shorelands**

**Policy C-13:** New shoreland development, expansion, maintenance or restoration of existing development shall conform to the following general priorities for the overall use of coastal shorelands (in order of priority):

1. Uses which maintain the integrity of the estuary;
2. Water-dependent uses;
3. Water-related uses;
4. Non-dependent, non-related uses which retain flexibility of future use and don or prematurely or inalterably commit shorelands to more intensive use;
5. Development, including non-dependent, non-related uses, in urban areas (compatible with existing or committed uses);
6. Non-dependent, non-related uses which cause a permanent or long-term change in the features of coastal shorelands only upon a demonstration of public need.

**Policy C-14:** New shore land development, expansion, maintenance or restoration of existing development shall be sited, designed, constructed and maintained to minimize adverse impacts on riparian vegetation, water quality and aquatic life and habitats in adjacent aquatic areas, and to be consistent with existing hazards to life and property posed by eroding areas and flood hazard areas. To accomplish this:

- A. The requirements of the National Insurance Program shall be used to regulate development in flood hazard areas within coastal shore lands.
- B. Shoreland setbacks shall be established to protect riparian vegetation and to recognize eroding areas.
- C. Priority shall be given to nonstructural rather than structural solution to problems of erosion or flooding.
- D. The following state and federal authorities shall be utilized for maintaining water quality and minimizing man-induced sedimentation in aquatic areas:
  1. The Oregon Forest Practices Act and Administrative Rules, for forestlands are defined in ORS 527.610 - 527.730 and 527.990 and the Forest Lands Goal;
  2. The programs of the Soil and Water Conservation Commission and local districts and the Soil Conservation Service, for Agricultural Lands Goal;

3. The non-profit source discharge water quality program administered by the Department of Environmental Quality under section 208 of the Federal Water Quality Act as amended in 1972 (PL 92-500); and
4. The fill and Removal Permit Program administered by the Division of State Lands under ORS 541.605 - 541.665.

**Policy C-15:** Shoreland development shall be sited and designed to be consistent with the protection of the natural values of identified major marshes and significant wildlife habitat, within the shore lands planning boundary identified in the Tillamook City Comprehensive Plan.

**Policy C-16:** Forestry operations within coastal shorelands shall be consistent with the protection of the natural values of major marshes, significant wildlife habitat and riparian vegetation. The State Forest Practices Act and Forest Practice Rules administered by the Department of Forestry shall be used to protect the natural values of these resources on commercial forestlands and other lands under the jurisdiction of the Forest Practices Act within coastal shore lands.

**Policy C-17:** Shorelands of Tillamook City shall be managed through implementation of the Tillamook City Comprehensive Plan by means of the zoning ordinance, which shall contain the zoning and shoreland planning area maps.

**Policy C-18:** Tillamook City shall review the following for consistency with the Tillamook City Comprehensive Plan, zoning map, and zoning ordinances:

- A. State or federal permit applications for uses and activities within shore lands;
- B. Applications for Tillamook County Development Permits;
- C. Building and mobile home placement permits for flood hazard areas, preliminary subdivision plat applications and planned developments with coastal shore lands;
- D. A-95 project pre-application notifications, by means of referral from and comment to the Clatsop-Tillamook Intergovernmental Council.

**Policy C-19:** The City shall consider the following significant wildlife habitats within the Shorelands Planning Area: the West Hoquarton Slough Forested Freshwater Wetland (approximately 59 acres within the U.G.B immediately west of State Highway 101 North), and the East Hoquarton Slough Forested Freshwater Wetland (approximately 26 acres within the U.G.B. immediately east of State Highway 101 North).

### Forest Lands (State Goal 4)

Most major forestlands surround the urbanized area and are excluded from the U.G.B. To this extent, the City watershed is located southeast of the U.G.B. area and shall be guided by County land use policies, as well as managed under Oregon State Forestry Best Management Practices. However, there are also some forested areas within the City Limits and U.G.B. Many of these forested areas have already been identified as Significant Wetlands. These areas include:



- 1) The Meadow Avenue Forested Wetland.
- 2) The Fairlane Drive Forested Wetland.
- 3) The South Highway 101 Forested Wetland.
- 4) The Fifth Street Forested Wetland.
- 5) West Hoquarton Slough Forested Freshwater Wetland.
- 6) East Hoquarton Slough Forested Freshwater Wetland.

Other natural resources included in the Tillamook UGB include fish and wildlife habitat. According to the Oregon Department of Fish and Wildlife (ODFW), no species lists, population counts, or significant habitat areas can be determined. This conclusion was partly based on a stream survey conducted in 1979 by ODFW and observation of Tillamook's riparian habitat. It was concluded that the riparian areas in the Tillamook UGB are in poor condition due to diking, riprapping, and certain farming practices that lead to insufficient habitat for sustainment of fish and other wildlife.

### Policy for Forestlands

**Policy C-20:** State Goal No. 4 is applicable for Tillamook City. Small stands of trees in future park locations shall remain in their natural settings. The City will protect the forested areas listed in this section.

Policy C-21: The City watershed is located southeast of the U.G.B. area and shall be guided by County land use policies, as well as managed under Oregon State Forestry Best Management Practices. Future logging operations within the City watershed may be reviewed by the City Council, with comments forwarded to Oregon State Forestry.

### **Agricultural Lands (State Goal 3)**



The City is surrounded by agricultural land, primarily in high value farm soil classes II through IV. Significant farmlands with these soil classifications, have been excluded from the UGB through extensive coordination with the County and public involvement. In addition, much of the significant farmland outside the UGB is actively farmed. Since the City is surrounded by productive dairy farms, it is recognized that these physical and agricultural limitations dictate the growth of the City in an easterly direction. There are however a few farms that are within the City UGB. These include farming practices in the southwest area of the UGB (south of Ninth Street), the area north of Third Street (south of Highway 6), and the area southeast of the Fairgrounds.

### **Retention of Agricultural Land**

Farms east of McCormick Loop Road, south of Twelfth Street, and north of First Street (Highway 6) remain outside the UGB. A prime example of the City's intention to preserve and retain as much surrounding agricultural land as possible is shown through the exclusion of property once in the City, south of the Trask River and the de-annexation of property once in the City north of First Street (Highway 6). As therein indicated, the City has de-annexed approximately 23.5 acres of agricultural land to retain the agricultural land.

### **Compatibility with Agricultural Activities**

Tillamook City's location and being surrounded by the mutual resource base of agricultural land, is unique. As a result, a careful balance must be made to protect the agricultural land and the economic farm unit it supports. The balance must occur while retaining the social and physical characteristics of the City. These characteristics are expressed in many ways.

Where possible, the UGB has been located so that a physical barrier separates urban and urbanizable land from agricultural land to minimize conflict between urban uses and agricultural activities. Roads, rivers, sloughs and topography are the features most frequently used.

For several Highway Commercial (C-H) designated areas, the City uses buffers such as fences, vegetative plantings, and building setbacks to insure a more adequate buffer between uses.

The County Ordinance which adopted the City's Comprehensive Plan can be found in the Appendix. Within that Ordinance there are several sections dealing with the retention of and compatibility with agricultural lands.

“Agricultural practices and policies are further outlined in the County Ordinances as follows:

“For agricultural and farming practices surrounding and within the Urban Growth Boundary, including the City, the following policies shall be recognized:

1. It shall be the policy of Tillamook City and Tillamook County to protect agricultural operations from potential conflicts arising from Highway Commercial activities. Accepted agricultural practices adjacent to or within the City may create noise, dust, odors or other such properties. This includes, but is not limited to, the spreading of liquid manure on fields in the area when frequent strong winds are likely to carry the resultant odor into areas designated for non-farm development. However, Tillamook City does not consider it the agricultural operators' responsibility to modify accepted practices to accommodate Highway Commercial area. The owners of the highway commercial property shall not allow activities on their properties which create management difficulties, fire hazards or increased costs for adjacent agricultural operations, and shall not hold agricultural operators or Tillamook City or Tillamook County responsible for noise, dust, odors, or other such inconveniences resulting from those agricultural practices that are no more offensive than what is customarily required to maintain profitable farm operations.”

### **Goal for Agricultural Lands**

“To preserve and maintain agricultural lands. Agricultural lands shall be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space.”

**Objective No. 5 for Agricultural Lands:** To retain the agricultural use of land in those areas where it is deemed the highest and best use, given the soil conditions of the area, and the suitability of competing uses.

### **Policies for Agricultural Lands**

**Policy C-22:** The UGB 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 Goal 14 .

**Policy C-23:** The City shall urge the County to designate portions of prime agricultural lands adjacent to the U.G.B. for exclusive farm use to support the City's intention to preserve and retain as much surrounding agricultural land as possible.

**Policy C-24:** The development Ordinance as provided for under Economic Development Policy No. 34, part of which addresses compatibility between Highway Commercial and agricultural uses, shall be periodically reviewed and updated to reflect current farming practices and needs. The City shall use buffers such as fences, vegetative plantings, and building setbacks to insure a more adequate buffer between uses.

**Policy C-26:** The City shall protect agricultural operations from potential conflicts arising from Highway Commercial activities. Accepted agricultural practices, adjacent to

or within the City may create noise, dust, odors or other such inconveniences for the owners or users of the commercial properties. This includes but is not limited to, the spreading of liquid manure on fields in the area when frequent strong winds are likely to carry the resultant odor into areas designated for non-farm development. However, the City does not consider it to be the agricultural operators' responsibility to modify accepted practices to accommodate Highway Commercial areas. The owners of the Highway Commercial property shall not allow activities on their properties which create management difficulties, fire hazards or increased costs for adjacent agricultural operations, and shall not hold agricultural operators or the City, or the County, responsible for noise, dust, odors or other such inconveniences resulting from those agricultural practices that are not more offensive than what is customarily required to maintain profitable farm operation.

### **Open Space and Scenic Areas (State Goal 5)**

Significant open space and scenic areas exist in and surround the City of Tillamook. Where possible these areas were excluded from the Urban Growth Boundary. Some areas now within the City are subject to flooding and have a high water table. Other areas within the city have been identified as significant riparian corridor reaches and or significant wetlands.

**Objective No. 6 for Open Space and Scenic Areas:** To conserve open space and protect natural and scenic resources and maximize the use of existing resources in the provision of open space.

### **Policies for Open Space and Scenic Areas**

**Policy C-26:** Banks of watercourses, drainage basins, areas subject to extreme natural hazards and otherwise unbuildable sites will be utilized to provide open space and recreational opportunities. Riparian vegetation shall be protected inside all designated significant riparian resources, as identified in the Tillamook Land Development Code.

**Policy C-27:** Tree preservation and planting to separate conflicting uses and provide scenic and recreational opportunities will be encouraged wherever feasible.

**Policy C-28:** Scenic views and scenic sites that generally include all the land within view of the Tillamook urbanized area and outside the Urban Growth Boundary, shall be preserved. This shall be achieved by coordination with Tillamook County and by encouraging a minimum of development in these areas.

## **Historic Resources (State Goal 5)**

The history of the City of Tillamook is quite extensive for a town of its size. It includes a number of historic sites and structures as listed in the Appendix.

### **Background: Historic Resources**

The first building of the town site was built in 1894, known as the Thayer Bank Building, at 1802 First Street. This historic building served as a bank.



This structure has been altered over the years, but remains in fair condition as an example of late 19<sup>th</sup> century architecture.

With the establishment of the post office, thereafter, the small community received the official name of Tillamook.

In 1983, a Historic Preservation District was established by the Planning Commission, to protect the historic buildings of Tillamook and to encourage the rehabilitation of these buildings.

### **HISTORIC SITES AND BUILDINGS**

Over the past two to three decades, the historic architectural continuity has been compromised, especially in the Town Center, as a result of covering facades with non-historic materials, removing traditional signs and marquees and in some cases, demolishing older buildings to make way for contemporary buildings lacking the pedestrian friendly qualities of traditional main street building types.

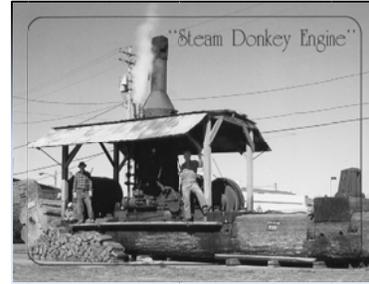


Several historic sites and buildings still exist in the Tillamook Urban Growth Area, including those located downtown. The Old Tillamook Post Office (City Hall) is currently registered in the National Register of Historic Places. Additionally, all of the sites listed in Appendix XXVIII are listed in the Statewide Inventory of Historic Sites and Buildings, with the State Historic Preservation Office

(SHPO). Appendix XXVIII – Historical Site Inventory within the Tillamook Area – further describes Tillamook’s historic sites and structures.

There are a number of additional buildings of historic importance than just those listed above. These include the following to name just a small number of them: the Masonic

Building at the northeast corner of Second Street and Ivy Avenue completed in 1914; the Kelly Building at the SW corner of Second Street and Main Avenue completed in 1925; the Alderman Building at the NW corner of Second Street and Main Avenue, built in 1932; the First National Building at the NE corner of Second Street and Main Avenue, the Odd Fellows Building at the SE corner of Second Street and Main Avenue, built in 1916; the Tillamook Hotel between Second Street and Third Street and Main Avenue and Pacific Avenue, completed in 1941; the C.B. Hadley House on the SE corner of Third Street and Laurel Avenue (as shown in the photograph above), built in 1892; and the United Brethren Church at the SE corner of 4th and Madrona, constructed in 1897-99. These historic structures and many more are listed and described further in the Appendix. Tillamook County Historical Society has published a seven-page document showing early photographs of Tillamook and interesting facts about its pioneers..



### **Goal for Historic Resources**

“To preserve the history of the City of Tillamook.”

**Objective for Historic Resources:** To protect the historic buildings of Tillamook and to encourage the rehabilitation of these buildings and accessibility to buildings and encourage the community to take part in this process.

### **Policies for Historic Resources Objective No. 1**

**Policy C-29:** The City shall encourage the preservation and rehabilitation of sites and structures that represent significant aspects of Tillamook’s historical and architectural heritage.

**Policy C-30:** The City shall strengthen the economy of Tillamook by protecting and enhancing the City’s historic attraction to residents and visitors.

**Policy C-31:** The City shall enforce the Town Center Zone ordinance preserving the historic character of the downtown.

**Policy C-32:** The City shall consider exploring National Register designations and the benefits of developing historic preservation districts.

**Policy C-33:** The City will coordinate with state and county agencies and organizations to preserve current and future historic sites, buildings, and archeological sites that exist now or may be discovered at a later date, in the Tillamook Area. Future discovery or determination of historical sites and/or archeological sites shall be listed as inclusions to this plan.

## *Chapter 5: Air and Water Quality (State Goal 6)*

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### **Background**

Air, water and land resources are inventoried and discussed in the Technical Report. The Urban Growth Boundary is shaped by taking into consideration the quality of these resources.



Air quality within the planning area is generally very good. Because of scrubbers recently installed on mill burners, smoke and fallout has been greatly reduced. Air pollution from automobiles is not a significant problem even with high volumes of summer tourist traffic going through town. A prevailing wind usually blows in Tillamook and clears the air quickly.

Water quality within the area is generally excellent. Frequent rains and tidal actions constantly change the level and velocity of rivers in the area. There are no major pollution problems with creeks, other than occasionally turbid waters due to rapid runoff. The City's sewerage treatment plant currently places good quality effluent into the Trask River. A primary issue confronting the community is the elimination of failing septic tanks within the Growth area. A prime concern is also insuring that future development has adequate sewer service without making it a financial hardship to property owners.

Significant Water Quality within the UGB depends in part on protecting designated significant wetlands and riparian corridors. The City wishes to insure that future development occur in a manner that protects all significant wetlands and riparian corridors within the Tillamook UGB.

### **Goal for Air and Water Quality**

“To maintain and improve the quality of air, water and land resources.”

**Objective for Air and Water Quality:** To insure the continued quality of air, water and land resources within the City.

### **Policies for Air and Water Quality**

**Policy C-34:** All future development will be compatible with the air quality maintenance plan of the Department of Environmental Quality. Through all land use planning and development stages, the City shall coordinate their actions with State and Federal environmental statutes, programs and policies. The City shall also assist and coordinate, as necessary, with current planning activities.

**Policy C-35:** All waste and process discharges from future development will not violate applicable state or federal environmental quality statutes, rules and standards.

**Policy C-36:** The City shall encourage elimination of faulty septic tanks within the Urban Growth Boundary areas. The Urban Service Area Policies and Implementing Guidelines shall address the implementation of this goal. (Appendix H)

**Policy C-37:** The water resources of the City of Tillamook shall be protected in part by guiding future development in a manner that will not impact or alter the significant wetlands and riparian corridors within the City of Tillamook Urban Growth Boundary (UGB).

**Policy C-38:** All development and activities in the City of Tillamook shall comply with the state and federal air and water quality and noise-control rules, regulations, and standards.

## ***Chapter 6: Natural Disasters and Hazards (State Goal 7)***

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### **Background**

The most significant natural hazard in the Tillamook area is flooding. Flooding means a general and temporary condition of partial to complete inundation of normally dry areas from the overflow of inland or tidal water and/or the unusual and rapid accumulation of runoff or surface waters from any source. In Tillamook, there are two types of areas where flooding generally occurs. Both are part of the Flood Hazard Area. The floodplain is the area adjoining a stream, river, or lake that is subject to regional flooding. It represents the largest flood which has a one percent chance of occurring in any one year in an area as a result of periods of higher than normal rainfall or stream flows, high winds, rapid snow melt, natural stream blockages, or combinations thereof. The Floodway is the channel of a watercourse that must be kept free of any encroachments so that the 1% annual chance flood can be discharged without cumulatively or substantially increasing the water surface elevation and flood height.

The city of Tillamook lies within the geomorphic floodplain of Wilson and the Trask Rivers. Areas subject to flooding are illustrated in the Technical Report. There are approximately 100 acres of land within the City Limits that are subject to significant flooding. Flooding in Tillamook occurs frequently, with the Wilson and Trask Rivers rising to flood stage or above at least once every winter.<sup>3</sup> The depth of these floods is one to two feet due to the relatively flat topography. However, the City of Tillamook has sustained the most damage from more recent major flood events, with greater depths, in February 1996, December 1998, November 1999, November 2006 and December 2007.

As a result of these severe flood events and repetitive losses to homeowners and businesses, the City of Tillamook applied for funding from the Flood Mitigation Assistance Program (FMA). Oregon's Office of Emergency Management (OEM) identified Tillamook City as a high priority community in need of flood mitigation planning assistance because of the number of NFIP-identified repetitive loss properties. Tillamook City was awarded an FMA Planning Grant and funds were used to develop the *Tillamook Flood Mitigation Action Plan*. The City Flood Mitigation Action Plan is located in Appendix XVIII.

Flood mitigation plans assist communities in reducing risk from flood damages by identifying resources, information, and strategies for reducing flood risk, meanwhile helping guide and coordinate mitigation activities throughout a defined area.

The resources and information within this flood mitigation plan will:

1. Establish a foundation for coordination and collaboration among public agencies and the citizens in the City of Tillamook;

2. Identify and prioritize future flood mitigation projects; and
3. Assist in meeting qualifications for federal assistance programs.

This plan also identifies activities where Tillamook can work in collaboration with County and State flood mitigation programs.

## History of Flooding

Five rivers, with a long history of flooding, feed into Tillamook Bay estuary: the Kilchis, Miami, Tillamook, Trask, and Wilson. Tillamook City has experienced flooding throughout its history, but more recently, severe flood events occurred frequently during the 1990s. Flooding poses a threat to life and safety, public and private property, and can cause great disruptions to the local economy.

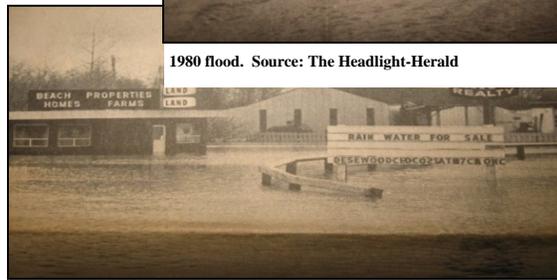
One of the most severe floods in recorded history swept through Tillamook in February 1996, when a series of natural events combined to become the worst flood on record. A month earlier, heavy snowfall blanketed the county from sea level to



Source: The Headlight-Herald



1980 flood. Source: The Headlight-Herald



1972 flood.  
Source: Tillamook  
Historical Society

mountaintop. Instead of slowly melting over several days and gradually feeding the runoff to coastal streams, a hard freeze preserved the snow pack. On February 3, a moderate storm brought rain to the frozen landscape. Three days later, an unusually strong subtropical jet stream carried a huge storm ashore, with warm torrential rainfall that lasted for three to four days throughout the region. During the storm, the freezing level rose to about 8,000 feet, and Oregon Department of Forestry reported 19 inches of rain on top of two feet of snow already on the ground in the forest. Between February 4-9, record rainfall of nearly 30 inches fell in some parts of the county and 14 inches in a 48-hour period resulted in the heaviest runoff and flooding ever.

With all rivers well above flood stage, flooding spread throughout the county causing extensive damage. The county's only radio station and the source of emergency information for residents, KTIL, shut down after floodwaters reached the studio just

outside Tillamook City limits. Buildings in Tillamook were flooded while landslides closed many roads - some for months - and floodwaters washed out others. US Highway 101 to the north and south of Tillamook City and Oregon Highway 6 to the east remained closed for days, cutting off Tillamook City from the rest of the county. Logjams at bridges caused backwater and high-velocity river flows caused severe scouring at bridge foundations. When water levels began to drop, saturated riverbanks collapsed due to lack of stability. Extensive bank erosion filled all rivers with silt, mud, and debris. Receding floodwaters left miles of roads, homes, and businesses covered with silt, mud, and debris up to a depth of two feet.

Millions of dollars in property damage spurred the designation of Tillamook County as one of the first Project Impact “disaster resistant communities,” which provided federal assistance to help minimize and prevent damage caused by future major flood events.

Additionally, on December 28, 1998 and again during the Thanksgiving holiday of 1999, large flood events caught the region unaware. Tillamook County commissioners declared an emergency on the Friday after the 1999 Thanksgiving holiday flood event once initial assessments indicated damage to county roads was at \$300,000. The area was hit with 16 inches of rain between Wednesday and Thursday. The end of the holiday weekend meant another day of cleaning debris and tabulating damages for residents flooded from homes and businesses on Thanksgiving.

Local efforts to minimize flooding and to become a disaster resistant community heightened after the flood of 1996. Through joint efforts of the City, Tillamook County, several agencies, and local individuals, the area has achieved a substantial reduction in flood vulnerability. These efforts are on-going, including plans for improvements in both estuary drainage and habitats.

The City of Tillamook needed immediate assistance to reduce flood loss and damage. Officials have stated preventive measures taken after the 1996 flood have kept damage from more recent floods to a minimum. Since that event, 62 homes had foundations raised and at least ten cow pads (elevated mounds of fill dirt) were built at various county dairies to give cattle a place to retreat from rising waters. However there was still plenty of work left to mitigate damage from frequent flooding.

The local community organized The Tillamook County Flood Control Group to address the flood losses and to mitigate future flooding in the County. The City of Tillamook has worked closely with the Flood Control Group and has developed mitigation actions. A full time County Emergency Manager was hired to assist the City with floodplain management. The City and Federal Emergency Management Agency (FEMA) coordinated elevating structures, buyouts and opening up the floodplain, and engineering flood control structures, which mitigated the City's repetitive losses. The 1996 Flood sustained \$52 million in losses. The 1998 Flood losses were reduced to only \$3 million. This was a savings of \$49 million in repetitive losses. The US Army Core of Engineers

(USACOE) also provided several emergency measures and advanced measures to assist the City of Tillamook as a working partner in building a disaster resistant community.

A mitigation project undertaken by FEMA is to either elevate or “buyout” properties in the Floodway Flood Hazard Area, and assist with relocation to other areas in town above the Flood Hazard Area, and reduce the amount of obstructions to the flood discharge.

Major floods have affected Tillamook citizens since the early 20<sup>th</sup> century, when reported by a life-long resident that “chairs were put on top of the beds to get out of the floodwaters.” Overall, Tillamook has experienced major riverine flooding events 20 times since 1916, with extensive coastal flooding in 1939, 1967, and 1976. Severe storms of unusually long duration caused severe flooding in 1964, 1990, and (as already mentioned) 1996, 1998, and 1999. Since Tillamook was founded in 1891, the community has experienced annual seasonal flooding and several major flood events. The floods of 1996, 1998, 1999, 2006 and 2007 are the most recent and damaging of these seasonal floods.

The USACOE studied flood hazard boundaries in Tillamook and prepared preliminary Flood Insurance Rate Maps in 1982 for the area. Based on these maps, the 100-year floodplains lie mostly north of Hoquarton Slough, extending into that portion of the City Limits. Revision of these Flood Insurance Rate Maps was completed and adopted by the City in 2004. The area once considered the 100-year floodplain as mentioned above is now considered the Flood Hazard Area, which includes both the floodplain and the Floodway. A Floodway is the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation. A majority of the land north of Hoquarton Slough is in commercial use and the Flood Hazard Area.

Most floods are usually the result of the moist climate and intense rainfall during the winter months. Snow pack, if present in the basin headwaters of the Cascade Range, coupled with warm rains, often lead to more severe flood events. Flooding in the City of Tillamook results primarily from the overflow of the Wilson and Trask Rivers, and to a lesser extent, Dougherty, Hall, Hoquarton Sloughs, and Holden Creek. However, flooding is often compounded by high tides in Tillamook Bay that restrict the flow in these rivers and sloughs. Tidal levees constructed for protection of farmland can prevent proper drainage of floodwaters, creating a “bathtub effect” – a local term often used to describe inundation of lowland areas.

Historical alterations to courses of local rivers, creeks, and sloughs and development of land and recent accelerated filling of lower estuaries due to several causes, in the floodplain, have changed the nature of flooding in Tillamook. In some cases, these changes have put more property at risk to flooding. Further alterations to the landscape can impact the character of local flooding by placing new development in flood hazard areas, creating new impervious surfaces, and modifying existing storm water management and drainage systems. The City has comprehensive flood plain development standards, which restrict construction of new impediments to drainage.

## **Steering Committee**

A Flood Mitigation Group (Project Steering Committee) has been developed with members from the community, businesses affected by flooding and experts working on developing a plan for the businesses and residents affected by the floods. The project steering committee provided overall guidance and helped create a more comprehensive flood mitigation plan by assisting in developing plan goals and action items, identifying stakeholders for interviews, reviewing and editing documents, and sharing their expertise and personal experience about community flood issues.

The City of Tillamook Flood Mitigation Action Plan provides information, goals, and recommendations to assist the City in planning for growth and protecting existing and new development from future flood damages, and is designed to assist the City in these on-going efforts to minimize the effects of flooding while enhancing the City's economic, social, and ecological attributes.

The flood mitigation goals, developed with the Tillamook Flood Mitigation Plan Steering Committee, are statements of desired outcomes for reducing community risk to floods. The goals take into account input from public workshops. The goals and the public participation process strengthen the value of this flood mitigation plan and may assist in meeting criteria for applications to state and federal funding sources for flood mitigation activities.

## **Business Relocation**

After the flood of 2006, in a coordinated effort with the County and State, a study was commenced by the City to provide information for the relocation of businesses from the designated Floodway on Highway 101 to commercially and industrially zoned properties located elsewhere in the City. The City took on the task of preparing a packet of information for those businesses that were interested in relocating. The City will then be able to use this information to inform property owners, interested parties and governmental entities where property for potential redevelopment opportunities is available in the City of Tillamook.

This study and reports are mentioned again in Chapter 10, Economy, and further examined in terms of buildable lands and the availability of land for commercial and industrial development. Relocating businesses off of 101 is one of the local efforts to minimize flooding and to assist Tillamook in becoming a disaster resistant community.

## **Federal Flood Insurance Programs**

The NFIP is a federal program administered by FEMA. The function of the NFIP is to provide flood insurance to homes and businesses located in floodplains at a reasonable cost, and to encourage the location of new development out of the floodplain. The program maps flood risk areas, and requires local implementation to reduce the risk, primarily through restricting new development in floodways and floodplains. The maps are known as Flood Insurance Rate Maps (FIRM).

Another program under the NFIP is the Community Rating System (CRS). This voluntary program recognizes and rewards local efforts that go beyond the minimum standards of the NFIP. This recognition is in the form of reduced flood insurance premiums for communities that adopt such standards. The Community Rating System encourages voluntary community activities that reduce flood losses, facilitate accurate insurance ratings, and promote flood insurance awareness. Currently, the City of Tillamook is participating in the CRS program.

### **Other Natural Hazards**

Tillamook also has a risk of natural hazards from Climate Change, Coastal Erosion, El Nino, Landslide, Debris Flow, La Nina, Drought, Earthquake, Tsunamis, Wildland Urban Interface Fire, Windstorms, and Winter Storms. Tillamook has a risk of catastrophic earthquake and tsunami. The last significant distant Tsunami event was recorded on January 26, 1700. The most recent distant Tsunami event was March 11, 2011. Flooding, El Nino, Landslide, Debris Flow, La Nina, Windstorms, and Winter Storms have historically occurred frequently.

These other natural hazards that could affect the City and its residents are identified in the Tillamook County Hazard Mitigation Plan. The Tillamook County Hazard Mitigation Plan includes all of the communities in the County and is the direction that the City will adopt to recognize these other natural hazard.

### **Goals for Natural Disasters and Hazards and Flood Mitigation**

“To protect life and property from natural disasters and hazards.”

“Preserve Natural Areas Related to Flooding.”

“Coordinate and Enhance Emergency Services.”

“Improve Structural Projects.”

“Enhance and Promote Public Education.”

“Improve and Promote Partnerships, Coordination, and Implementation.”

**Objective for Natural Disasters and Hazards and Flood Mitigation:** To maintain damage or loss of life and property caused by natural hazards in the Tillamook area by carefully managing development and redevelopment in areas subject to natural hazards.

### **Policies for Natural Disasters and Hazards and Flood Mitigation**

**Policy C-39:** Development may take place within areas of natural hazards only if appropriate safeguards are provided to protect the property in question as well as adjacent properties, from damage. A developer shall assume the burden of proof that a development project is appropriate in this regard.

**Policy C-40:** In all areas of flood hazard the requirements of the National Flood Insurance Program will be adhered to.

**Policy C-41:** Flood plain and Floodway overlay zoning for all hazard areas will be applied by the City in terms of the Flood Hazard Overlay (FHO District) in the City Zoning Ordinance; building permits will be reviewed to insure that necessary requirements of structures are met. The purpose shall be to promote the public health, safety, and general welfare, and to minimize public and private losses due to flood conditions in specific areas. The legislature of the State of Oregon has in ORS Chapter 227 delegated the responsibility to local governmental units to adopt regulations designed to promote the public health, safety, and general welfare of its citizenry.

**Policy C-42:** Natural hazards that could result from new developments, such as runoff from new buildings, paving projects and/or soil slippage due to weak foundation soils, that has the potential to have adverse impacts and a cumulative effect on property owners downstream, will be considered and evaluated. Measures that prevent or minimize the extent of the natural hazard, adverse impacts and cumulative effects on property owners downstream shall be provided for. Such natural hazards, adverse impacts and cumulative effects on property owners downstream shall be considered in evaluating zone changes, conditional uses, site plans, variances, and in issuing building permits.

**Policy C-43:** All estuaries in Tillamook City shall be maintained so as to not restrict water flows. Tillamook City shall develop and help coordinate a plan to clean and maintain all estuaries in the Tillamook area with Tillamook County, the Port of Tillamook Bay, the Port of Bay City, and any other affected agencies. These activities shall be centered around the task of minimizing flood conditions for areas adjacent to the estuarine areas.

**Policy C-44:** All water bodies within the City of Tillamook shall be maintained free and clear of all obstructions by the appropriate landowner with coordination between the property owner and DSL, ACE, and ODFW.

**Policy C-45:** The city will discourage residential, commercial and industrial development in the identified floodway, but will consider the fiscal ramifications of “takings” issues.

**Policy C-46:** Any new development within the floodplains shall be designed to avoid damage from flooding and to minimize the damage potential to other developments or properties.

**Policy C-47:** The city will promote increased public awareness of flood hazards and how to deal with them.

**Policy C-48:** The City shall enforce the Flood Hazard Development Ordinance (Ordinance No. 971), and the Flood Hazard Overlay District as listed in Ordinance #979, and promote flood control measures that help minimize flood hazards and are environmentally sound.

**Policy C-49:** The city will cooperate with the Tillamook County Office of Emergency Management Office and other agencies working to protect life and property from natural disasters and hazards.

**Policy C-50:** The city will promote flood control measures that help minimize flood hazards and are environmentally sound and encourage the continued practice of feasibility studies conducted by the County Sanitarians on proposed sites for septic system installation outside the City Limits but inside the Urban Growth Area where city services are not available.

**SECTION D:  
PUBLIC INFRASTRUCTURE**

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## ***Chapter 7: Public Facilities and Services*** ***(State Goal 11)***

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A full range of urban services are provided within the City of Tillamook. These services include parks, water, sanitary sewer, storm sewer, solid waste collection, fire protection, police protection, and transportation. This chapter summarizes those services and lists the city's objectives, policies and implementing procedures for maintaining and improving them. Some key services, such as Water, Wastewater, Schools, and Transportation facilities and services are covered by special functional plans noted in this chapter.

### **Water**

The City of Tillamook and the Fairview Water District provide water to the city and the surrounding urbanized area through a few wells located inside the City Limits along with a reservoir and treatment plant outside of the City Limits. The Fairview Water District provides water to a small portion inside the City Limits and a portion of the Urban Growth Area.



The City of Tillamook has adopted a Water System Master Plan. Supplying water can be orderly and economically advanced to those areas within the Urban Growth Boundary. Water is also supplied by the City to specific areas outside the Urban Growth Boundary and numerous water districts, as is attached on the “Tillamook Water User’s Map” as part of Appendix XIV. These arrangements for the provision of City water were established far before the development of the Urban

Growth Boundary, and include the provision of City water to customers along Highway 101 south of the Urban Growth Boundary and to the Port of Tillamook Bay. The Tillamook Watershed is abundant in water resources and policies within the Plan have addressed the expansion of City water services to these adjacent water service districts. The City has completed a water line inter-tie with the City of Bay City to be used for emergency purposes.

The City’s network of water wells and pipes is shown on a larger map, “City Distribution and Transmission Mains, 1997”. Additionally, the City has a larger map, “Supply and Transmission”, that shows the transmission mains from the Killam Creek Reservoir. These maps are attached as part of Appendix XIV.

Storage of water continues to be an immediate need and future planning for water storage sites and volume is important. A detailed description of water sources, storage capacity and transmission lines is also attached as part of Appendices XIV and XV. Relocation of the transmission lines from underneath the Port of Tillamook Bay runway is a priority.

With an anticipated population increase for the City of Tillamook of approximately 1,103 people over the next 20 years, as identified in Chapter 9, it is clear that reservoir storage, system capacity improvements and system upgrading are also a high priority.

## Sanitary Sewer

The existing Tillamook wastewater service area is primarily contained within the incorporated City Limits. Adequate treatment services are provided by the Tillamook Waste Water Treatment Plant (WWTP) to the residents of Tillamook, a dense commercial area, a highway commercial district and limited industrial wastewater from the local sawmill facility, all within the City Limits as well as a portion of the developed area outside the City Limits but within the Urban Growth Boundary. The sanitary sewer collection systems include both gravity and pressure systems. The service area gently slopes downward from east to west and from north to south. The new facilities have the capacity to serve a population of 7,500 as identified in the WWTP Facility Plan.



In general, the Tillamook WWTP has been upgraded in the following areas.

- New influent pump station
- Submersible influent pump station
- Primary clarification with aerobic digestion
- Secondary clarifier with anaerobic digestion
- Headworks improvements including a new influent screen and bypass
- New activated sludge process including:
  - flexible aeration tank with dual parallel basins,
  - selector zones for control of filamentous sludge,
  - diffused aeration equipment and blowers,
  - maximum side water depth to minimize land area requirements;
- Two new secondary clarifiers with a new RAS and WAS pumping facility
- New chlorine contact tank with dual basins and chemical flash mixers
- Nitrifying Selector Activated Sludge with primary clarification
- Disinfection with Liquid hypochlorite and dechlorination
- New outfall for treated effluent
- New solids handling facility including a Sludge thickening plus anaerobic digestion, septage receiving station, mechanical dewatering and conversion of existing basins for sludge storage.

In October 2002, the City prepared a Wastewater Facilities Plan as part of the City's Mutual Agreement and Order (MAO) with the State Department of Environmental Quality. The Plan is attached as Appendix XVI. The Wastewater Facilities Plan addressed operational and maintenance deficiencies in the system, as well as evaluate the need for overall capacity improvements to accommodate future growth.

The WWTP, is designed to handle a dry weather and a wet weather permit capacity. The final effluent from the plant is, and will continue to be, discharged into the Trask River.

The quality of effluent discharged into the Trask River is strictly controlled through a State Discharge Permit. The City not only relies on State permit standards but commits itself to the discharge of good effluent for the benefit of proper ecological balances.

Sanitary sewer is crucial to determining what land is included in the City Limits and the Urban Growth Boundary. The location of existing sewer service and topography were considered in shaping the Urban Growth Boundary.

Sanitary sewer serves all areas, inside the City Limits of the City of Tillamook. The municipal sewage system consists of a gravity-flow network of laterals (pipes), and pressure mains, a STEP system serving an area along north Highway 101, and five (5) pump stations that are placed in the following locations:

- 1) On the east side of town on the County Fairgrounds to serve the Brookfield Meadow Subdivision and the Champion Park Apartment Complex;
- 2) At the south end of the Meadow Avenue ROW serving the residential neighborhoods east of the mill;
- 3) On the PUD property serving south portions of town;
- 4) At the intersection of Front Street and Stillwell Avenue to serve the Highway 101 North area; and
- 5) The Primary pump station known as the Influent Pump Station is located at the Waste Water Treatment Plant.

The current location and size of sewer lines in Tillamook is shown on Map 6 in Chapter 17 of this plan, and was prepared for the City in 2008. Older parts of the system, constructed between 1920 and 1950, consist primarily of clay pipe; and subsequent portions of the collection system are primarily made of concrete pipes. The most recent extensions were constructed of polyvinyl chloride pipe. This collection system, as was mentioned earlier, is currently in poor condition due to its age.

The City is committed to provide sewer services following annexation. Coordination of the preparation and maintenance of utility extension plans between the City and County provides a basis for the extension of services within the Urban Growth Area. Generally the City does not extend sanitary sewers beyond city limits: for properties to receive such urban services, they must annex to the city, or sign a 'consent to annex'. Tillamook and Tillamook County have signed an Urban Growth Management Agreement not to extend sanitary sewers beyond the Urban Growth Boundary, unless it is determined that a danger to public health exists, or a moratorium to construct new and repair existing septic systems has been declared by the State Department of Environmental Quality (Oregon DEQ), or an exception to State Planning Goals 11 (Public Facilities and Services) and 14 (Urbanization) is recognized, as is contained within Tillamook County Land Use Ordinance #33 Amendment #OA-02-12B which provides for the extension of urban services to the Port of Tillamook Bay and Tillamook Creamery properties.

## Storm Sewers

Because the City of Tillamook lies only a few feet above sea level, drainage is often slow in certain areas of town and backs up during exceedingly heavy rainfall. As the City has evolved over many decades, there were many, relatively small, localized storm water systems developed to convey storm runoff from private properties, streets and open spaces to one or more of the water bodies in and around town. In many cases there was not much strategic or long-term planning to develop those systems within the context of providing the best functional value to the City as a whole, or much consideration given to the possible effects of its municipal storm water discharges on stream water quality. The Federal Clean Water Act, as implemented through the authority of the Oregon DEQ was impetus for a change in priorities. Today's storm drainage system serves the needs of the community.



The City's Storm Water Drainage Master Plan and its updates (Appendix XVII) provides a comprehensive, integrated "roadmap" for the City to follow in implementing improved storm water controls and conveyance systems. This "roadmap" contains both steps the City can take in the near future, such as operational changes affecting existing systems, and longer term solutions, such as Capital Improvements that will result in improving storm water quality as time progresses.

## Solid Waste

Municipal solid waste generated within the Tillamook area is presently being disposed of at the Tillamook County sanitary landfill located approximately four miles south of the City limits. The disposal site is owned and operated by Tillamook County.



The City has a signed franchise agreement with City Sanitary to dispose of solid waste in the City. Curbside pick-up of solid waste is addressed through an optional 'by-request' curbside recycling program. City Council has had discussions requiring mandatory curbside pickup.

A special agreement with DEQ was made by the City to allow for an alternative to a mandatory curbside recycling program which outlined responsibilities in the alternative agreement with DEQ. The General and Expanded Education and Promotion Programs Plan for Residential, Commercial and Institutional Generators of Solid Waste is described in Appendix XIX. Currently, the City has set a recycling goal of 25% of City Sanitary customers by 2017 and anticipates renegotiating the franchise agreement to encourage greater recycling efforts.

## Fire Protection and Emergency Services



A regional Fire District and a regional 911 Communication Office has been set up in the City to serve not only the City but also rural areas and other non-incorporated communities. Volunteer and professional firefighters, a Fire Chief and a Fire Marshal, staff the District. It is housed in a new building that was completed in the early 1980's. Fire protection in Tillamook is rated by the Insurance Services Organization (ISO).

911 Communications is located adjacent to the Fire District building that was expanded in 2002 and serves the entire County. It is staffed by three employees.

Tillamook County Emergency Management is located outside the City Limits at the Tillamook County Sheriff's Office, 5995 Long Prairie Road, Tillamook, Oregon.

## Police

The City of Tillamook maintains a municipal police department with paid officers. The City Police Department is housed in a separate building from the City Hall, at 207 Madrona Avenue.



The City Police Department has developed an Incident Response Plan that outlines the role and responsibility of City Staff and Police Department Staff members in an emergency situation. In addition, a Hazard Mitigation Plan has been coordinated between the City and County to deal with hazards and emergency situations, identifying where critical public facilities are located in the City.

## Transportation (State Goal 12)

### Background

A Vehicular/Pedestrian Access – Circulation Traffic Safety Plan was first adopted by the City in 1981. The Plan addressed conditions and needs in the downtown neighborhood and Highway Commercial areas. As part of the Circulation Traffic Safety Plan, a joint City-County access management plan for the Highway 101 North Area was approved.

The ways in which we use and develop land have profound effects on streets, roads, and highways. Such effects are most obvious in the commercial “strip development” found along North Main Avenue. North Main Avenue started out as high-volume Arterial Street intended to move traffic rapidly from one place to another. But decades of uncontrolled commercial development along the highway choked it with cars entering and leaving a series of stores, service stations, and fast-food outlets.

Of course, streets, roads, and highways also have profound effects on land use. Most forms of commercial development, for example, need to be easy to find, readily seen

from a car, and convenient to reach by foot or automobile. Commercial development thus springs up near or along collectors and arterials.

Strip development illustrates a fundamental relationship in planning: land use affects streets, and streets affect land use. That close relationship is a subject of great significance in any community's comprehensive plan. The City of Tillamook has addressed that key subject by adopting the City Transportation System Plan (TSP).

A prime concern of this community is the transportation aspect of moving people and freight throughout the City for business and shopping needs. In the TSP, efforts have been made to ease the flow of congested traffic patterns and develop adequate parking and pedestrian safety programs. Access and circulation plans must be developed to facilitate these problems, and special emphasis should be given to the highway commercial areas.

### **The Transportation System Plan**

The City of Tillamook's Transportation System Plan was prepared in 2003 by the consulting firm of CH2Mhill, and the City adopted this Transportation System Plan (TSP) in 2003. Although it is printed in a document separate from this Comprehensive Plan update, the TSP is formally adopted as an integral part of the City of Tillamook's Comprehensive Plan.

The TSP contains a wealth of information on the City of Tillamook's transportation system. It describes in detail the city's street system, traffic volumes, levels of service, and funding. But the TSP isn't just about streets. It also describes pedestrian facilities, bikeways, rail, freight, and bus service. All of those things together with streets make up the "transportation system." In a society where most people drive cars, it sometime is easy to forget that a community's transportation system is more than just streets.

This Plan touches on the information found in the TSP. It provide a brief summary of key transportation facilities, and is an analysis and guide for improvement in the City's transportation system and makes recommendations regarding transportation corridors and more localized transportation routes. It also includes the TSP's policy conclusions (from Section 5 of the TSP) in the objectives and strategies at the end of this chapter.

This chapter briefly identifies the transportation improvements and policies that should be implemented over the next 20 years in Tillamook to improve motor vehicle operations, safety, and pedestrian and bicycle travel. The Plan also includes public transportation, rail, freight, air and water elements.

The TSP is divided into the following plan elements:

- State Roadway System (Highways)
- Local Roadway System (Streets)
- Freight System
- Pedestrian System
- Bicycle System
- Public Transportation
- Rail System

These plan elements are briefly described below and further in the TSP.

## Highways

Three highways intersect in downtown Tillamook: Highways 101, 6 and 131. All are classified by the Oregon Department of Transportation (ODOT) as “statewide highways.” The primary function of such highways is to connect urban areas, ports, and major recreation areas. A secondary function is to provide for intra-urban and intra-region trips.

Highway 101 (U.S. 101), as has already been discussed briefly, is known as the Oregon Coastal Highway. This north-south route runs through the City of Tillamook’s downtown, where it splits into the Main and Pacific Avenue couplet.



Highway 6 (Oregon 6) is known as the Wilson River Highway. It comes into the City of Tillamook from the east, becoming First Street inside the city.

Highway 131 (Netarts Highway), serves a small coastal area to the west of the City of Tillamook. Inside the western city limits, it is known as Third Street. Highways 6 and 131 merge at Main Avenue and Third Street, becoming a single route to Portland, 65 miles east.

This state roadway network serves local, freight and tourist traffic.

Additionally, in the vicinity of Tillamook, several of these state roadways - U.S. 101, Netarts Highway (131), Oregon 6 - and others - Latimer Road and Wilson River Loop - are designated as lifeline routes. U.S. 101 (south of Oregon 6), Netarts Highway (131), Latimer Road, Wilson River Loop and Oregon 6 (between U.S. 101 and Wilson River Loop) are designated as Priority 1 lifeline routes, which means they are essential for emergency responses in the first 72 hours after an incident. U.S. 101 (north of Oregon 6) and Oregon 6 (east of Wilson River Loop) are designated as a Priority 2 lifeline routes, which means they are desirable for emergency responses in the first 72 hours after an incident or are routes essential for economic recovery. These designations are not recommended to change.

Access management (limiting highway access for safety) improvements to consolidate driveways are recommended in certain areas and should occur with redevelopment. To protect transportation facilities and to provide for safe multimodal transportation in the City of Tillamook, several changes have been made in the city’s ordinances for access management.

The Oregon Highway Plan provides for special designation of certain highway segments to guide future planning and management decisions, and to balance the needs of through traffic with local traffic and development. The designations, which include special

transportation areas (STAs), commercial centers, and urban business areas, have specific objectives for access management, automobiles, pedestrian and bicycle accommodation, transit amenities and development.

The STA designation is a tool developed and designed to make a downtown district function well when the state highway is also the community's main street. An STA may have special features that result in lower speeds, narrower lane widths and wider sidewalks on the state highway.

The City has an STA designation on a portion of U.S. 101 (Main and Pacific Avenues) from First Street to Ninth Street in Tillamook to better balance the needs of through traffic with local traffic and economic development. The STA designation helps the city and ODOT address through traffic needs on U.S. 101 while supporting the city's desire to maintain and enhance the downtown area as an aesthetically appealing destination that functions well for pedestrians and bicyclists and is economically vibrant.

## Streets

The proper classification of each street is important to help determine the appropriate traffic control, design standards, pedestrian and bicycle facilities, and access to adjacent properties for a roadway segment.



Like most cities, Tillamook has a five-tier hierarchy of streets. The largest streets, designed to move the largest volumes of traffic, are State Highways and are called *state arterials and state collectors*. The State highways are considered state arterials and state collectors. Streets designed to move large volumes of traffic, other than the highways, are called *arterials*. The smallest

streets, which are intended to provide access to homes, businesses, and neighborhoods, and are shown on the TSP map as roads, are called *local streets*. Intermediate streets that collect traffic from the network of local streets and funnel it onto arterials are called *collectors*.

The primary function of an *arterial* is to provide mobility. Therefore, arterials typically carry higher traffic volumes and allow higher travel speeds while providing limited access to adjacent properties. Tillamook has four (4) arterials: Main Avenue, Pacific Avenue (the 101 Couplet), and First Street and Third Street east of Main Avenue (the Highway 6 Couplet).

The function of a *collector* is to collect traffic from local streets and provide connections to arterial roadways. Generally, collectors operate with moderate speeds and provide more access in comparison to arterials.

All city roadway facilities not listed above are classified as local streets or roadways. The primary function of a local roadway is to provide access to local traffic and route users to collector roadways. Generally, local roadways operate with low speeds, provide limited mobility, and carry low traffic volumes compared with other roadway classifications. Each type of roadway classification is identified in the City TSP.

Any new roads or extensions, that are constructed within the City of Tillamook, should be classified based upon the Average Daily Traffic and usage by pedestrians, bicycles and trucks. Many of the proposed extensions in the Plan are expected to carry through traffic in addition to local traffic, which would likely lead to a collector functional classification.

### Freight System

As part of the TSP process, the City of Tillamook and Tillamook County staffs identified the need and desire to minimize the impact of local and through freight truck traffic and large recreational vehicles in the City of Tillamook downtown commercial area and in residential neighborhoods in the City. Because of the complex nature of this problem, specific solutions are identified and discussed in the large vehicle alternative route study in the TSP, and the Transportation Refinement Plan.



The Tillamook Transportation Refinement Plan was undertaken to develop solutions to three interrelated transportation issues identified in downtown Tillamook:

- Transportation safety, with an emphasis on pedestrians
- Adverse impacts of truck traffic (volume, speed, noise, safety)
- Parking utilization and supply

To address these issues, the plan recommended changes to the Tillamook transportation system in the following areas:

- Improvements to truck routes outside of downtown, in particular minor improvements to county roads to support existing levels of truck traffic on those facilities
- Tillamook Lumber Mill circulation, in particular how trucks enter and exit the mill and the related effect on truck traffic in downtown Tillamook
- Design of Main and Pacific Avenues downtown (US 101 Couplet), in particular issues of pedestrian safety, circulation, and aesthetics
- Downtown traffic circulation, in particular congestion and safety at the intersection of US 101 and OR 6
- Downtown parking, in particular improving the management and use of existing spaces and identifying options for creating additional spaces

A detailed discussion of the changes to the TSP and parking recommendations is provided in the Refinement Plan.

### **Pedestrian System Plan**

Pedestrian activity in Tillamook is concentrated in the downtown area, the residential areas east and west of downtown, and the commercial area north of downtown. The focus of the pedestrian system element of the TSP is to improve connections in the community and enhance pedestrian access to Tillamook's recreational features.



Providing a connected network of pedestrian facilities in Tillamook is important to:

- Serve shorter pedestrian trips from neighborhoods to area recreational and activity centers, such as schools
- Provide access to public transit
- Meet residents' and visitors' recreational needs
- Provide circulation in the downtown area

To provide a network of safe and connected facilities that will promote a balanced transportation system, sidewalk improvements have been identified. Particular focus is placed on increasing pedestrian safety by installing new sidewalks in areas frequently used by pedestrians. Where sidewalks do not exist and where it is not feasible to build them, shoulder widening is recommended.

### **Bicycle System Plan**

Bicycle travel offers commuters, children and others an important option for transportation and is a transportation choice for people who do not own vehicles. Cycling is also an important recreational option, especially in scenic areas of Oregon such as Tillamook.

This bicycle system element of the TSP establishes a network of bicycle lanes and routes throughout Tillamook, to connect trip generators and provide a safe, interconnected bicycle system. To promote safe and convenient bicycle links between commercial, recreational and other land uses, improvements to the bicycle system have been identified. While all roadways and streets can be used as bikeways, designated routes along bicycle streets and roads and/or separated bicycle lanes on busy streets can improve safety as well as increase bicycle use.

The bicycle plan for Tillamook includes shared roadways, shoulder bikeways, bicycle lanes, and designated bike routes. The Oregon Coast Bike Route passes through Tillamook along U.S. 101 and uses marked bike lanes or shoulders that are 3 feet wide or wider and are marked with signage. The remainder of the Tillamook bicycle system generally consists of either shared roadways (particularly on local roads) or designated

shoulder bikeways and are characterized by good pavement condition. Aside from the Oregon Coast Bike Route, and improvements on streets such as Alder Lane, most bikeways are not marked with bicycle signage. Tables in the TSP describes Tillamook's designated bicycle routes and label them as city or state facilities.

## Public Transit

The Tillamook County Transportation District (TCTD) currently operates public transportation services both in Tillamook, and between Tillamook and surrounding communities. In Tillamook, the addition of transit amenities at transit stops should be considered, including covered benches, bus pullouts, signage and concrete landing pads. These amenities would make the system more visible to potential users and possibly attract new riders. Also, all transit stops should be accessible to all potential riders per ADA standards.



TCTD has outlined opportunities to improve public transportation services on a county level in the TSP.

## Railroad

In 1911, the completion of the Pacific Railway & Navigation Company railroad line was the beginning of daily passenger and freight service between Tillamook and the Willamette Valley. Until the railroad was damaged in 2007, trains shipped grain to the county and lumber from the mills.



The existing rail line owned and operated by the Port of Tillamook Bay served the Tillamook Lumber Company, CHS Feed Mill and other rail line users until December

2007, when connectivity between the Tillamook and Portland areas was lost at multiple sites along the rail line as a result of severe storms and flooding. The railroad is now under a Discontinuance of Freight Service with the Federal Railroad Administration (FRA). In 2008 the Port Board decided it would be in the best interest of the public to use Federal Emergency Management Agency (FEMA) funds to complete Alternate Projects on other Port-owned facilities.

Prior to and following the December 2007 storms, the Oregon Coast Scenic Railroad (OCSR) has been operating a passenger based tourism operation along the rail line between Garibaldi and Wheeler. In 2012 the Port entered into a Memorandum of Understanding with the Oregon Department of Forestry, the Oregon Department of Parks and Recreation and Cycle Oregon to perform a Feasibility Study on the potential for a Rails and Trails project along the rail line. If successful, the project would provide additional tourism-related activities along the rail line.

In Tillamook, there are two existing at-grade crossings along the Port Railroad line, which are located at Third Street (flashing lights and automatic gate) and Twelfth Street (signage only). If rail service returns, the rail facility is upgraded, and train speeds increase in Tillamook, safety improvements at the 12th Street crossing should become a high priority. The issues regarding the rail line are addressed in the TSP.

## **Airport**

The Port of Tillamook Bay operates the Tillamook Municipal Airport, with two runways suitable for general aviation and for emergency aircraft and fire-fighting. In 2011 the Port received a grant from the Federal Aviation Administration (FAA) for improvements to the Tillamook Municipal Airport. Improvements include updating the Tillamook Municipal Airport Master Plan and a rehabilitation of the airport's runways (i.e., paving and lighting).



## **Objectives and Policies**

**Objective No. 1 for Public Facilities and Services:** Provide efficient, reliable public facilities and services adequate to maintain the health, safety and welfare of Tillamook's citizens, and meet the needs of residential, commercial and industrial land uses throughout the City.

## **Policies for Objective No. 1 for Public Facilities and Services**

### **General Policies**

**Policy D-1:** The City shall control costs of public facilities and services by maintaining a compact community, free of sprawl or leapfrog development where feasible.

**Policy D-2:** The City shall limit the extension of sanitary sewers and municipal water to areas inside the city limits of Tillamook, except for the extension of urban services to the south to the Port of Tillamook Bay and to the north to the County Creamery in accord with Tillamook County's Goal 11 and 14 exceptions contained in County OA-02-12B that permit urban services at the Port and the Creamery. Any other provisions of urban services shall occur beyond the Urban Growth Boundary only after a determination by affected agencies that a "danger to public health exists " as defined by Oregon Revised Statutes Chapter 431.705 (5) or a moratorium to construct new and repair existing septic systems has been declared by the Department of Environmental Quality as mandated by Oregon Revised Statutes, Chapter 454.685.

**Policy D-3:** The City shall coordinate the provision of public facilities and services: Do not extend one service into a new area unless provision has been made for timely extension of the other services necessary to serve development in that area.

**Policy D-4:** The City shall ensure that new residential, commercial, and industrial development pays the full costs of whatever public facilities and services are installed for or extended to the new development.

**Policy D-5:** All City services shall be provided and maintained to City standards and shall remain under the supervision of the City, unless some other arrangement acceptable to the City has been made for the supervision and maintenance of these services.

**Policy D-6:** The City and the County shall coordinate the preparation and maintenance of utility extension plans. These plans shall provide a basis for the extension of services within the Urban Area as mandated by Oregon Revised Statutes, Chapter 195.065.

**Policy D-7:** Adequate public facilities and services should be provided, as economically as possible, in order to sustain and maintain a well-ordered community life, enhance the health, safety, educational, and recreational aspects of urban living.

**Policy D-8:** Existing facilities and services should be upgraded to service the residential and economic needs of the area. This must be done in an orderly manner in conjunction with planning and citizen involvement processes as provided by this plan.

## **Water Policies**

**Policy D-9:** The City shall find and develop additional sources of water for Tillamook's community water system to meet future demand for water, and increase water storage capacity and encourage upgrading of water facilities and water quality to ensure compliance with appropriate Federal and State Guidelines.

**Policy D-10:** Detailed plans for increased uses of water will take into consideration the effect on reduced stream flow and aquatic life.

**Policy D-11:** A regional water system should be considered which would reach from the Bay City system, to the most southern water system now being served by the City. Should a new regional water authority be formed, Tillamook City shall retain title of City land, buildings and equipment assets and lease them as necessary. This regional system may be under City authority or a new regional water authority. If an authority is formed, the City shall also adopt certain relationship controls between District and City in order to adequately serve users within its boundaries. Such controls may include Council authorization of main extensions within the City and review of user rate schedules.

**Policy D-12:** Prior to implementation of a regional district, Tillamook City shall consider it acceptable if mergers or consolidations take place with Water Districts and the City, provided that the City retains its chartered name and function.

**Policy D-13:** The City of Tillamook Urban Growth Boundary contains a large percentage of land currently served by various water districts. At the present time, the City Charter grants exclusive water service rights to the City of Tillamook. In the light of equitableness, maintenance and administration considerations in delivery of water to users, the governing body of the City feels that it is in the City's best interest to not have water served within its boundaries from more than one agency. Prior to annexation of land within any water district the City shall hold a public hearing specifically on the issue of annexing a water district, or part thereof, and shall pass a resolution addressing:

- a) The expected user revenues and assets of the District being absorbed and forms of compensation thereof to the District for loss of such assets.
- b) The right of the District to maintain its service to the remainder of the District, including authority to cross City boundaries with its mains.
- c) The reason why consolidation or merger with the City Water Department is unacceptable or unfeasible to both parties.

### **Sanitary Sewer Policies**

**Policy D-14:** The City shall develop a capital improvements program (CIP) to implement this plan's strategies for public facilities and services and to ensure cost-effective provision of city services. There is a high priority for reconstruction and maintenance of deteriorating sanitary sewer lines and extending the lines eastward.

**Policy D-15:** Adequate manpower and services shall be maintained to give continued assurance that current NPDES (National Pollutant Discharge Elimination System) standards are met and that the ecological concerns are protected. Tillamook City shall monitor and charge on a quarterly basis the increasing loads on the sewer treatment plant as seen through future development. The City is committed to upgrade and expand the sewer collection and treatment facilities as needed to accommodate expected growth within the Urban Growth Boundary.

**Policy D-16:** Adequate public services and facilities should be provided, as economically as possible, in order to sustain and maintain a well-ordered community life, enhance the health, safety, educational and recreational aspects of urban living.

**Policy D-17:** Existing services and facilities should be upgraded to service the residential and economic needs of the area. This must be done in an orderly manner in conjunction with planning and citizen involvement processes as provided by this plan.

**Policy D-18:** The governing body shall allow connection to the City's sewer collection system only after annexation. Exception to this will be only on a case-by-case basis or when it is determined in the best interest of the City to contract the service following receipt of a consent to annex form from the affected property owner or it is the extension of urban services to the Port of Tillamook Bay or the Creamery in accord with Tillamook

County's Goal 11 and 14 exceptions contained in County OA-02-12B that permit urban services at the Port. Should sewer become available and within 200 feet of the connection point of any development within the City, hook-up to that line shall be mandatory. Should a financial burden, unforeseen hardship, or the configuration of certain property make such connection costly and difficult, the City Council may address alternative solutions on a case-by-case basis. Mention should be made that the Tillamook Care Center has received previous Council authorization to hook-up to the Sewer system when the Center feels it necessary and at their expense.

**Policy D-19:** Sanitary sewer services shall be provided following annexation. Sewer main extensions shall be accomplished in a logical **manner**, taking into consideration the following factors:

- a) Housing and economic needs concerning property which requires sewer service.
- b) Serving properties nearest to City limits first, taking into consideration geographic limitations and the availability of other public facilities.
- c) A method of financing through an equitable manner those benefited properties.

**Policy D-20:** Septic systems are allowable within the Urban Growth Area.

### **Storm Sewer Policies**

**Policy D-21:** The City shall cooperate with the County in addressing the problems of inadequate tide gates for drainage into the Trask River.

**Policy D-22:** The City shall continue to provide a public works program to keep catch basins and storm drain lines open. New developments, including improvement of substandard streets through a Local Improvement District are required to accommodate storm drainage. Consideration shall be taken of the Storm Drainage Master Plan and drainage in the Highway North 101 area. Local Improvement Districts should also be considered to improve and maintain rural storm ditches that carry City storm water to natural water systems.

### **Solid Waste Policies**

**Policy D-23:** The City shall strengthen city ordinances that regulate the appearance of buildings and yards and solid waste accumulation, and seek the cooperation of Tillamook County regarding unsightly areas within and adjacent to the city limits.

**Policy D-24:** The City shall strengthen city ordinances that deal with garbage collection and curbside recycling and will continue to rely on solid waste collection within the Urban Growth Boundary to be handled by a private contractor with a franchise.

**Policy D-25:** The City shall strengthen city ordinances that deal with garbage disposal and will rely on the solid waste disposal needs being accommodated through

implementation of the County's solid waste program, and as required by the Department of Environmental Quality.

### **Transportation Policies:**

**Policy D-26:** Tillamook shall take full advantage of its present investment in street improvements and also take actions to insure future developments are in the best interest of the local residents, which includes facilitating the flow of goods and services for the local economy.

**Policy D-27:** The City should pursue funds from the State for implementing transportation programs. Emphasis shall be placed on programs which minimize adverse social, economic and environmental impacts and costs, and enhancement of funded projects such as future phases of the Third Street conversion and augmentation of the Highway 101/OR 6 project.

**Policy D-28:** Carpooling for work trips is encouraged.

**Policy D-29:** All new commercial developments and all new residential developments larger than a duplex shall be located on fully improved streets.

**Policy D-30:** The streets in new subdivisions will be designed to improve traffic circulation in nearby existing subdivisions.

**Policy D-31:** Street grids shall be the preferred street pattern over isolated cul-de-sacs and the broader roads that connect them.

**Policy D-32:** New subdivisions shall provide sidewalks and are encouraged to provide bike paths.

**Policy D-33:** A pedestrian/bikeway shall be encouraged in the following locations:

1. Along Holden Creek and Twelfth Street.
2. Along the Trask River on the west.
3. Adjacent to Third Street from the Southern Pacific Railroad tracks from the Trask River Road.
4. Linking all park and recreation areas in the City to one another as a Pedestrian Loop System.

**Policy D-34:** Walking is encouraged by sidewalks with street trees, narrow roads that slow down traffic and most importantly, commercial and recreational areas are located a short walk from most residential areas. The City will encourage walking as a means of transportation by addressing the following:

- **Connectivity.** The City will work to develop a connected network of pedestrian facilities. Connected networks are important to provide continuity between communities and to improve safety.

- Safety. The City will work to provide a secure walking environment. For residents to use the pedestrian system, it must be perceived as safe.
- Design. The City can ensure pedestrian-oriented design by adopting policies and development standards that integrate pedestrian scale, facilities, access and circulation into the design of residential, commercial and industrial projects.

**Policy D-35:** Various state programs available for development of pedestrian and bike path systems will be pursued by the City. The Oregon Coast Bike Trail travels through Tillamook. The City shall coordinate with the Department of Transportation on the particular needs of bikers using that trail.

**Policy D-36:** The City recognizes the important of transportation systems in the City and encourages the continuation and, where appropriate, the expansion of the following networks in addition to streets and pedestrian/bikeway systems.

Railroads:	Port of Tillamook Bay
Barge:	At Garibaldi, 9 miles north
Motor Carriers:	One common carrier
Air:	Tillamook Municipal Airport
Intercity bus:	TCTD,
Local bus:	TCTD, Senior Citizen's Group
Taxi:	Tillamook Taxi (private company)

**Policy D-37:** Development and maintenance of public transportation is encouraged. Bus systems such as TCTD should be maintained for all age groups. The City shall support the provision of enhanced bus facilities that are in TCTD plan and pay particular attention to the transportation disadvantaged when developing alternatives to meet growing transportation needs.

**Policy D-38:** The City TSP shall be included in the City's Comprehensive Plan as Appendix XXI. The City Transportation Refinement Plan shall be included in the City Comprehensive Plan as Appendix XXII.

**Policy D-39:** The City of Tillamook shall protect the function of existing and planned roadways, railways, waterways and airways as identified in the TSP, and as a result the Rails and Trails feasibility study.

**Policy D-40:** The City of Tillamook shall include a consideration of land use impacts on existing or planned transportation facilities in all land use decisions.

**Policy D-41:** The City shall identify and support the transportation goals, objectives and implementing strategies listed in the City TSP.

## Chapter 8: Recreation (State Goal 8)

Tillamook City's Urban Growth Boundary is surrounded by forest and dairy lands; estuarine and river areas, and rolling hills. This quality environment provides recreational uses, and other benefits to the Community, as well as, economic benefits.



Although Tillamook is a small community, it has an abundant amount of recreational opportunities. The park system of the City of Tillamook consists currently of a number of parks such as Carnahan Park, Dean Memorial Wayside Park, Lillian Goodspeed



Park, Hoquarton Interpretive Park, Coatesville Ninth Street Park, Sue H. Elmore Park, and others, which are underutilized for a city of its size. Carnahan Park and Sue H. Elmore Park provide boat-launching areas to the Trask River and Hoquarton Slough respectively. Dean Memorial Wayside Park has a short walking path and a memorial plaque recognizing its dedication to the City. Lillian Goodspeed Park has large Elm trees and houses children's play equipment, a tennis court, a basketball court, and hosts community events, such as 'Art in the Park'. Hoquarton Interpretive Park has an interpretive walking trail. Coatesville Ninth Street Park has a large open field, a basketball court and tennis courts. The City parks are designated on the Land Use Map. Recreational activities in the area, such as baseball fields, football fields, soccer fields, track and other children's play equipment can also be found at the public schools and the Family YMCA. There is potential for additional open space to be acquired and recreational park land to be developed in the City's Flood Hazard Area through the FEMA property "buyout" process. Properties along North Main, acquired by the City from FEMA, also mentioned in Ch. 7, Natural Disasters and Hazards, are restricted from further development in the Flood Hazard Area, and have the opportunity to be utilized as recreational sites.

Besides the recreational and social activities at the parks, Tillamook hosts the Farmer's Market every Saturday during the summer, the annual June Dairy Parade and Rodeo, the Tillamook County Fair with the famous Pig'n Ford races, the Rose Planting Festival, Tillamook Moonlight Madness, Halloween Downtown, Festival of Trees and the Tree Lighting, all big events in the area.



The County Fairgrounds isn't only host to the annual Fair. Many other popular events that draw in a large number of visitors to the City occur at the Fairgrounds, including, the Home and Gardens Show, the Holiday Bazaar, the

Tillamook County Fairgrounds

Mayor’s Ball, the Moograss-Bluegrass Festival, and many other events also occur on the Fairground’s property. The Swiss Hall, another host to many community events, is also located on the Fairground’s property.



Additionally, many recreational and scenic areas the City supports lie outside of the U.G.B, in all directions. In this plan, recreation areas also include schools, the YMCA, a library and a museum.

## Schools

The City of Tillamook has a wide range of education options for all ages from grade school to community college. The Tillamook area is part of Tillamook School District #9. The District has approximately 1,647 students in the four Tillamook schools:



- 700 at Tillamook High School;
- 300 at Tillamook Junior High School;
- 327 at East Elementary School; and
- 320 at Liberty Elementary School;

The School District is responsible for conducting detailed planning for the schools and has a "Master Plan". The recommendations of the School District Master Plan relevant to the City Comprehensive Plan are as follows:

- Buildings should be designated for maximum community use.
- Site acquisitions are recommended as follows:
  - a. Short range:
    - Acquire houses and publisher land east of the High School;
    - Establish road right-of-way on the west side of East School from Alder Lane to Twelfth Street;
    - Use parcel of land west of Miller and Twelfth for trading for other properties.
  - b. Long range:
    - Acquire land in the Fairview area should housing development continue. The area being considered is in a three-quarter mile radius of the intersection of Trask River Road and Third Street.
- The Junior High School should be maintained and not expanded.
- In cooperation with the City of Tillamook, build a roadway along the west property line of the East School property between Alder and Twelfth Street (Marolf Loop). A right-of-way would have to be obtained for the southern 300 feet of this right-of-way.
  - a. This would give faster, safer and more convenient access for 700 pupils and 50 staff of East and the Junior High to Twelfth Street.
  - b. This would permit the development of presently unused portions of East School property for one of the following:
    - An athletic field for use of Junior High, High School, East School, and the community;
    - Additional school buildings as needed;
    - A swimming pool - conveniently located for the three largest schools in the district;
    - Vocational facilities for the High School;
    - An administrative building. This central location would save many dollars in mileage expense.

Each of the elementary schools have playground equipment used by all the students. The Junior High School has large playing fields. The High School also has a large playing field, track and a seating area for organized sports.

A Tillamook Option Program provides programs for students in grades 7 –12.



The Tillamook Bay Community College (TBCC) Main Campus is located in the City. Established in 1984, TBCC has grown from 19 students and 2 full-time instructors in one building to between 300 and 400 students countywide and a new Main Campus that opened in 2010. In 1993, TBCC's Planning Team completed the first college-wide Strategic Plan. TBCC offers a Small Business

Center, an Electronics Technology program, a Nursing program, an Internet and a Pathways program to allow high school students to earn concurrent high school and college credits. An Associate's Degree in Arts, Sciences, General Studies and Applied Sciences can be obtained at the College.

An Oregon State University (OSU) Extensions Office is located in the City. It provides information to the community regarding agriculture, dairy, forestry, 4-H, family and community development, marine science, and watershed management.

## Library

The Tillamook Public Library began with a few books from the State Library and 60 volumes donated by the public. In 1924, a County Library was formed, and the Tillamook Public Library became one of its branches.



The Tillamook County Public Library building located at 1716 Third Street was constructed in 2006. Today, the Library has a wide selection of books and periodicals. It also has conference rooms and a large number of computers with high speed Internet access for general use.

## Museum

Tillamook County's rich history is preserved for all to enjoy at the Tillamook County Pioneer Museum. The Museum includes 35,000 items plus an additional 10,000 photographs ranging from prehistoric specimens to modern day.



Additional areas used for recreational purposes in the City are identified in the City Parks and Recreation Master Plan.

## Planning for Parks and Recreation Is Important

The Tillamook Parks and Recreation Master Plan is intended to guide development of the City parks system and recreational needs, and future decisions and activities about how the City will acquire, develop, operate and maintain land, facilities and programs for

parks and recreation over a 10-year period. This Parks and Recreation Master Plan is a long-term vision and plan of action for Tillamook's park system and recreational needs. Currently, Tillamook has a number of park facilities, and public school playgrounds, a couple regional recreation facilities, designated bicycle routes, boat launches, a few undeveloped open space properties, a large number of natural areas, and other areas such as the 101 South Gateway, the IOOF Cemetery, the Tillamook County Fairgrounds and the Tillamook County Family YMCA. This Plan identifies strategies and techniques for the operation and development of parks, land acquisition, and funding. Through this plan, the City of Tillamook intends to continue improving the level and quality of its parks and recreation needs to meet the needs of current and future residents.

Planning for parks and recreation ensures the City can recognize and meet the changing park and recreation needs of the community by identifying potential areas for future parkland and open space, possible recreational activities, and suggesting methods for securing and funding these areas and activities. Parks and recreation planning works with the community to determine the best way to plan for the future development of the parks and recreation in the City.

Parks and recreation areas encourage passive and active recreational activities and preserve open space, wildlife habitat, and historical and cultural resources. Parks serve aesthetic purposes and create gathering spaces for public activities and events. Parks and recreation areas also provide a number of health and psychological benefits to residents of a community.



Parks are spaces where people can participate in active, outdoor, recreational pursuits, which encourage increased movement and can help reduce the risks of weight-related health problems. The trees and plants in the park help clean the air and soil of environmental contaminants, decreasing potential harm to residents. A well-designed park encourages people to leave the solitude of their homes and make more social connections. Parks provide opportunities for residents of different generations and social classes to mix, strengthening community bonds. Preservation of open space has been shown to enhance a community's livability and character.

Parks can also improve property values. Studies have shown that there is a statistically significant link between location of parks and property values. In summary, parks provide a broad range of community benefits.

To satisfy park and recreational needs and demands, with input from residents, City employees and other stakeholders, the City will need to implement the following:

## Goal, Objectives, Policies, and Implementing Procedures for Recreation

**Objectives for Recreation:** To encourage the growth of and maximization of the use of all recreational activities provided in the parks, recreational facilities and open space, within the Tillamook UGB.

- Provide, develop, and maintain quality park and recreation areas and special use areas that are readily accessible to visitors and residents throughout the City and within its existing service area over the next ten years;
- Create additional playing fields and/or replace existing fields to prolong their life and expand their capacity, and provide quality sports and recreation facilities and programs for City residents of all ages, cultural backgrounds, abilities and income levels;
- Create a strong connection of trails segments throughout the City, and develop and maintain a core and an interconnected system of trails, to provide a variety of recreational opportunities, such as walking, bicycling and jogging;
- Create/enhance public spaces to learn and play, to create and imagine, promote health and wellness, and increase cultural awareness;
- Effectively communicate information about City goals, policies, programs and facilities among City residents, City staff, City advisory committees, City Council, Planning Commission, City Urban Renewal Agency, partnering agencies and other groups;
- Protect environmental resources, by acquiring, conserving and enhancing natural areas and open spaces within the City;
- Operate and maintain parks in an efficient, safe and cost-effective manner by incorporating principles of environmental and financial sustainability into the design, operation, improvement, maintenance and funding of City programs and facilities.

The City Parks and Recreation Master Plan further describes the recreational needs of the City.

### School Policies

**Policy D-42:** The City will coordinate with School District #9 in implementing its plan for school facilities, will consider an amendment to the City TSP for the additional Junior High Right-of-Way, and foster improved educational facilities.

**Policy D-43:** The City will become a community that supports education and will develop community connections/promote community service interaction and involvement in schools through coordination with the School District.

**Policy D-44:** The City shall enhance the living environment of the community for and through education, encouraging an educational understanding and appreciation of the natural environment, and provide an environment for innovation and intellectual pursuits.

**Policy D-45:** The City will foster a collaborative effort in the educational community, and foster life-long learning to acquire knowledge and life-skills to effectively participate in the workforce, community and society at large through all the levels of education.

**Policy D-46:** The City shall make the community a living classroom by encouraging school-to-work opportunities for our students, and provide leadership in the economic, cultural and intellectual evolution of our community through education.

**Policy D-47:** The City shall ensure that school facility planning is incorporated in land use planning in coordination with the School District.

**Policy D-48:** The City shall foster educational and cultural diversity, focusing on statewide educational goals, knowledge and information to shape a changing society, and educating people for anticipated jobs.

**Policy D-49:** The City will encourage activity-involved schools, and special events, which include school, church and cultural programs.

## **Policies for Recreation**

**Policy D-50:** The City shall conserve open space and protect natural and scenic resources for recreational facilities. Efforts must be taken to maintain and preserve the existing and future environment in and around the community.

**Policy D-51:** Recreational facilities shall be provided to serve both the Tillamook Community and those who visit the area. Existing parks should be upgraded and development of neighborhood parks is encouraged.

**Policy D-52:** The City shall encourage the promotion of the Tillamook June Dairy Parade and Rodeo, the County Fair and other annual events.

**Policy D-53:** The park and recreation areas in the City shall be developed to accommodate the growing need for recreational areas in natural settings, and shall be identified on the Comprehensive Plan Map.

**Policy D-54:** The City shall continue to monitor the long-term recreational needs of the people of Tillamook and the need to maximize use of all public recreational facilities.

**Policy D-55:** Use of the Oregon Coast bicycling trail as shown on the Transportation System Plan Pedestrian Bicycle Map is encouraged.

**Policy D-56:** The Oregon Coast hiking trails is recognized as a regional recreational facility. Its extension southward is encouraged by the City, along with the Rails and Trails program.

**Policy D-57:** The City shall continue to explore the feasibility of waterfront parks along the Hoquarton, the abandoned railroad right-of-way and extending the park trails.

**Policy D-58:** Tillamook City shall cooperate with appropriate agencies in maintaining its recreational vitality.

**Policy D-59:** Inventory data of all recreation areas within the City limits and Urban Growth Boundary shall be reviewed and where necessary supplemented. This recreation inventory shall provide the basis for a City recreation plan, which will detail the recreation needs and desires of residents, and the design of each park.

**Policy D-60:** The City of Tillamook Park and Recreation Master Plan shall be coordinated with the Tillamook County Plan to provide overall analysis and coordinated effort for recreation facilities within the U.G.B.

**Policy D-61:** The City shall develop and maintain a Park and Recreation Master Plan in the City that will describe the maintenance and use of each of the parks and properties in the City designated as open space.

**SECTION E:  
MANAGING URBAN  
GROWTH**

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## Chapter 9: Population

### Background, History

The City of Tillamook, the county seat, is a service and governmental center surrounded by agricultural land.

The historical trend of populations within Tillamook County and all incorporated cities within the County is shown on Table 9-1. Figures have been tabulated from available information over a 90 year time period. The table shows that Tillamook County has a steady growth rate until the 1960's. At that time, the southern part of the County lost population due mainly to the closing of some major lumber mills and the consolidation of the dairy industry.

The City of Tillamook's population grew by a large percent between 1920 and 1930 (approximately 30%) then again in the **1940**'s and **1950**'s (respectively 25% and 13%), stimulated by the annexations before and in 1956 in the area, which provided more housing and land available for development in the City. In much the same way, the growth and decline of the local mills affected some growth in Tillamook during the late 1960's (a loss of approximately 7%). Since that time, the number of people living in Tillamook has changed little from one year to the next until the annexations at the turn of the millenium.

**TABLE 9-1: TILLAMOOK COUNTY/CITIES HISTORICAL POPULATION TRENDS**

	1920	1930	1940	1950	1960	1970	1980	1990	2000	2001	2005	2010
Tillamook County	8,810	11,824	12,263	18,606	18,955	18,034	21,164	21,570	24,262	24,600	25,205	25,260
Bay City	511	427	379	761	996	898	986	1,027	1,149	-	-	1,290
Garibaldi City	-	-	-	1,249	1,163	1,083	999	886	990	-	-	780
Manzanita City	-	-	-	339	363	261	443	513	564	-	-	600
Nehalem City	192	245	247	270	233	241	280	230	203	-	-	270
Rockaway City	-	-	-	1,100	770	665	906	970	1,267	-	-	1,315
<b>Tillamook City</b>	<b>1,964</b>	<b>2,549</b>	<b>2,751</b>	<b>3,685</b>	<b>4,244</b>	<b>3,968</b>	<b>3,981</b>	<b>4,006</b>	<b>4,352</b>	<b>4,340</b>	<b>4,300</b>	<b>4,920</b>
Wheeler City	-	280	259	291	237	262	319	335	391	-	-	415

Source: Tillamook County, City of Tillamook Administration

From 1970 to 2010, Table 9-1 reflects positive growth in a majority of areas of the County. The City of Tillamook's population reflects one of the two smallest increases of all incorporated cities during the period between 1990 and 2000. The last major city annexation of the 20<sup>th</sup> century in the City of Tillamook, which provided increased housing opportunities, was, as mentioned earlier, in 1956. Yet, the City has still not utilized all of its developable space for housing since then, having to date approximately 12% of such land area in the City Limits remaining vacant.

It should be noted from Table 9-1 that the populations of four cities are growing as fast or faster than the County at or above 12% from 1990-2000. This is not true for the City of Tillamook. The growth rate for the City between 1990-2000 was approximately 8.6%. It should also be noted that as the 21<sup>st</sup> century begins, between 2000 and 2005, the population of Tillamook decreased 0.27%, as the County population increased by 1.4%, but then increased with the reflected growth through 2010 with annexations (these annexation dates are identified in Table 9-3).

Table 9-2, below, shows long-term changes in population for Tillamook and Tillamook County. The population data comes from the federal census.

Place \ Year	1950	1960	1970	1980	1990	2000	2010
<b>TILLAMOOK</b>	<b>3,685</b>	<b>4,244</b>	<b>3,968</b>	<b>3,981</b>	<b>4,006</b>	<b>4,352</b>	<b>4,920</b>
Gain or loss	934	559	-276	13	25	346	568
Percent change	25 %	15 %	-6 %	0.3 %	0.6 %	8 %	13 %
<b>Tillamook as percent of county population</b>	<b>20 %</b>	<b>22 %</b>	<b>22 %</b>	<b>19 %</b>	<b>18 %</b>	<b>18 %</b>	<b>19 %</b>
Bay City	761	996	898	986	1,027	1,149	1,290
Garibaldi	1,249	1,163	1,083	999	886	990	780
Manzanita	339	363	261	443	513	564	600
Rockaway Beach	1,100	770	665	906	970	1,267	1,315
Unincorporated Areas	11,472	11,419	11,159	13,849	14,168	15,940	16,355
Tillamook County	18,606	18,955	18,034	21,164	21,570	24,262	25,260

As can be seen in Table 9-2, each city appears to have different growth trends. Those closest in proximity to Tillamook, such as Bay City, tend to follow a population growth trend similar to Tillamook's. The table above reflects positive growth in most areas of the County, including the City of Tillamook, with the exception of the City of Garibaldi.

The following table (Table 9-3) shows the City of Tillamook's population year by year, for the past 30 years, from 1980 through 2010. These are estimates, not actual counts, of the city's population on July 1 of each year. Estimates for 1980, 1990, 2000 and 2010 are based on the federal census. The data in this table comes from the state's Center for Population Research and Census (CPRC), the state agency responsible for maintaining official estimates of city and county populations throughout Oregon.

<b>Estimated Population on July 1 (Center for Population Research and Census)</b>		
<b>*2010</b>	4,920 Based on Federal Census	<b>+ 210</b>
<b>2009</b>	4,710	<b>+ 10</b>
<b>2008</b>	4,700	<b>+ 10</b>
<b>2007</b>	4,690	<b>+ 15</b>
<b>*2006</b>	4,675	<b>+375</b>

<b>2005</b>	4,300	- 50
<b>2004</b>	4,350	0
<b>2003</b>	4,350	+ 10
<b>2002</b>	4,340	0
<b>2001</b>	4,340	- 12
<b>2000</b>	4,352 Based on Federal Census	+ 82
<b>1999</b>	4,270	- 40
<b>1998</b>	4,310	- 30
<b>1997</b>	4,340	+ 65
<b>1996</b>	4,275	+ 30
<b>*1995</b>	4,245	+ 55
<b>1994</b>	4,190	0
<b>1993</b>	4,190	+ 61
<b>1992</b>	4,129	+ 61
<b>1991</b>	4,068	+ 62
<b>*1990</b>	4,006 Based on Federal Census	+ 3
<b>1989</b>	4,003	+ 2
<b>*1988</b>	4,001	+ 3
<b>1987</b>	3,998	+ 2
<b>1986</b>	3,996	+ 3
<b>1985</b>	3,993	+ 2
<b>1984</b>	3,991	+ 3
<b>*1983</b>	3,988	+ 2
<b>*1982</b>	<b>3,986</b>	+ 3
<b>1981</b>	<b>3,983</b>	+ 2
<b>*1980</b>	3,981 Based on Federal Census	

\* = annexation of land to the City.

Tillamook's average growth rate during the 30 years from 1980 to 2010 was about one percent per year. That statistic suggests slow steady growth over three decades.

Tillamook's population was mostly static until the 1990's, and again after annexation in 2006 and 2010. The population jumped from 4,006 in 1990 to 4,352 in the year 2000, a more gradual rate than earlier of about 1% per year, and to 4,920 in the year 2010, still about a 1% per year increase. These greater increases are mainly due to annexations.

Table 9-3 shows us that at the times of the later annexations to the City (1990, 1995, 2006, and 2010) there are the larger increases in the City population.

## Tillamook County's Population Forecasting, Projections and Coordination

State law (ORS 195.025 and 195.036) calls for each county to coordinate the population forecasts used by the cities within its jurisdiction. The idea is to have individual city population forecasts be consistent with the overall population forecast for the county.

The county's forecasts are based on information from two sources:

1. Projections done by the state Office of Economic Analysis (OEA). OEA's demographers develop their projections using federal and state demographic and economic data, as well as information from local officials. OEA does not project population growth for individual cities.
2. Estimates acknowledged by the state's Department of Land Conservation and Development.

The City's population projections are also based on an analysis of historical population factors coupled with past trends of economic vitality and housing availability. Changes in life expectancy, the rate of birth and the rate at which population is moving into or out of the area must also be considered.

**TABLE 9-4: TILLAMOOK UGB AREA POPULATION PROJECTIONS**

	<b>High Projection*</b>	<b>Low Projection*</b>	<b>1.5%</b>	<b>1.0%</b>	<b>0.5%</b>	<b>-0.25%</b>
<b>2005</b>	<b>4,918</b>	<b>4,689</b>	<b>4,678</b>	<b>4,569</b>	<b>4,460</b>	<b>4,298</b>
<b>2010</b>	<b>5,180</b>	<b>4,940</b>	<b>5,029</b>	<b>4,797</b>	<b>4,571</b>	<b>4,244</b>
<b>2015</b>	<b>5,461</b>	<b>5,207</b>	<b>5,406</b>	<b>5,037</b>	<b>4,685</b>	<b>4,190</b>
<b>2020</b>	<b>5,757</b>	<b>5,490</b>	<b>5,811</b>	<b>5,289</b>	<b>4,802</b>	<b>4,137</b>
<b>2025</b>	<b>6,041</b>	<b>5,760</b>	<b>6,247</b>	<b>5,553</b>	<b>4,922</b>	<b>4,085</b>
<b>2030</b>	<b>6,332</b>	<b>6,038</b>	<b>6,715</b>	<b>5,830</b>	<b>5,045</b>	<b>4,033</b>
<b>2035</b>	<b>6,625</b>	<b>6,317</b>	<b>7,219</b>	<b>6,121</b>	<b>5,171</b>	<b>3,982</b>
<b>2040</b>	<b>6,915</b>	<b>6,594</b>	<b>7,760</b>	<b>6,427</b>	<b>5,300</b>	<b>3,932</b>

\* - Based on Tillamook County City Projections as percentage of County Projections (Table 2)

As shown in Table 9-4, the High and Low Projections for the City's population are based on Tillamook County's population projections, and are a percentage of the County's population and projected population growth. The county and all of the cities within it, including the City of Tillamook, agreed on population forecasts for the year 2040. This number is the starting point for this plan's forecast of Tillamook's future population growth. For Tillamook, this agreed-upon number is 4,352 people based on the Federal census, in the year 2000. In the past, the County population growth projections have appeared to be quite high since there has not been as large an amount of growth in the City of Tillamook as was predicted originally in 1980. The three columns following High and Low Projections in Table 9-4 (1.5%, 1.0%, 0.5%) present more modest growth projections based on the historic trends identified earlier. The final column presents a negative growth rate to reflect a gradual loss of population similar to what occurred between 2000 and 2005, the first years of the 21st century, and in the last years of the 20<sup>th</sup> century. All of these growth projections must be taken into account for a clear perspective on the growth or decline of the City's population.

Another consideration in determining population is to predict the economic stability of the Tillamook area based upon past trends. Table 9-5 shows building activities have been

fairly stable over the past thirteen (13) years between 1996 and 2008. There have been very minor fluctuations as shown in Table 9-5. The construction costs continue to fluctuate greatly on a year-by-year basis, with no comparable reference to the number of permits issued. Additionally, the table does not differentiate between new construction and repair/renovation/remodel projects.

**TABLE 9-5: CITY BUILDING PERMITS**

Year	No. Permits	Commercial	Residential
1996	106	\$1,051,681	\$1,508,166
1997	87	\$8,757,185	\$1,289,890
1998	87	\$2,953,602	\$1,793,575
1999	78	\$1,624,956	\$2,481,900
2000	98	\$ 468,110	\$ 509,468
2001	92	\$1,484,393	\$4,953,904
2002	87	\$2,298,095	\$ 916,590
2003	89	\$8,757,185	\$1,289,890
2004	92	\$2,953,602	\$1,793,575
2005	77	\$1,624,956	\$2,481,900
2006	105	\$ 468,110	\$ 509,468
2007	105	\$1,484,393	\$4,953,904
2008	99	\$2,298,095	\$ 916,590
2009	74	\$5,195,921	\$1,463,515
2010	68	\$1,827,253	\$1,057,399
AVERAGE	90	\$2,883,167	\$1,861,982

New single-family residential construction is another way to determine population predictions based upon trends. Table 9-6 shows the number of new single-family residential dwelling construction between 2000 and 2010, for the City.

<b>TABLE 9-6: SINGLE FAMILY DWELLING PERMITS ISSUED</b>											
Jurisdiction	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Uninc. Tillamook County				145	202	214	244				
Manzanita				27	27	38	24				
Nehalem				1	0	8	0				
Wheeler				1	4	3	0				
Rockaway Beach				17	38	56	192				
Garibaldi				0	1	3	6				
Bay City				3	6	8	6				
<b>Tillamook</b>	<b>3</b>	<b>7</b>	<b>2</b>	<b>5</b>	<b>1</b>	<b>7</b>	<b>10</b>	<b>11</b>	<b>7</b>	<b>10</b>	<b>8</b>
Uninc. Lincoln County				152	149	180	90				
Depoe Bay				12	23	24	30				
Waldport				9	10	10	6				

Sources: US Census Bureau, <http://censtats.census.gov/>

Exc Unincorporated Tillamook County, provided by County

A larger amount of single-family residential dwelling construction occurred from 2006 to 2010 than in other years. It should be noted that this increase occurred immediately after the annexation in 2005. The relationship of single-family residential growth to the unincorporated County, other incorporated cities in the County, unincorporated Lincoln County, and a couple of incorporated cities in Lincoln County can also be seen in the table between 2003 and 2006, to compare Tillamook's residential development with other coastal community's residential development.

Another factor to examine in predicting population is Tillamook's current supply of housing and vacancy rates. The vacancy rate in the City has gradually been increasing since 1980. This will be discussed further in Chapter 11.

### **Demographics of Tillamook's Population**

Appendix XXIX characterizes the demographic make-up of the population of the City of Tillamook as of the year 2000 and reflects it with the demographic identified in 2010. With these numbers it can be easier to predict the future projected growth of the City.

In the 2000 demographics, the largest age group included approximately 15 percent of the population of the City between the ages of 35 and 44. In 2010 the largest group was approximately 15% between the ages of 20 and 29. In 2000 the home-owner vacancy rate was 2.5% while the rental vacancy rate is 7.7%. That means that there were about 47 vacant houses in the City and 146 rentals were unoccupied ten years ago. In 2010, according to the 2010 Census, the housing unit vacancy rate increased to 9.4%. That means that now there are a total of about 211 vacant homes in the City – an increase of about 10%. The vacancy rate in the City has gradually been increasing since 1980 even with the most recent annexations. There's about a 50/50 split between owner-occupied and renter-occupied households.

### **Forecasting Tillamook's Population Growth**

Tillamook needs to look at least 20 years ahead to adequately plan for matters such as public facilities and services and buildable land for development and to satisfy state law. This plan is using a target year of 2030.

To forecast city populations, the county analyzed each city's current population as a fraction of the county's total and used that as the main factor for forecasting future population growth. The historical data in Table 9-1 above show Tillamook's portion of the county's total population during the past half century held fairly constant, within a range of 22 percent to 18 percent. Census data for the years 2000 and 2010 probably provide the most accurate and recent data: they show Tillamook's population of 4,352 people in 2000 to be 18 percent of Tillamook County's total population of 24,262, and the population of 4,920 people in 2010 still to be 19 percent of the County's total population of 25,260, respectively. Tillamook County's forecasts for the year 2015 put Tillamook's share of the total at 20 percent.

A comparison of Tillamook's population in 2000 (4,352 people) and 2010 (4,920 people) with the County's adopted forecast for Tillamook of 5,207 people in the year 2015 indicates an average annual growth rate of approximately 1.3 percent. A population forecast of 6,038 people by the year 2030, indicates a more gradual annual growth rate. This long-term average is consistent with Tillamook's growth during the past half century and with the county's coordinated forecasts. The same percentage can be used here to forecast Tillamook's growth until the year 2030.

In 1982, the City estimated a population of 6,575 by the year 2000, and in 1998 the Vision Committee, involved in the Vision process, envisioned a community of 6,000 to 8,000 people by the year 2020. The first estimation was never reached, and the highest projections in Table 9-4 show Tillamook's population to be just under 6,000, but on average to just over 5,000 by the year 2020 could potentially be attained. The question is when. When will the City's population reach this size? And secondly, can a population of this size be maintained?

There is little hard evidence on which to base a forecast for the period from 2015 to 2030. The main source of information here is the long-term forecast for county population done by the state's Office of Economic Analysis in 2002. This forecast is shown in Table 9-7 below. The forecast for Tillamook County shows a gradually slowing of growth rates during the next decades, with annual increases of 0.5 to 0.6 percent during the period from 2015 to 2030.

In the absence of evidence to the contrary, it seems likely that Tillamook's population growth will mirror the County's projections. Therefore an average annual rate of 0.9 percent growth in Tillamook's population is projected for that same time period.

Tillamook's population as a share of the county total is projected to decrease slightly from 18 percent of the county's total to approximately 17 percent of the county's total.

Together, the data and assumptions described above result in the following forecast identified in Table 9-7 for Tillamook's population growth to the year 2030. The populations forecast in Table 9-7 are the basis for calculations of Tillamook's need for vacant, buildable residential, commercial, and industrial lands.

<b>Table 9-7: Future Population Growth in Tillamook</b>								
<b>Variable</b>	<b>Year</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Tillamook City's Total Population Projection</b>		<b>4,352</b>	<b>4,689</b>	<b>4,940</b>	<b>5,207</b>	<b>5,490</b>	<b>5,760</b>	<b>6,038</b>
Average annual growth rate		0.5% (from 1995)	1.5 %	1.1 %	1.1 %	1.0 %	0.7%	0.7%
5-year population increase		107 (from 1995)	337	251	267	283	270	278
5-year percentage increase		2.5% (from 1995)	7.7 %	5.3 %	5.4 %	5.4%	4.9%	4.8%
Tillamook as percent of county		17.9 %	17.9%	17.9%	17.9 %	17.9%	17.9%	17.1%
Tillamook County		24,262	26,143	27,538	29,030	30,604	32,114	33,663

Tillamook's need and the provision of an appropriate level of police protection, fire protection, recreational facilities, energy and communication services and community and governmental services, must be monitored by the City proactively to support a growing population.



# *Chapter 10: Past, Existing and Future Land Use (State Goal 2)*

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## **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. During the late nineteenth century and early twentieth century, business in Tillamook was carried out along streets abutting Hoquarton Slough (Front Street), 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 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 US Highway 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, **and** areas of farmland once in the City Limits were withdrawn from the City at the time of the last Periodic Review (2003). Map 7, as presented below, shows the City's development.

## **EXISTING LAND USE**

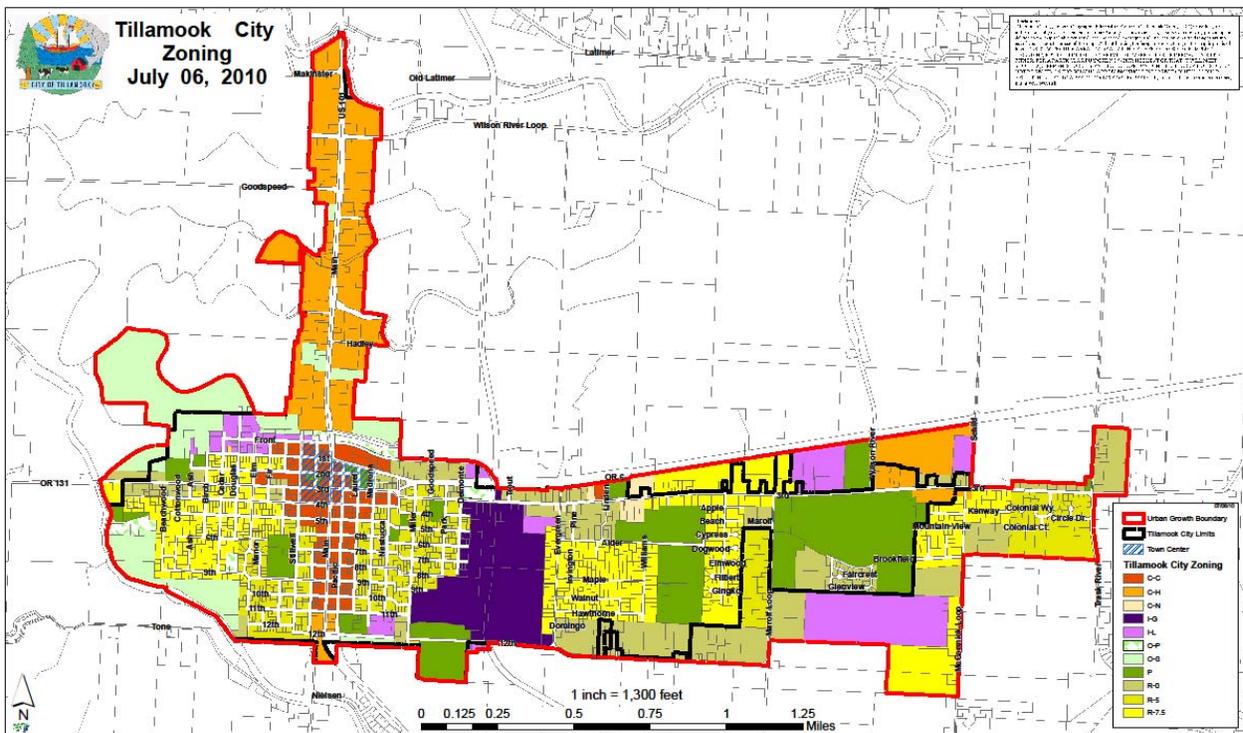
One of the most important pieces in planning for future land use is identifying the amount, type, and location of existing land use. The location of existing residential (both single-family and multiple-family), commercial, industrial, public/semi-public, and open space areas provides a basis for understanding 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 and Zoning Map
- Map 2: Existing Land Use (which includes Non-Conforming Uses) Map
- Map 3: The Vacant and Re-developable Lands (Potential Development) Map
- Map 4: Significant Wetlands/Flood Hazard Overlay Map
- Map 5: 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.



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## Land Use Designated Areas

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

Open Space,  
Residential - Single Family,  
Residential - Single Family & Duplex,  
Residential - Multiple-Use,

Public & Semi-Public,  
Commercial - Neighborhood,  
Commercial - Highway,  
Commercial - Central,  
Industrial - Light,  
Industrial - General.

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 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 small areas of land made up of higher density multiple family residential units are scattered throughout the City and not concentrated around the downtown. 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**

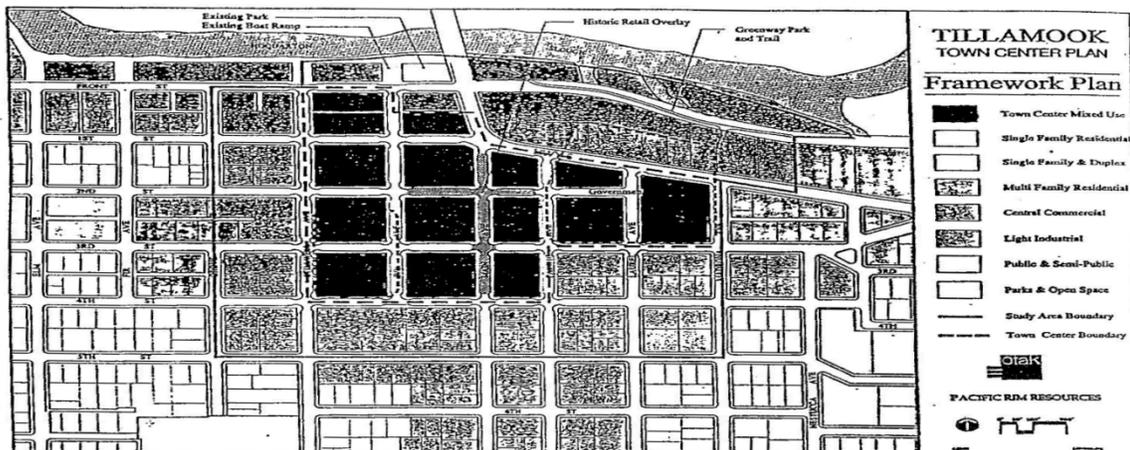
There are essentially three levels designated for commercial uses and development: lower-density commercial lands used for small business and service development convenient to nearby residents, medium density commercial lands providing for those

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 lands, the medium-density Highway Commercial lands, and the high-density Central 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, highway-oriented, and neighborhood 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:

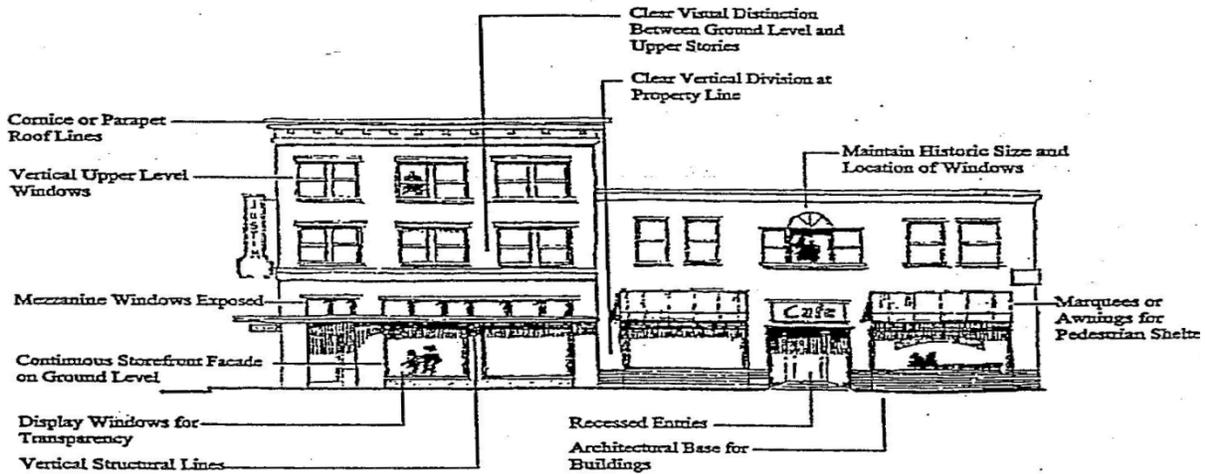
1. Mixed use developments, a broader range of housing types, and more intense residential and non-residential developments are permitted and encouraged within the Town Center Plan boundary.
2. New open space in the form of a greenway park extending from the Port of Tillamook Bay Railroad Right-Of-Way 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:

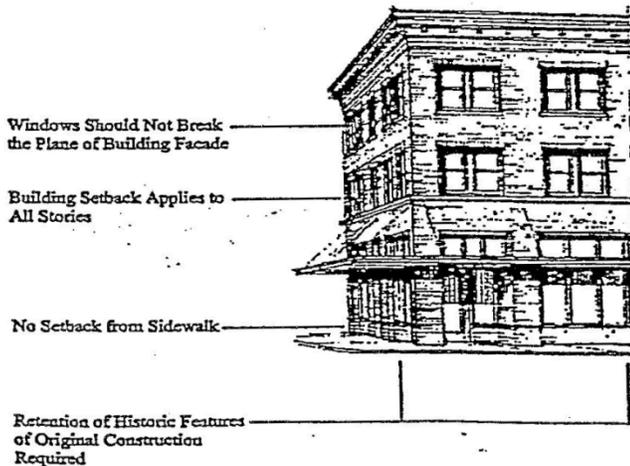
1. A consistent design for streetscape improvements within the public-right-of way established in the Town Center Plan area. Guidelines consider sidewalks, street furniture (benches, drinking fountains, trash cans), sculptures, murals and street lighting.
2. Streetscapes in the Town Center Plan area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

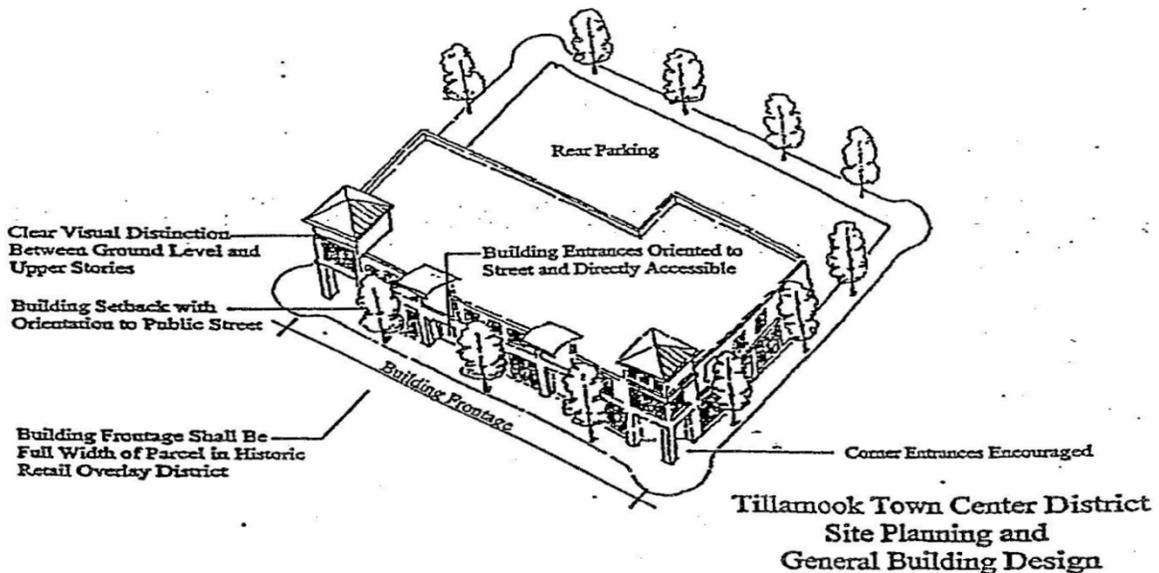
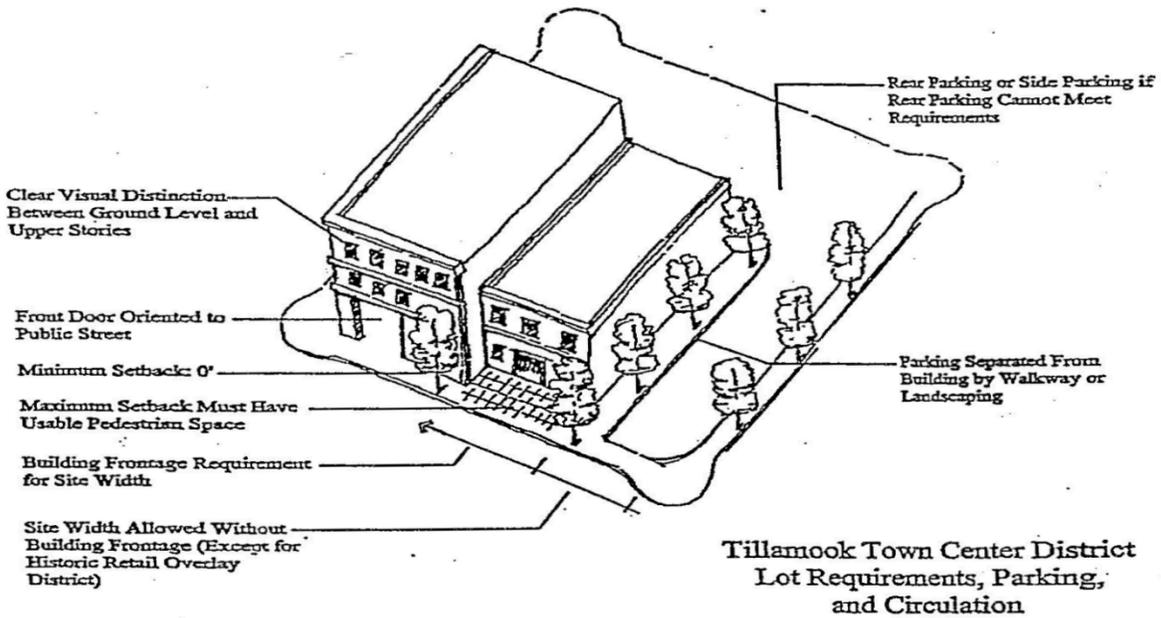
Historic Considerations in the Town Center:

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.

In addition, 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 is due to prior City approval.

### **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 101 North 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 area east of 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.

That area along Main Avenue and Pacific Avenue (the Highway 101 couplet) south of Eleventh Street is almost fully developed. This includes non-conforming uses such as single-family houses as well as smaller scale commercial. It is within close proximity to the downtown core, but will require large-scale developers to acquire several homes and lots, competing with home buyers looking for housing, 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, barbershops, beauty shops and dry cleaning stores are the type of use that should be permitted in Neighborhood Commercial developments.

Neighborhood Commercial centers are located in areas east of the POTB Railroad Right-of-Way. There are other small-scale non-conforming commercial areas in residential neighborhoods in town that could be considered Neighborhood Commercial.

### **Mixed Use Office:**

Additionally, certain areas are designated medium density residential and office. It is estimated that 6% of the land in the category will be used for office development or conversion, the other 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.

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.

### **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, Hoquarton Interpretive Park, Sue H. Elmore Park, Coatesville Ninth Street Park, and Veteran's Peace Park. Areas allocated for future parks include the area at the confluence of the Hoquarton and Dougherty Sloughs 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, 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;**  
**Flood Hazard (or FHO) Overlay Zone District;**  
**Airport (or AO) Overlay Zone District;**  
**Hazard (or HO) Overlay Zone District;**  
**Water Resource Protection Overlay 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 1,091 acres. Of these acres approximately 30% of the land is zoned for residential use, 20% for commercial use, 10% industrial, 16% public/semi-public, and 7% 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 52% of the land is zoned for residential use, 6% for commercial use, 18% industrial, 3% public/semi-public, and 14% for open space. Approximately 7% of this urbanizable area is used for streets and right-of-ways.

Overall, within the UGB approximately 36% of the land is zoned for residential use, 16% for commercial use, 12% industrial, 12% public/semi-public, and 9% for open space. Approximately 15% 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 27% of the land is used for residential use, 11% for commercial use, 9% industrial, 18% public/semi-public, and 2% 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 15% of the land within the City Limits vacant. Within the Urban Growth Area, approximately 23% of the land is used for residential use, 1% for commercial use, 2% industrial, 7% public/semi-public, and 0.1% for open space. Approximately 7% of the area inside the Urban Growth Area is used for street right-of-ways. This leaves approximately 60% 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:

<b>Residential:</b>	<b>12.49 acres</b>
<b>Commercial:</b>	<b>13.08 acres</b>
<b>Industrial:</b>	<b>11.58 acres</b>
<b>Total:</b>	<b>37.15 acres</b>

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 30% of the property within the City Limits has been zoned for commercial and industrial usage, and approximately 24% 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 44% of the land zoned for commercial use remains buildable, and approximately 7% of the land zoned for industrial use remains buildable. Within the Urban Growth Area in the area zoned for commercial and industrial uses, approximately 85% of the land zoned for commercial use remains buildable; approximately 88% 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.

In order to project office and industrial land demand, twenty-year employment forecasts were prepared at the County level. These projections were based on historic trends documented by the State of Oregon Employment Division.

Three growth scenarios were analyzed to project commercial and industrial land demand: a base case, low growth, and high growth scenario. Under the base case scenario, average annual employment growth was projected at 2.2%, reflecting a net gain of 170 jobs per year. The low growth scenario reflects average annual employment growth of 1.4%, while the high growth scenario is based on a 3.0% growth rate. In each of these cases, the bulk of new employment was projected in retail trade, services and government.

These three scenarios were presented and developed to summarize the projected demand for office, industrial and retail land in Tillamook County based on the supply within the City of Tillamook's Urban Growth Boundary, including the Port of Tillamook Bay's developable land. These scenarios and other methods of estimating the projected commercial and industrial demand will be discussed further in Chapter 10, Economy.

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). If a potential shortage of

commercial land appeared to be eminent, the shortfall could be taken care of by zone changes from the more than ample industrial land supply within the UGB.

All of the above may be modified in the near future upon adoption of the City updated Economic Opportunity Analysis.

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 11, 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 will 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.
  - 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 or service 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 (C-N 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 (C-H 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 (I-L District):** To provide for those heavier commercial and light industrial uses located in existing built-up areas of the City.

**General Industrial (I-G 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.

**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;

**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:**

**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.

## *Chapter 11: Economy (State Goal 9)*

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This chapter will be modified within the next couple of years based upon an updated Economic Opportunity Analysis process that is currently underway. The current element consists of four sections dealing with Tillamook's economy and the lands needed for economic development:

- “Background,” a summary of current and historical economic conditions in Tillamook and Tillamook County;
- “Economic Opportunities,” an analysis of key opportunities for and challenges to economic development;
- “Buildable Lands,” an evaluation of the need for and supply of vacant buildable land for future commercial and industrial development;
- “Objective and Strategies,” a listing of the goals, objectives and policies with which Tillamook will direct and encourage economic development;

### **Background**

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

Historically, large public works projects have strongly influenced the City's economy and the region's economy. In the 1940s, construction of the Naval Air Station and operation from the Blimp Hangars at the present Port of Tillamook Bay (POTB), for the U.S. Navy brought new capital and jobs to the area. In the 1960s construction of US Coast Highway 101 generated more jobs, and again brought new capital into the region, and enhanced tourism and freight hauling.

Today, the POTB, and US 101 continue to be vital factors in the local economy. But the initial infusion of capital and jobs sparked by their construction has ended.

As mentioned above, Tillamook is a regional center for government services. It is the county seat and the home of the Tillamook County government, headquartered at the County Courthouse. The City of Tillamook is the site for the Bureau of Land Management (BLM) District Office that manages millions of acres of public land in western Oregon, 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. It is also a regional center for a variety of recreational activities. It is the home for the Tillamook County Fairgrounds, the Pioneer

Museum, the main branch of the County Library, and the Tillamook Bay Community College. Tillamook Family YMCA located in the City serves the entire community with recreation programs and facilities for all ages. It is also a regional center for health care, housing the Tillamook County General Hospital (Adventist Health), the Tillamook Health Department, Bay Ocean Medical, the Tillamook Medical Group, Tillamook Family Counseling Center, Five Rivers Retirement and Assisted Living Community, and Kilchis House Assisted Living.

Just south of town is the Port of Tillamook Bay, as was discussed earlier this chapter, comprised of the Port of Tillamook Bay Industrial Park, Camp Tillamook, the Tillamook Municipal Airport, Camp Tillamook and the Port of Tillamook Bay Railroad. The Port of Tillamook Bay is also home to the Tillamook Air Museum.

Adjacent to the Port of Tillamook Bay is the Tillamook County Sheriff's Department and Jail and the Offices of the Oregon State Police.

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 its cheeses made at the Creamery nationwide. Additionally to the north and east of town is Latimer Quilt Center, another popular tourist destination; and adjacent the Cheese Factory is the Tillamook County Chamber of Commerce. Inside the City Limits, popular tourist destinations are the Blue Heron French Cheese Restaurant, Second Street Public Market and La Tea Da.

In terms of industry and in addition to the Port's Industrial Park, and the Creamery, Werner Gourmet Meat Snacks, Hampton Lumber and a couple of trucking distribution facilities are located in the City of Tillamook.

Major events in the community each year that draw the tourists from the region, in-state and out-of-state (even out-of-country) include the Taste of Tillamook County in March, the June Dairy Parade and Rodeo at the County Fairgrounds in June, and the Tillamook County Fair in August.

Tillamook City serves as a 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.

**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>Ouilt</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 Ouilt Museum Visitors Count, Tillamook Naval Air Museum Visitors count, Tillamook County Pioneer Museum Visitors Count, State Parks Visitors Count, 2002

The statistics in Table 11-1 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 because of future energy constraints.

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

Employer	Location	Employees
Fred Meyer	North side of town, Hwy. 101	300
Tillamook County General Hospital	West side of town, Third Street	260
Tillamook County Personnel	Tillamook Downtown Town Center	250
Tillamook Lumber Company	East central in town	150
Tillamook Medical Group	West side of town, Third Street	150
TOTAL		1,110

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

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

From Table 11-2, you can see that Tillamook County General Hospital and Tillamook Medical Association are two of the larger employers 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.

<b>Table 11-4: Countywide Non-Farm Payroll Employment</b>												
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 Countywide non-farm jobs shown has gradually increased for the time period between 1999 and 2010.

Over the past twenty (20) years, a larger period, 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 includes small-scale commercial infill utilizing vacant space in the downtown commercial area, and multiple use residential/office areas.

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 amounts of 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 processing industries and those coming from the ocean. And they have both had a steady growth in recent years. However, overall industrial and manufacturing employment again has decreased from being 48% of the workforce in 1971 to only 19% in 1990; and has decreased further to approximately 10% of the workforce in 2010. This is a concern for a sound and fully developed economy that accommodates the increased employment demand for a projected increase in population by the year 2020.

## **INDUSTRIAL LAND PROJECTION**

An 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. According to the 2010 U.S. Census, there are approximately 3,100 jobs within the City. As the table below indicates fifteen (15) major S.I.C. classifications represent approximately 90% 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**

<b>INDUSTRIES</b>		
<b>S.I.C. Classification</b>	<b># of employees</b>	<b>% of Total</b>
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%
<b>TOTAL</b>	<b>3,093</b>	<b>93%</b>

Source: U.S. Census 2010

The distribution of these 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, the industrial operations are scattered throughout the City.

Most of the people who work within the City live outside of the City Limits and a small percent who work within the City live outside the County. Only approximately 31% of the City residents work within the City Limits. The majority of the City's workforce commutes outside the City Limits for work both within (62%) and beyond (7%) the County line. There are approximately 200 additional manufacturing positions employing Tillamook residents that are located outside the City Limits in relation to 231 manufacturing positions within the City Limits.

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 25 small manufacturing companies here in the City, and 49 manufacturing companies within the County. Additionally in 1999, there were 828 business units within the County. This total number of business units decreased to 808 in 2000, and has continued to decrease.

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 summer months, tourism has increased in other seasons as well.

### **Economic Opportunities**

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



These murals are one example of many factors that influence Tillamook’s potential for economic development: the murals highlight Tillamook’s prominence in the history of the Captain Cook landing, and draws tourists to the area. This particular factor is a positive force for economic development, but some 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 OAR 660, Division 19, a state administrative rule.

**[Insert 2013 Regional EOA Results here]**

### **Buildable Lands**

In planning and zoning the City of Tillamook’s land, the land used for business and industry 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 key task in planning for new commercial and industrial development is to ensure that adequate amounts and types of land are available for each category of development.

Doing that involves three main steps:

1. Estimate need. That is, determine what amounts and types of land will be needed during the next 20 years.
2. Evaluate how much vacant, partially vacant, or redevelopable land currently is available to meet that demand. If that amount is too small to meet the projected need, more land should be planned and zoned so as to establish a twenty-year supply. (“Redevelopable land” is land with deteriorating or abandoned structures that could be razed or remodeled for new uses.)
3. Ensure that land planned and zoned for commercial and industrial uses is “buildable”: that is, it has the physical features, location, access, and infrastructure needed to support such development.

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

Suitability of available acreage is not limited to a vacant or unused status. Land presently in agricultural use in the UGB is considered to be a source of urbanizable land and is therefore a part of the inventory.

The gross land area of any community contains numerous natural barriers (ie. floodplains, wetlands, poor soil conditions, etc), which effectively preclude development. The criteria used in this analysis consisted in examination of flood plain areas, river and slough buffers, and buffers on all perennial streams. These considerations were applied to each respective land use designation.

Other than those various buffer areas, the available acreage within the UGB is either free of negative development characteristics or, as in the case of the floodplain area along North Highway 101, adequately protected.

Before 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.

Estimating a city's future needs for commercial and industrial lands can be done in several ways. The two methods include the most common method, based on the ratio of developed land to population and a special study, Tillamook Commercial and Industrial Land Demand Analysis, December 1992, done by consultants Hobson & Associates and David Evans and Associates, Inc., for the City of Tillamook.

The first method starts with two main variables, the city's current population and the land area currently developed in commercial or industrial uses. Here we divide acreage by population to determine the amount of developed land per person. Then multiply that ratio times the amount of population growth we are forecasting. That gives us an estimate of the amount of buildable land that will be needed for new development.

The second method, done by consultants Hobson & Associates and David Evans and Associates, Inc., includes the analysis of three growth scenarios. The three growth scenarios were analyzed to project commercial and industrial land demand: a base case, low growth, and high growth scenario. Under the base case scenario, average annual employment growth was projected at 2.2%, reflecting a net gain of 170 jobs per year. The low growth scenario reflects average annual employment growth of 1.4%, while the high growth scenario is based on a 3.0% growth rate. In each of these cases, the bulk of new employment was projected in retail trade, services and government.

These three scenarios presented in Table O, Appendix V, are developed to summarize the projected demand for office, industrial and retail land in Tillamook County based on the supply within the City of Tillamook's Urban Growth Boundary, including the Port of Tillamook Bay's developable land.

In order to project office and industrial land absorption, twenty year employment forecasts were prepared at the County level, and applied to the scenarios. For each scenario, projected employment growth by Standard Industrial Classification (S.I.C.) was translated into square footage of office and industrial space, which was then converted into acreage absorption based on assumed coverage ratios.

### ***Estimating the Need for Commercial and Industrial Land***

For Tillamook, the 2010 population is 4,920. The area now developed with commercial uses totals 122 acres (from Appendix VI). Dividing that acreage by the population produces a ratio: 0.024 acres of commercial land per person. As described in Chapter 9 of this plan, we forecast Tillamook's population in 2030 to be 6,038, an increase of 1,118 people. By multiplying 1,118 people by 0.024 acres, we can estimate that Tillamook will need an additional 27.72 net acres of land for the commercial development expected to occur over the next two decades.

The same method is used here to estimate future need for industrial lands. Appendix VI shows that Tillamook currently has 110 acres of land now developed in industrial uses. Dividing that number by the city's 2010 population (4,920) yields a ratio of 0.022 acres of industrial land per person. Multiplying that ratio times the expected increase in population (1,118) provides an estimate of 24.60 net acres of additional land needed for industrial development over the next 20 years. These are estimates of net acres. They do not include area needed for public rights of way.

The second way to estimate need for industrial land is by using the Tillamook Commercial and Industrial Land Demand Analysis, done by consultants Hobson & Associates and David Evans and Associates in 1992. In this study, the large supply of industrial land owned by the Port of Tillamook Bay was taken into account for supply of industrial land available for development for the City. The study concluded that for the City, "Because of the large supply of industrial land owned by the Port of Tillamook, and the large 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). If a potential shortage of commercial land appeared to be eminent, the shortfall could be taken care of by zone changes from the more than ample industrial land supply within the UGB." With the demands recalculated to match the adjusted acreages, it appears that the City still has the capacity to accommodate all projected commercial and industrial growth. The lowest of all three scenarios will require approximately 64 acres necessary for commercial growth, and 51 acres necessary for industrial growth. The base scenario estimates approximately 141 acres needed for commercial growth and 76 acres for industrial growth. The highest of all three scenarios requires approximately 159 acres necessary for commercial growth, and 115 acres needed for industrial growth. We could use the highest scenario for an increased preparation for unanticipated future growth. But providing this large amount of land for commercial growth could lead to excessive cost of infrastructure and sprawl.

This will be discussed in more detail later in this chapter. Since the lowest scenario may seem the most appropriate in relationship to the other perspectives, for now we are going to utilize that scenarios for the comparison of estimates in Table 10-6.

A third approach to estimating commercial and industrial growth as described in Appendix VI was used in the 1982 Comprehensive Plan and reused with today's 2010 figures. Through this approach we examine the past and projected commercial and industrial employees to determine land demand. The commercial land demand will require 34 additional acres needed and the industrial land demand will require 31 additional acres needed by the year 2030.

Another collective perspective to estimate growth is simply multiplying Tillamook's percent of the total population of the County by the acreage demanded per year times 20 years. Here we assume that Tillamook would capture a proportional share of new industry. Table 9-7 shows Tillamook's 2000 population at 17.9% of the County's population. In Exhibit 4 from the Tillamook Commercial and Industrial Land Demand Analysis, a demand for 16 acres/year for commercial space is projected, and a demand for 14.5 acres/year for industrial space is projected. Therefore we can estimate Tillamook's need for commercial land and industrial land over the next 20 years with this formula:

Commercial Land Demand:

$$17.9\% \times 16 \text{ acres/year} \times 20 \text{ years} = \underline{57 \text{ acres}}$$

Industrial Land Demand:

$$17.9\% \times 14.5 \text{ acres/year} \times 20 \text{ years} = \underline{52 \text{ acres}}$$

These simple calculations produce only rough estimates of Tillamook's need for commercial and industrial land. Given the limitations of the methodology, the estimates for the need for commercial land, 64 acres, 57 acres, 34 acres and 20 acres, span a wide range. Additionally the estimates for the need for industrial land, 18 acres, 40 acres, 51 acres and 52 acres also seem to cover a large area from each other.

**The above calculations indicate that Tillamook will need approximately 20 to 64 acres of commercial land and approximately 18 to 52 acres of industrial land during the next two decades.** Does it have enough vacant buildable land to meet those needs? The answer to that question, based on data from the Analysis and general tax lot data in Tables 7, 8, and 9 of Appendix VI, is yes.

Tillamook's inventory of vacant and buildable land for commercial development totals approximately 225 net acres (Appendix VI, Land Needs and Supply Inventory, Tables 7 and 8): 70 acres inside the current City Limits, and 155 acres in the Urban Growth Area. These figures include the allowance of commercial uses in the Commercial Zone Districts, Multiple Use Residential Zone District and the Industrial Zone Districts.

Tables 7, 8 and 9 of Land Needs and Supply Inventory show Tillamook's inventory of vacant and buildable industrial land to be 68 net acres plus an additional 1,000 net acres on the Port of Tillamook Bay available for industrial development.

Results of the above calculations regarding need for and supply of commercial and industrial land are summarized in the following table. In the following table, it appears that even if the numbers from high growth scenario of the 1992 Tillamook Commercial and Industrial Land Demand Analysis, done by consultants Hobson & Associates and David Evans and Associates were applied here, the amount of land available for development and redevelopment in Tillamook would meet the high growth demand.

<b>Table 11-6: Buildable Land for Commercial and Industrial Uses</b>			
Type of Land	Net Acres in Current City Limits	Net Acres in Urban Growth Area	Total Net Acres
Amount of commercial land needed (per commercial land/population method)			<u>27.72</u>
Amount of commercial land needed (per consultant analysis w/low growth)			<u>64.00</u>
Amount of commercial land needed (per employee projection)			<u>34.00</u>
Amount of commercial land needed (per city pop./commercial acreage method)			<u>57.28</u>
<b>Amount of commercial land available</b>	<b>70.00</b>	<b>155.00</b>	<b>225.00</b>
<b>Amount of industrial land needed</b>			
Amount of industrial land needed (per industrial land/population method)			<u>24.60</u>
Amount of industrial land needed (per consultant analysis w/low growth)			<u>51.00</u>
Amount of industrial land needed (per employee projection)			<u>31.00</u>
Amount of industrial land needed (per city pop./industrial acreage method)			<u>51.91</u>
<b>Amount of industrial land available in City (Columns 1 &amp; 2), and Amount of industrial land available at Port of Tillamook Bay (Column 3)</b>	<b>6.18</b>	<b>62.32</b>	<b>1,068.50</b>

### **Business Relocation from 101 North Floodway**

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’.

Tax assessor maps were used as a base for identifying the subject properties in the City for the study. A color coding system was used on the maps and each tax lot identified as vacant or redevelopable was denoted with a distinct color (green for vacant parcels, red for redevelopable parcels). The City Zoning Map was used to identify the location of commercial and industrial lands in the City and areas the businesses could relocate to.

Vacant and potentially redevelopable lands were identified by making observations from a vehicle on a block-by-block, parcel-by-parcel basis.

The area within the Floodway and City Limits was identified both in terms of total acreage for each of the properties that potentially could be relocated, and accumulated acreage combining each of the buildings that could be relocated. Parking requirements should be calculated on a case-by-case basis because of the different commercial uses on each of the properties and each of the parking districts located in the areas where the businesses could be relocated.

In 2009, JOHNSON REID, along with OTAK, INC., THE BENKENDORF ASSOCIATES, CORP., and VLG CONSULTING were retained by the City of Tillamook via the State of Oregon Community Solutions project funding program to study 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:

- 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
- The potential for the City of Tillamook and its community development partners to utilize vacated lands within flood-prone areas in such a manner that enhances the community.

In the course of the study the Project Team, with City coordination and support, identified four potential “receiving sites” that could reasonably accommodate candidate businesses seeking a new location out of flood-prone areas. The four sites were analyzed for feasible uses, commercial viability, (re)development suitability and feasibility, and likelihood for success. These sites are:

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. Right-of-way would replace the Mar Clair Inn and nearby commercial/restaurant improvements. The significant change in improvements near this key intersection would likely afford new potential for several different businesses at this key, highly traveled and visible intersection.

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.

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.

Given completed analysis, 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.

### **Existing Land Uses in the 101 North Floodway**

There are approximately twenty-one (21) flood prone businesses and four (4) flood prone houses located in this 101 North area. Eight (8) of these businesses are restaurants (three (3) drive-thru restaurants and the remaining five (5) sit-down restaurants), and the other thirteen (13) are other commercial retail, such as automobile dealerships, auto parts stores, agricultural sales stores, fireplace/mechanical equipment stores, hardware stores, trade stores, and commercial services, such as repair shops, real estate offices, and auto services. Businesses and homes that have already relocated or elevated themselves, or properties and buildings that are vacant, 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. Additionally, 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.

### **Conclusion**

The above analysis shows that Tillamook has an adequate amount of land planned and zoned for commercial and industrial development for the next twenty years. This includes future development as well as business relocation from certain areas of town (see Appendix Y). The total also could accommodate the necessary acreage needed to

relocate the twenty-one flood-prone properties identified, and far exceeds the necessary 9 acres needed to relocate business structures identified, as is reported in Appendix Y.

It is important to ensure that the right types of land, in terms of lot size, location, services, etc., are available. Generally, the vacant lands in Tillamook's inventory are well suited for commercial and industrial development, but several key parcels have some problems. For example, the large commercial parcel in the Urban Growth Area east of town has good exposure to Highway 6 but access to the highway is limited. The large industrial parcel in the Urban Growth Area east-southeast of town has ample room for large developments, but limited access to roadways, limited exposure to the major transportation routes, and challenges for infrastructure availability.

Several 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. This is essentially a choice between quantity and quality of buildable land.

To put it another way, do planning and zoning a large quantity of sites for commercial and industrial use, or by focusing the City's attention on the quality of key sites for development better serve Tillamook's economy? 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.

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 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 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.

## **Goal, Objectives, Policies, and Implementing Procedures for 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.

### ***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 a marketing program to promote tourism and to advertise Tillamook’s historical significance.
- Develop a marketing program 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.

### ***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.

**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.
- 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) shall be monitored to identify when it 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:

- a. Increased employment sources, investment and tax revenues of existing and new business activities.
- b. Eliminate the problems of conflicting uses by providing adequate space for highway related uses not suitable for location in other areas of the City.
- c. Maintaining and increasing tourist trade revenues.

- d. Providing a social focal point such as a highway rest/wayside in conjunction with Chamber of Commerce informational activities.
- e. Providing additional land area for location and expansion of new and existing businesses.
- f. Centralized Highway Commercial uses to maximize energy conservation techniques and minimize travel time.
- g. Provide for possible location of a Retreat Center complex.

**Policy E-38:** 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-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.

**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 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.

### ***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, 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.

**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 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.

### ***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 civic local and business groups and local government that will enhance a welcoming environment and a more visual pleasing downtown through a recognition / reward program and nuisance ordinances.
- 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 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 and Chamber of Commerce 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.

**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.

**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.

### **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.

**Policy E-52:** The City shall promote and encourage greater use of Port of Tillamook Bay for industrial uses.

**Policy E-53:** The City shall participate in a countywide economic development program to recruit industry appropriate for the area.

**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.

**Policy E-55:** The City shall work with Tillamook County to protect and support the agricultural lands that surround Tillamook for commercial agricultural production.

### **Implementing Procedures for E-55**

- Encourage 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.

## *Chapter 12: Housing (State Goal 10)*

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This chapter has five sections, dealing with these aspects of housing in Tillamook:

- The current supply of housing;
- The current supply of vacant, buildable land for new housing;
- The number and types of new dwelling units that will be needed by 2030;
- The amount of buildable land needed to meet Tillamook's needs for new housing;
- Strategies for Tillamook to ensure an adequate supply of buildable land and housing.

### **Tillamook's Current Supply of Housing**

This chapter's information on current housing stock comes from reports from the Portland State University (PSU) Center for Population Research and Census for the years 1990, 2000 and 2010.

Key tables from the 2000 PSU census are reproduced in Appendix W. They provide considerable detail on Tillamook's housing stock and household characteristics.

Tillamook's 2010 housing stock consists of some 2,248 dwelling units inside the City Limits. A majority of these units - approximately 64% - are detached single-family dwellings (site-built homes and manufactured homes) on individual lots. 8% are duplex and attached dwellings. Twenty-six percent (approximately 26%) are multifamily (attached single-family, apartments, duplexes, etc.). The rest are mobile homes in parks. Outside of the City Limits, but inside the Urban Growth Boundary, the Urban Growth Area, the residential mix is 53% single-family, 37% multi-family, and 10% mobile home.

Reviewing past trends, in 1980 the residential mix within the City limits included 70% single-family, 3% duplex, 26% multi-family dwelling units, and 1% mobile homes. Outside the City limits but within the Urban Growth Boundary, in 1980, the residential mix included 75% single-family, 12% multi-family and 13% mobile home dwelling units. Additionally, in 1970 the residential mix within the City Limits included 77% single-family, 3% duplex, 19% multi-family, and 1% mobile homes. It appears that there has been a slight shift in the overall composition of housing type over the past 30 years between the number of single-family dwellings, and the number of multi-family dwellings and mobile homes. This is especially apparent in the UGA.

The split between owner-occupied and renter-occupied today is about 47/53. About 53% of the occupied dwelling units are owner-occupied. The other 47 % are renter-occupied. Again looking at figures from 1980, the number of renter-occupied houses has decreased from 60% while the owner-occupied housing has slightly increased from 40%.

Another factor to examine is that in 2000 just over seven percent (7.7%) of Tillamook's renter-occupied dwelling units were vacant and 2.5% of Tillamook's owner-occupied

dwelling units were vacant. When these percentages are compared to the 1980 figures, of 2.4% and 3.3% respectively, the vacancy rates have increased.

### **Tillamook's Housing Characteristics and Quality of Homes**

A large percentage of the housing stock, particularly those within or near to the center of town, is 50 years old or older. This situation combined with the relatively slow growth of new housing has contributed to a less than desirable housing situation. In 1988 a study presented the percentage of housing that is standard and that that is substandard within the City Limits. According to this study, approximately 43% of the housing stock within the City remains standard, and approximately 57% of the housing within the City Limits is substandard. Approximately 78% of the substandard houses have the potential to be rehabilitated. The remaining 22% appear to be beyond rehabilitation and require demolition for reuse.

**TABLE 11-1: CITY OF TILLAMOOK CONDITION OF HOUSING SUMMARY**

<u>Classification</u>	<u>No. of Units</u>	<u>% of Total</u>
A	137	11.6
B	360	30.48
C	525	44.46
D	146	12.36

In general "A" and "B" structures are essentially standard with "B" structures having some minor deficiencies. "C" and "D" structures are sub-standard, however, rehabilitation of many "C" structures may be possible. "A" housing represents most new homes and "B" homes have only minor problems associated with updated building or electrical codes.

Every community must insure that adequate housing at appropriate costs is available to those desiring to live within the City. This section addresses the provision of such housing and delineates policies affecting single and multi-family dwellings, mobile homes and housing programs.

### **Tillamook's Income Characteristics**

From the 2010 Census, a clear picture of the population of Tillamook City has emerged to provide further detail for the local housing needs. The state of the economy, both locally and nationally, has a direct impact on the options available to the Tillamook consumer.

These constraints on the local consumer are made manifest through the median household income of \$29,575.00 for City residents. The Department of Housing and Urban Development has established a standard for measuring a household incomes ability to provide shelter. This standard generally states that households with less than 80% of median income are in need of housing assistance. Eighty percent of \$29,575.00 is \$23,660.00 per month. In 2010 approximately 44% of the households in Tillamook fell below \$23,900.00 per month income, thus, according to the Federal criterion, a large number of City households would qualify for housing assistance.

Therefore it has become apparent that the role of rental housing needs to be assessed as a possible alternative to the housing needs of the local consumer faced with a limited income. The forms of rental housing considered most important here are duplex and multi-family units. This form of housing will likely continue to remain an important component of the Tillamook housing stock, while financing for owner-occupied units remains high, especially for young couples and single households.

Further confirmation of this trend is provided by US Census information, which shows a 37.2% rise in renter-occupied housing from 1970 - 1980, a 12.2% rise from 1980 to 1990, and a 4% rise from 1990 to 2000 (approximately 17.8% overall); and a decline of 5.7% in owner-occupied units from 1970 - 1980, 9% from 1980 to 1990, 3% from 1990 to 2000, (approximately 5.9% overall).

### **Density Standards**

Density standards are critical in relating the number of dwelling units to an acre of land. These standards will vary according to the housing type (i.e. single-family, duplex, multiple-family) and are a function of the safety, public health and aesthetic values adopted by the local community.

Minimum lot area has proven to be the major criterion in arriving at density standards in the housing projection for Tillamook, particularly for single-family and duplexes. This method provides for adequate control of setback, lot depth, width and area and the percent coverage of the lot by the building. For multiple family developments, the City deviated slightly from the minimum lot area method. Tillamook's average density is 7.05 units per acre.

Data from the census are summarized in the tables in Appendix XXIX, and support the following conclusions about Tillamook's housing stock and households:

- The predominant type of housing is low-density, single-family residential.
- During the last decade, that general pattern of low-density residential development changed little. But the mix of housing types changed significantly: the number of manufactured homes almost doubled, while the number of site-built homes remained about the same.
- Tillamook's housing stock is older than the housing in many communities. The 2000 Census reports that approximately 62 percent of Tillamook's housing stock was built before 1960. The comparable statewide figure is 30.8 percent. However, the number of units rated as "substandard" in Tillamook by the census is small.
- A majority (approximately 68 percent) of Tillamook householders moved into housing units in the 1990's, with a greater share of this percentage moving in the late 1990's (1995 - 1999).

- Tillamook’s occupied dwelling units have a median value of \$167,384 (up from the 2000 figure of \$98,300). Nationwide, the median value is \$257,400.
- Construction of new dwellings in Tillamook has outpaced population growth. From 1990 to 2000, the number of dwelling units increased by about 9 percent, and 2000 to 2010 by about 3 percent, while the city’s population increased by about half that much. The vacancy rate has increased from 3 percent to approximately 6 percent to around 7 percent (a dramatic increase). These changes tend to (in theory) make housing more affordable.
- A small fraction of Tillamook’s homeowners (13.3 percent) pay more than a third of their income for housing. However a larger fraction of renters (35.7 percent) pay 35 percent or more of their household income for shelter. Statewide, 17.5 percent of homeowners and 32.2 percent of renters pay 35 percent or more of their household income for housing.
- Tillamook’s population has a small proportion of elderly persons (15 percent over 62 years or older), however that proportion is likely to increase in the next 10 years. In Tillamook, only 13.7 percent of household residents are 65 years or older. Statewide, the comparable figure is 20.9 percent.

### **Tillamook’s Current Supply of Buildable Lands**

Oregon’s Statewide Planning Goal 10, *Housing*, requires each city to plan and zone enough vacant *buildable lands* to meet its needs for new residential development. The goal defines buildable lands as “lands in urban and urbanizable areas that are suitable, available and necessary for residential use.” The basic idea underlying the concept of buildable lands is that the **quality** of vacant lands planned for residential development is just as important as the **quantity**. Cities must ensure that land planned for housing has the topographic features, location, access, and public services necessary for housing to actually be built there.

Planners call the detailed description of a city’s vacant land planned for residential development a “buildable lands inventory.” The City completed such an inventory for the City of Tillamook in 2008. It is attached to this plan as Appendix XXX, an element of the plan.

In analyzing vacant lands that might be suitable for residential development, a city must consider environmental constraints such as wetlands and slopes. Lots that are too wet or too steep for development are excluded from the inventory. Likewise, “landlocked” parcels with no access to public streets, and lots that cannot be readily served with essential public facilities and services are not counted as buildable. By subtracting the acreage not suitable for development from the total area of vacant land planned for residential development, we reach a “bottom line” figure: total acres of “net buildable land.”

**Tillamook’s net buildable land supply for new residential development totals approximately 145 acres.** The buildable lands inventory, Table 7 and 8, Appendix V, indicates that the city has about 51 acres of net buildable land for residential development within the current city limits, while the Urban Growth Area contains an additional 94 acres. Potentially additional residential growth could also locate in the commercial zone districts. If this commercially zoned land was utilized for residential uses that are secondary to the commercial uses, the City has an additional 45 acres of buildable land for residential development in a mixed use environment.

This buildable land is planned and zoned for both low-density and medium-density residential development. This includes the R-7.5, Single-Family Residential, R-5.0, Single-Family and Duplex Residential, and R-0, Multiple Use Residential zone districts. Residential growth in the commercially zoned districts could include the C-C, Central Commercial, C-N, Neighborhood Commercial, and C-H, Highway Commercial zone districts. The R-7.5 zoning specifies a minimum lot size of 7,500 square feet, which yields a maximum gross density of **5.8** units per acre. The minimum lot size in the R-5.0 zone district is 5,000 square feet, which yields a maximum gross density of **8.7** units per acre. The R-0, C-C, C-N, and C-H zone districts specify a minimum lot size of 1,452 square feet, which yields a maximum gross density of **30** units per acre.

There are approximately 30 acres of land adjacent to the downtown area (east and west) that are planned and zoned R-5.0, for low-density residential development (single-family, duplexes, triplexes, and fourplexes). However, these R-5.0 lands are almost entirely developed and thus can be developed with infill development and are difficult to consider in general vacant or buildable except on a lot-by-lot basis.

### **Amounts and Types of Housing Tillamook Will Need to 2030 (Housing Needs Analysis)**

Another important concept from the statewide planning goal on housing (Goal 10) is that of *needed housing*. The goal defines that as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.”

The idea underlying this important definition is that a community must plan and zone for the proper mix of housing types needed there. For example, a rapidly growing university town is likely to need many multifamily units. A “bedroom community” with a high proportion of elderly people might need to plan and zone a large proportion of its buildable lands for manufactured home parks. Most cities, including Tillamook, need buildable land for four main types of needed housing: detached single-family dwellings, multifamily housing, manufactured homes, and government-assisted housing.

To estimate how many units of each housing type will be needed, each city in Oregon conducts a “housing needs analysis.” For its analysis, the City of Tillamook used as its guide the procedures set forth in ORS 197.296 and the Department of Land Conservation and Development’s handbook on that law, *Planning for Residential Growth* (June 1997).

ORS 197.296 authorizes DLCD to waive most provisions of that statute for small cities. Tillamook is among the cities granted such a waiver. The city thus is not obligated to comply with the statute but did use it as a guide for this analysis.

A city's need for housing derives from a variety of factors, such as population growth and current supply of housing. Those factors are evaluated below. The evaluation provides a basis for forecasting Tillamook's housing needs to the year 2030.

**Projected Growth:** As noted in Chapter 9, the city forecasts a population of 6,038 people in 2030, an increase of 1,103 persons over the city's population in 2010. We forecast that all these additional persons will live in households, and that the number of persons living in group quarters will remain the same. The number living in group quarters is not likely to change unless an existing group facility such as the Kilchis House, Five Rivers, or Sheridan Square is expanded or a new group facility is built. The last plans and construction of a group facility for senior living were made in 2003. The City is not aware of further plans for expansion of these existing facilities or construction of additional facilities.

**Conventional Housing Programs:** As the cost of land and housing continues to rise and building materials and energy supplies become relatively scarce, the existing housing stock represents greater resource to the City and the people of Tillamook. Preservation of current housing is essential if decent, affordable housing is to be available in the future.

**Subsidized Housing Programs:** Currently several subsidized housing programs are in operation in the Tillamook area.

A housing study conducted in 1978 indicates that approximately one-third of the households in Tillamook County pay more than twenty-five percent of their income on housing.

It is a generally accepted standard that households paying more than twenty-five percent of their income on housing are paying more than they can afford.

**Household Size:** Based on the data cited earlier in this chapter, we forecast an average household size of 3 persons per unit. In the year 2000, the statewide average was nearly identical: 2.51 persons. The City of Tillamook's was 2.46 in 2000, having declined from 2.89 in 1990.

This general statewide trend towards a smaller household size is also to be found in Tillamook. Smaller families, more single parent households, and a growing percentage of seniors within the general population will lead to an increased demand for housing without necessarily increasing population. One-person households have grown from 23% of the average household size in 1970 to 31% in 1980, with an accompanying decline in the four plus person households of 30% to 22% for the same respective period.

The State Housing Division estimates a stabilization of household size of approximately 2.45 and believes this trend will hold for the duration of the planning period. This phenomenon also has ramifications for the types of dwelling units that will be in demand for the next twenty years. Smaller single-family attached and detached dwellings, multiple-family, duplex and mobile homes will diminish the predominance previously enjoyed by the larger single-family detached dwelling designed for large families.

In the near future Tillamook's average household size will decline as the community's population ages, household size generally decreases, and Tillamook's population continues to age. Indeed, a significant part of the community's growth in recent years seems to be retirees moving from rural farms to retirement homes in the city.

**Housing Mix:** It is apparent from the above information that Tillamook needs more housing of all types. In particular, it needs affordable units suitable for an aging population, and one person households. This suggests that demand for manufactured homes, on individual lots or in parks, will continue to increase, as it did from 1990 to 2000.

The mix in 2000 was 60.5 percent site-built single-family dwellings; 16.6 percent multifamily dwellings; and 22.5 percent manufactured homes. By the year 2030, we estimate that the city's mix of housing types will come to be 55 percent site-built single-family dwellings, 15 percent multifamily, and 30 percent manufactured homes. We estimate that one-third of the manufactured homes will be sited in parks and two-thirds will be placed on individual lots (approximately the same distribution that exists now).

The rationale for the ratio of land allocated for single family and multi-family development is based on analysis of housing costs, a housing survey conducted in 1978, overall population growth needs, suitability of land areas for the housing types, and balancing these issues with other community goals. Buildable lands for residential use are those lands that are undeveloped and given low-density residential or medium density residential land use designations in the plan.

**Redevelopment and Demolitions:** Not all new housing is built on vacant land. Older homes sometimes are remodeled or replaced to create more or better dwelling units. This is "redevelopment." It often is an important factor in planning for needed housing types in larger, fast-growing cities. Large, older homes on valuable land in inner cities may be replaced by multifamily housing with higher densities, thereby increasing the number of dwelling units. Conversely, demolitions may be significant in older cities with declining populations and stagnant economies. In Tillamook, however, neither redevelopment nor demolitions are likely to be significant in planning for needed housing, for **a couple of** reason(s).

First, Tillamook's housing is predominantly single-family detached homes on individual lots. A big shift to multifamily housing is unlikely. As a result, much of the redevelopment is likely to consist of dilapidated individual older houses being razed and

replaced by a newer site-built dwelling or manufactured home. The number of dwelling units thus would remain unchanged: redevelopments and demolitions will cancel each other out.

Second, the City lacks objective data on redevelopment and demolitions that might be used to predict the future. Right now, any forecasts on these topics would be little more than guesswork.

Areas in the older portions of the City that consist of large amounts of deteriorating homes might be considered an exception to the above reasoning. Such areas exist adjacent to the downtown. These sites are generally level, close to all the shopping amenities, and fully served with water, sewers, and other infrastructure. Many of these properties are currently planned and zoned for low-density residential use. It is, however, a likely place for redevelopment that could be beneficial to the community in the future, perhaps as a site(s) for a large number of units of multifamily housing. An evaluation for redevelopment and to rezone the properties for medium-density residential use therefore should be considered.

Housing rehabilitation can be accomplished best by the institution of an active housing rehabilitation program. Recently, the greatest deterrents to home rehabilitation have been the lack of adequate financing and the lack of knowledge about the financing that is available. Special efforts will have to be made to insure that families with low to moderate incomes can take advantage of the available rehabilitation resources.

**Vacancy Rate:** At any particular point in time a certain number of dwelling units will be available for purchase or rent within the community. This is a desirable situation from the standpoint of insuring a range of housing opportunities for those consumers who desire to avail themselves to a home or rental purchase. The U.S. Census shows a vacancy rate in the City of approximately 9 percent (up from 6% in 2000).

Using the above forecasts and assumptions, we calculate Tillamook's need for additional units of housing to the year 2030 as follows:

**Total New Housing Units Needed: 83**

To identify this number of new housing units needed by the year 2030, the City has utilized the Housing Needs Analysis Equation presented in the State Department of Land Conservation and Development workbook publication, "Planning for Residential Growth"

For 2030, the Total projected population is 6,038, an increase of 1,103 persons. The total projected population then is divided by the average household size of 2.46. This amount equals 2,455 housing units needed by 2030 for 6,038 people. From this amount the current number of housing units, according to the 2010 U.S. Census is 2,248 housing units, is subtracted from the 2,455 housing units needed, leaving 207 units needed. To examine the amount of units needed in 20 years further, we can look at the U.S. Census 9.4% vacancy rate of the 2,248 units existing today. This vacancy rate increases the units

available by approximately 211 units and therefore creates a surplus in the number of units available.

Understand that these numbers only reflect the housing inside the City Limits and do not reflect the approximately 240 housing units in the Urban Growth Area.

### **Estimating Tillamook’s Need for Buildable Land**

The city, of course, cannot create the **83** housing units it expects to be needed over the next 20 years: the private market will determine just how many units get built. But the city can strongly encourage the development of new housing stock by planning and zoning an adequate supply of buildable land.

The amount of land needed will depend on density of development. For example, if all **83** of units needed were built at a low density of 6 units per acre, they would use around **14** acres of buildable land. In contrast, if all the new units were in townhouses, apartments or condominiums at 30 units per acre, they would use only **3** acres.

Those hypothetical examples show why it is more costly to provide public services and utilities to low-density development: it would be much more expensive for Tillamook to extend public streets, sewers, police, fire protection, and other services to **83** dwellings spread over **14** acres than to serve the same number of units on **3** acres. Private costs of development and maintenance also are affected by density. The general rule is this: the lower the density, the higher the costs of developing and maintaining the dwellings there.

But costs are not the only factor in determining density of development. Consumer preferences greatly influence density, and in the smaller communities and rural areas of the west, there is strong demand for large lots and low densities. We predict that such demand will continue in Tillamook but that it will be moderated by two factors: an aging population seeking smaller housing units, and significant increases in the costs of public services such as water.

In Tillamook today, average density of development within the current city limits is about 7.05 units per acre. That’s “net density”: it doesn’t include land needed for public facilities such as streets and sidewalks. Typically, such facilities take about 25 percent of the land in a conventional subdivision. Tillamook’s gross density thus is about 5.3 units per acre. That density varies from a high of about twenty units per acre in areas with multifamily housing complexes to a low of four or five units per acre on very large lots.

In the Urban Growth Area (UGA) (land between current city limits and the Urban Growth Boundary), densities are much lower because the area currently lacks urban services. There are about 240 dwelling units in the Urban Growth Area. We assume that areas annexed to the city in the future will receive urban services and develop at densities like those now found within Tillamook’s city limits.

Density of development varies, of course, with type of housing unit, and the zoning designation of the property. Based on the data presented earlier in this chapter, we

forecast densities as shown in Appendix V and we calculate Tillamook's need for buildable land accordingly.

It would appear that Tillamook has plenty of land to meet the overall needs described in Tables 4, 7 and 8 in Appendix VI: the city's supply of net buildable land for new residential development totals approximately 190 acres: 96 acres within the current City Limits (including commercially zoned properties) and 94 acres in the Urban Growth Area. Of these available acres, 157 acres are allocated for medium-density residential development and 33 acres are allocated for low-density residential development. At these densities, Tillamook has ample buildable land for housing in general and this includes sufficient land to meet its needs for multifamily development. So if the projected rate for the amount of single-family detached dwellings is around 70% of the total new households needed and the amount of multiple-family dwellings is around 30% of the total new households needed, the amount of land needed for the projected 83 dwellings would be 58 single-family units occupying between 9 and 10 acres, and 25 multiple family units occupying approximately 1 - 2 acres, which again, is well within the amount of land the City has allocated and zoned for residential development.

The ratios and acreages of residential dwellings complete with the open space, transportation alternatives, public facilities, and immediate recreation opportunities provide livability in Tillamook that surpasses that of many other areas in the State. Much of this could be discounted, if adequate economic opportunities are not provided within the Tillamook area.

### **Planning for Future Residential Development**

It appears that with the current amount of land there is an adequate supply of land in the City of Tillamook for housing the expected increase in population for the next twenty years. In this brief overview of the new housing units needed for future residential development, the City has not looked closely at infill and redevelopable land. A formal housing needs assessment will be required to identify all aspects of the need for buildable land. Tillamook will employ the following goal, objectives, policies, and implementing procedures for housing.

### **Goal, Objectives, Policies, and Implementing Strategies for Housing**

#### **Goal for Housing:**

**"To provide for the housing needs of all citizens of the City."**

**Objective No.1 for Housing:** To establish residential areas that are safe, convenient, healthful and attractive places to live.

#### **Policies for Objective No.1 for Housing**

**Policy E-57:** The City shall protect residential areas from encroachment of incompatible uses.

**Policy E-58:** The primary areas for new low-density residential development are east of the POTB Railroad Right-of-way.

**Policy E-59:** The primary areas for new multiple-use residential development are as follows:

East of the railroad tracks and,

- (a) In the 'vicinity of Evergreen Drive and Third Street,
- (b) In an area north of Fairview Road and east of Olson Road,
- (c) Between Evergreen Drive and Marolf Loop Road running along the south U.G.B. line north of Marolf Loop Road (12<sup>th</sup> Street).
- (d) In an area south of Brookfield Avenue, east of Marolf Loop Road,
- (e) In the area on Third Street in the vicinity of the Tillamook County General Hospital,
- (f) In the areas near parks and playgrounds, multi-residential development should be considered,
- (g) In the residential areas surrounding the Downtown Commercial Zone, multi-residential development should be considered,

**Objective No.2 for Housing:** To plan for, provide and maintain an adequate supply of sound, affordable housing within the income level of the community, with a variety of dwelling types, such as single and multi-family dwellings, mobile homes, modular homes, in desirable locations, and a variety of densities, including compact residential development, adequate to insure meeting the housing need for a population increase within the City of Tillamook.

### **Policies for Objective No.2 for Housing**

**Policy E-60:** The City encourages a wide range of housing types varying in size and price ranges so that all who desire to live in Tillamook will be accommodated, including adequate housing and care for special needs citizens.

### **Implementing Procedures for Policy E-60**

- Provide special housing needs which may involve medical treatment.
- Inventory and redefine special-need housing for the next decade.

**Policy E-61:** The City shall support the efficient use of lands within the residential zones.

**Policy E-62:** Development on existing small lots (infill) is encouraged.

### **Implementing Procedures for Policies E-62 and 11-6**

- Establish Land Use Zone to permit higher densities and smaller square foot ratios (smaller houses).
- Zone for compact development near parks and playgrounds.

**Policy E-63:** In low-density residential areas, developments on a mixture of 3,750, 5,000, and 7,500 square foot lots are encouraged. In the lowest density zone, an average minimum lot size of 7,500 feet is expected.

**Policy E-64:** In the lowest density zone, single new subdivision lot sizes may be as small as 3,750 square feet.

**Policy E-65:** Duplexes and single-family attached dwellings are permitted outright in low-density residential areas.

**Policy E-66:** Multi-family residential structures are permitted in medium density residential areas.

**Policy E-67:** The medium density residential designation shall include offices as a conditional use.

**Policy E-68:** Lot sizes smaller than 3,750 square feet are allowed in the medium density residential zone.

**Policy E-69:** Plan and zone a supply of vacant buildable land adequate to meet the community's needs for housing to 2030 as described in this chapter.

**Policy E-70:** Ensure that all ordinance standards and procedures for reviewing applications for permits for needed housing types are clear and objective.

**Policy E-71:** The City shall provide for and encourage development of apartments, duplexes, and other forms of multifamily housing in areas of the city planned and zoned for medium-density residential development.

**Policy E-72:** The City shall provide for and encourage development of manufactured home parks and manufactured homes on individual sites in areas planned and zoned for such residential development.

**Policy E-73:** The City shall provide for and maintain public facilities, services, and access necessary for residential development of vacant buildable land.

**Policy E-74:** The City shall ensure that all costs of providing public facilities and services to new residential development are borne by those who will build or buy the new dwellings.

**Policy E-75:** The City shall encourage development of new housing in areas where public facilities and services can be provided in the most cost-effective way.

**Policy E-76:** The City will implement quality elements of compact residential development.

**Policy E-77:** Garages are set back to the rear of residential lot or alley side of the property.

**Policy E-78:** The City encourages houses that occupy small lots clustered around public spaces such as parks or playgrounds. Innovative design and development techniques are also encouraged.

**Policy E-79:** Planned unit developments are encouraged to afford a degree of flexibility not permitted by traditional site planning.

**Policy E-80:** Flexibility in access and lot size and configuration is encouraged to allow full development potentials for land areas.

**Policy E-81:** New housing construction, especially multi-family, shall include outdoor landscaping and other amenities.

**Objective No.3 for Housing: To rehabilitate and improve existing sub-standard housing, including unimproved streets.**

### **Policies for Objective No.2 for Housing**

**Policy E-83:** Manufactured Homes are permitted to locate on individual lots in all zones that permit single-family housing (according to ORS 197.307).

**Policy E-84:** Programs for the maintenance, conservation and rehabilitation of existing residential areas and housing stock within the community are encouraged. The City shall support the Northwest Oregon Housing Authority in its work with low-income people.

### **Implementing Procedures for Policy E-84**

- Promote rehabilitation and weatherization programs to help preserve Tillamook's current housing stock.

**Policy E-85:** Tillamook encourages the use of the following programs in order to meet the needs of its citizens.

-Department of Housing and Urban Development

1. Subsidy to homeowners
2. Subsidy to renters
3. Rent supplement program
4. Housing rehabilitation and weatherization funds

-Farmers Home Administration

1. Homeowners and renters programs

**Policy E-86:** The City discourages the concentration of low-income housing in any one area of the city.

**Policy E-87:** The City allows for the conversion of older homes into apartments where larger homes can no longer be reasonably maintained as single-family residences.

**Policy E-88:** The City promotes energy-efficient housing.

**Policy E-89:** The City encourages redevelopment of the deteriorated properties adjacent to downtown for multifamily housing by changing the current plan and zoning map designations for that property from Low-Density Residential use to Medium-Density (R-0) Residential.

### **Implementing Procedures for Policy E-89**

- Develop ordinance provisions to facilitate redevelopment in the residential zones immediately east and west of the downtown commercial zone.
- Create Compact Residential Development Overlay in a manner that provides for multiple housing types (square footages) available for different markets (e.g., low-income, special needs).

# **SECTION F: REVISIONS AND IMPLEMENTATION**



## *Chapter 13: Revising the Plan*

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The Tillamook City Comprehensive Plan is not a static document – not a one-time guide for the development of the community. Nor should it be perceived as filler of shelf space. It is, rather, a dynamic instrument capable of change to meet the needs of the community. The Comprehensive Plan and implementation measures (Objectives, Policies and Implementing Procedures) will be reviewed and revised when public needs, community needs and desires change and when development occurs at a different rate than contemplated by the plan.

This current version of the Comprehensive Plan presents a more understandable version to the reader covering a wide variety of topics that share one thing in common: they are forces and factors that determine how our community will grow and develop. It is also intended to facilitate subsequent amendments in the near future by providing a segmented format that can be addressed piece by piece.

Changes in population, state law, land use, and other areas are inevitable. As a result, the City of Tillamook will have to revise its plan from time to time. There are two types of revisions that can be made: **minor** revisions, or **major** revisions. For this plan, **minor revisions** include changes in the Plan that do not have significant effect beyond the immediate area of the change, such as Plan amendments that usually involve only a few properties or one or two strategies in the Plan, updated inventory, and changes to other factual base information in the Plan. **Major revisions** include an overhaul of the entire Plan resulting in widespread and significant impact beyond an immediate local area, isolated property and minor changes to the Comprehensive Plan. Major revisions include zone changes and the Periodic Review.

The purpose of this section is to ensure that the City of Tillamook Comprehensive Plan is responsive to changing conditions and trends, that opportunities for citizen and agency involvement in the planning process are provided, and that there is adequate factual information for all land use decisions and actions.

It is difficult to accurately project growth, land use need, and changing economic conditions for any period of time. While continuity is a strength of comprehensive planning, the ability to adapt to changing needs and conditions is a necessity. The City of Tillamook Comprehensive Plan must achieve a balance between offering flexibility and maintaining a degree of permanence and reliability.

The following policies will be followed when making revisions to the Comprehensive Plan.

## ***Policies for Revising the Plan***

**Policy F-1:** The Comprehensive Plan shall be reviewed and any necessary **minor** revisions made at least every two years, after a report from the Planning Commission public statement is issued on whether any **minor** revisions are needed. The review will begin with re-examination of the base data, and problem areas and continue through the same basic phases as the initial preparation of the plan and implementation measures. A report from the Planning Commission for the minor revisions should include, at a minimum the following items:

- a. A general review of the factual base (Inventory);
- b. An evaluation of the effectiveness of plan policies and implementing measures in meeting community goals and objectives; and
- c. Recommended amendments, if any, to the Plan and/or implementing measures.

Following approval of the minor revisions, ordinances, the capital improvements program, and other plan implementation measures will be revised to support changes in the Plan.

**Policy F-2: Major** revision to the Comprehensive Plan, resulting in widespread and significant impact beyond an immediate local area, isolated property and minor changes to the Comprehensive Plan, may be made at any time. Such revisions may be initiated by the City Council, Planning Commission, or by any individual, agency, or firm. Special studies or other information will be required as the factual basis to support the change. The public need and justification for change must be established by the applicant.

**Policy F-3:** 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. The City may consider such a revision either major or minor.

**Policy F-4:** Plan amendments may be initiated by:

- a. City Council or Planning Commission.
- b. An individual or organization by application.

All Comprehensive Plan amendments shall be considered at public hearings before the Planning Commission and City Council in accordance with state law, City Charter, and appropriate City ordinances.

**Policy F-5:** Proposed revisions, either major or minor, or otherwise initiated, shall be reviewed in public hearings held by the Planning Commission and City Council and shall have adequate notice to meet State requirements. Comprehensive Plan amendment hearings shall be conducted under the following procedures:

- a. The Planning Commission shall conduct a public hearing on the proposed amendment at its earliest practical meeting time after the amendment is proposed.

- b. Prior to the Planning Commission hearing, the City Planning staff shall review the proposed amendment and prepare a report to the Planning Commission.
- c. Within 45 days of the hearing, the Planning Commission shall recommend to the City Council approval or rejection of the proposed amendment. It shall take a majority vote of the Planning Commission in favor of the proposal to recommend to the City Council that the Comprehensive Plan be amended.
- d. The Planning Commission shall consider amendment requests to the Comprehensive Plan at regularly advertised meetings.
- e. After receiving the recommendation of the Planning Commission, submitted as written findings regarding the proposed revision which consider public hearing(s) and response of affected governmental agencies, the City Council shall hold a public hearing on the proposed amendment.
- f. The City Recorder shall maintain records of all plan amendment hearings and adopted amendments of the Comprehensive Plan.
- g. Consideration by Planning Commission and Council of Plan amendments should be based on:
  - 1. Meeting the overall intent of the Comprehensive Plan. All Plan Policies shall be reviewed when revising the City Comprehensive Plan to make sure no portion of the Comprehensive Plan is overlooked.
  - 2. Citizen review and comment. The citizens of Tillamook will be encouraged to take part in all stages of the planning process.
  - 3. Input from affected governmental units and other agencies. All affected government agencies shall be informed of proposed revisions and allowed reasonable time to respond before making a recommendation on the plan revision to the City Council.
  - 4. Short- and long-term impacts of the proposed revision.
  - 5. Additional information as required by the Planning Commission or City Council.

**Policy F-6:** All appendices may be amended by Resolution.

# *Chapter 14: Plan Implementation*

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## **Implementation**

The Comprehensive Plan revision is only an initial step in implementing a planning process in Tillamook. Specific actions must be undertaken to realize the plan. The Comprehensive Plan and associated technical background information set forth goals, policies, proposals and recommendations to guide the physical development of the community. This section describes ways in which the Comprehensive Plan may be implemented.

The means by which community plans are implemented are many and varied, but they almost always involve the combined efforts of private citizens, business enterprise and local, state and federal governments. The private sector implements the plan by giving it their support and continuous input to the planning process, by developing their businesses and homes in conformance with the plans, or by clean-up, fix-up or paint-up campaigns. Government implements the Comprehensive Plan through regulatory controls such as zoning and subdivision ordinances, through the timely placement of public facilities and establishment of public programs, through inducements such as low-interest loans, tax exemptions and direct subsidies, by joint cooperative agreements between one another and by providing for financing through special grants-in-aid or other financial aides.

## **Regulatory Controls**

### **Zoning:**

Zoning has been for many years in America the cornerstone of plan effectuation. It is intended to implement that part of the Comprehensive Plan concerned with land use. Zoning divides the community into residential, commercial, industrial and other use types and zoning designations for land in conformance with the Comprehensive Plan, and shown on the City Comprehensive Plan and Zoning Map. The location and boundaries of each of the areas designated for each land use are described in Chapter 4 of this Plan.

State laws and recent Oregon Supreme Court decisions have given better definition to the role of zoning and comprehensive plans. Oregon Law (ORS Chapter 197) not only requires cities and counties to adopt comprehensive plans, it also requires that their zoning ordinance conform to the comprehensive plan. This requirement is further amplified by the “*Baker vs. City of Milwaukie*” court decision. In this decision, the court ruled that in the event of a conflict between a City's zoning ordinance and comprehensive plan, the comprehensive plan shall be the guiding document. Therefore, once the City has adopted its comprehensive plan it must provide, within a reasonable time, to amend its zoning ordinance to conform to the comprehensive plan. Furthermore, another court decision, “*Fasano vs. Washington County*”, has ruled among other things that all zone

changes must conform to the comprehensive plan. Thus, once the City has amended its zoning ordinance to conform to the adopted City Comprehensive Plan, any subsequent zone change in non-conformity with the General Plan/Comprehensive Plan Map must first be preceded by a change to the City Comprehensive Plan. Changes to the City Comprehensive Plan should be based on special studies or other factual information, which establish public, need and justify the particular change.

The City Zoning Ordinance establishes uniform regulations within each zone as to use, maximum building height and bulk, lot size, building setback from street and property lines, landscaping, population density and other similar requirements. The Zoning Ordinance also establishes the criteria and requirements for the City's overlay districts, site and general development, partitioning, signs, off-street parking and loading, conditional uses, special uses, non-conforming uses, and variances to the criteria. The City's zoning requirements that conform to the City Comprehensive Plan can be found in the City Development Codes.

### **Subdivision Ordinance and Streets Standards Ordinance:**

The subdivision ordinance provides standards for the development of vacant land. It establishes minimum standards for street, block and lot size and lists improvements to be provided by the land developer. It enables the City to insure the provision of adequate rights-of-way, street improvements and water and sewer facilities. Close coordination between the City and Tillamook County is necessary to insure the extension of logical street and utility systems when subdivision occurs outside city limits. The subdivision requirements and development standards are listed in the City Development Codes.

### **Building Codes:**

Building construction codes establish minimum standards for new buildings, additions, rehabilitation and changes of use. These codes include fire and life safety, plumbing, mechanical, electrical and sign codes and with the exception of the sign code, are extensions of national or state uniform standards. These codes help to insure the safety and welfare of the public, but have little effect in preventing or reversing blight in built-up older neighborhoods. The City's sign codes can be found in the City's Development Codes.

### **Housing Codes:**

The Housing Code establishes minimum standards of sanitation, safety and welfare for residential property. The code can be used to remove or improve housing, which has become unsafe or to improve situations involving overcrowded conditions and lack of proper maintenance.

## Non-Regulatory Programs

Associated with housing programs and the development of standards for a safer community, it is recommended that several programs be kept viable and expanded upon.

- (a) Expansion of Fire Volunteer and Police Reserve programs is encouraged.
- (b) Fire Inspections, Fire Prevention, Crime Prevention and Crime Apprehension programs should be encouraged.

## Grants-In-Aid

Many of the policies and proposals of the comprehensive plan can be carried out with financial assistance from the state and federal government. In addition to federal revenue sharing, grants-in-aid are available through the Department of Housing and Urban Development, the Federal Highway Administration, the Department of Health, Education and Welfare, the Department of Agriculture and the Environmental Protection Agency. Funds are available for such important projects as streets, water and sewer facilities, parks and open space and public buildings. In addition to direct grants-in-aid, several low interest loan programs are available to the private as well as public sector. Housing needs are a critical issue in Tillamook and throughout the state and nation. Several housing programs are now active in Tillamook and others are available. These are described briefly in the Housing Section.

## Intergovernmental Cooperation

One method of implementing the policies of the plan is through intergovernmental cooperative agreements between the city and other public agencies. Many of the functions, which the plan encourages the City to perform, can best be met through joint arrangements with other agencies. In many cases the burden of solving a problem does rest entirely with the City. Therefore the City must join the other agencies in implementing the policies and recommendations of the plan. In other situations it may be to the City's advantage financially to join with other governmental entities or agencies in an effort to solve a problem.

Projects that cannot be implemented economically by one community may be initiated by sharing the cost between different cities or other agencies.

Advice and consultation on the part of the Planning Commission, City staff and other City officials can be a very effective tool of implementation. In the course of conducting day-to-day business, individuals can be made aware of the importance of the comprehensive plan and a number of alternatives presented to guide development.

## Urban Growth Management and Urban Service Area Policies and Implementation Guidelines

The unincorporated land within the Urban Growth Boundary requires a coordinated set of policies between the City and the County. These policies relate primarily to urbanization. In an effort to coordinate growth within the Boundary, a set of policies, implementation guidelines and an Urban Growth Management Agreement (UGMA) are adopted as part of this plan, and included as Appendix H. These policies have also been adopted by Tillamook County by ordinance.

### Capital Improvement Program Planning

Each year the City of Tillamook makes capital expenditures with tax money secured from the local citizenry. Investments can be made in public buildings, streets, water and sanitary facilities and other important areas. These expenditures provide one of the most effective means by which a comprehensive plan is put into action. Capital improvement programs (CIP) for water, sewer, streets, storm drains, and public buildings, provides the necessary link between the comprehensive plan and the operational budget of the City.

A CIP consists of a list of needed and desirable projects for community development, a prioritization of those projects based on the adopted goals and policies of the comprehensive plan, and a scheduling of projects through a certain time period. This time span provides for the current operating year plus a 5-year projection. The program is reviewed annually and a year is added to the top end, thus keeping the program five years ahead of the current operating year.

The completion of a CIP provides numerous benefits to the community, including the following:

- a) It presents to the public a profile of the capital needs of the community.
- b) It provides for coordination of the expenditure of city funds.
- c) It provides the private citizen with some indication as to the timing and priorities of a particular project or concern.
- d) It provides a guide to the private investor.
- e) It presents an opportunity to key improvement projects with federal aid programs enabling the city to obtain the maximum benefit of matching funds for each locally provided dollar.
- f) It fosters the programmed acquisition of land in advance of improvements resulting in savings to the taxpayer.
- g) It contributes to a more balanced program of bonded indebtedness.

## Community Program Planning

As the capital improvement program addresses the future capital needs of the City, the community program addresses the program needs of the community. While it is important to plan for capital items on a short and long range basis it is also important to plan for the needed community programs. For example, a need in the police department for more patrolmen, etc. should be planned for the community program.

Thus, the community program will involve setting anticipated future program needs, setting the program in priority using as a guide the policies of the comprehensive plan, and setting a time frame for implementing the program.

Please refer to the appendixes for ordinances, by-laws and programs outlining organizational functions and responsibilities of City Advisory Committee and City Planning and Zoning Commission.

### ***Objectives and Policies for Plan Implementation***

***Objective No. 1 for Plan Implementation:*** To implement the City Comprehensive Plan and its objectives, policies and implementing procedure.

#### ***Policies for Objective No. 1 for Plan Implementation***

**Policy F-7:** The City shall institute regulatory and non-regulatory controls for the implementation of the Comprehensive Plan. These regulatory controls shall include the City's Zoning Ordinance.

**Policy F-8:** The City shall develop intergovernmental agreements with the County and other governmental entities and agencies to assist in the implementation of City policies.

***Objective No. 2 for Plan Implementation:*** To provide for cooperation between the City and the County in the unincorporated land within the Urban Growth Boundary and establish and maintain an Urban Growth Management Agreement and Urban Service Agreement between the City and County.

#### ***Policies for Objective No. 2 for Plan Implementation***

**Policy F-9:** The City shall develop an Urban Growth Management Agreement (UGMA) and other intergovernmental agreements with the County. The UGMA shall include an Urban Service Agreement (USA) between the City and County. Additional Intergovernmental Agreements between the City and County may also be made to coordinate services between the two levels of government.

***Objective No. 3 for Plan Implementation:*** To establish and maintain grants-in-aid and a capital improvements program

#### ***Policies for Objective No. 3 for Plan Implementation***

**Policy F-10:** The City shall coordinate a capital improvement projects list for the community.

**Policy F-11:** The City shall strive to identify grants available to continue to better the community in implementing its policies listed in the Comprehensive Plan.

## *Chapter 15: List of Plan Policies*

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The following is a list of the Objectives, Policies and Implementing Procedures listed in this Comprehensive Plan.

### **Section B Goals, Objectives, and Implementing Policies for Citizen Involvement**

#### **Goal**

“To support citizen involvement at all stages of the decision-making process.”

**Objective No. 1 for Citizen Participation and Involvement:** To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process and ensures cooperation among citizens, technical personnel and public officials in planning for the City.

#### **Implementing Policies for Objective No.1 for Citizen Participation and Involvement**

**Policy B-1:** The Planning Commission shall give reasonable public notice for meetings concerning revisions of the adopted public plan and implementing measures. Such notice shall be provided in a manner consistent with all applicable state statutes and city ordinances. When feasible, the city will use various media to encourage citizen participation. Wide and continuing exchange of information with notification to citizens about available programs and issues will be insured. The City shall ensure that adequate funding and technical information is made available to citizen participation groups as an ongoing process.

**Policy B-2:** Decisions by both planning and advisory bodies will be made after appropriate open planning processes and public hearings. The City shall ensure that citizens receive a response to all recommendations resulting from citizen involvement.

**Policy B-3:** All plans, reports, and ordinances shall be written so as to be easily read and understood by interested citizens.

**Policy B-4:** The Comprehensive Plan shall be used as a basic reference and guideline by those who must make decisions affecting the people of Tillamook.

**Objective No. 2 for Citizen Participation and Involvement:** To have a broad base of citizen involvement in planning studies, decision making, and plan implementation.

### **Implementing Policies for Objective No. 2 for Citizen Participation and Involvement**

**Policy B-5:** The City Planning Commission is the group involved in review of development and implementation of a Citizen Participation and Involvement Plan. The governing body shall continue to solicit citizen membership for vacancies on any advisory body.

**Policy B-6:** The Planning Commission is the permanent Citizen Involvement Committee. As such, the commission shall be responsible for insuring a broad base of citizen involvement in all phases of the planning process.

**Policy B-7:** The Tillamook City 2020 Vision Statement shall be adopted and endorsed by the Planning Commission and the City Council as the 20-year vision for Tillamook City. The Vision Statement shall serve as a catalyst for community residential, business owners and the government(s) in crafting the future of Tillamook City. The Vision Statement shall be considered a long-range, “umbrella” vision for the Comprehensive Plan, and will be integrated into the Comprehensive Plan. The Vision Statement is the starting point for the creation and implementation of action plans. Given the Vision Statement’s age, an update on visioning shall be considered.

### **Goal, Objectives, Implementing Policies for Community Development**

#### **Goal:**

**“To better integrate citizen involvement with the community, and support outreach into the community and community development.”**

**Objective No. 1 for Community Development:** To develop a community development program that insures support for citizens to be involved in the community and better integrate citizen involvement with the community.

### **Implementing Policies for Objective No. 1 for Community Development**

**Policy B-8:** The City shall provide a diverse set of community programs, activities and facilities that enhance community values.

**Policy B-9:** The Tillamook City 2020 Vision Statement shall serve as a catalyst for community residential, business owners and the government(s) in crafting the future of Tillamook City. Given the Vision Statement’s age, an update on visioning shall be

considered. The Vision Statement is the starting point for the creation and implementation of action plans.

**Objective No. 2 for Community Development:** To have a broad base of community outreach and support programs in the community and support outreach into the community and community development.

### **Implementing Policies for Objective No. 2 for Community Development**

**Policy B-10:** The City shall support adequate housing and care for special-need citizens, and strive to remain a safe and secure community.

**Policy B-11:** The City shall encourage healthy lifestyles, and focus on wellness in the community.

### **Section C Goals for Natural Resources (wetlands, estuaries, shorelands)**

To conserve, protect the unique environmental, economic and social values of local estuarine resources, where appropriate, develop and restore the resources of all coastal shorelands, recognizing their value for the protection and maintenance of water quality, fish and wildlife habitat, and water dependent uses.

**Objective No. 1 for Wetlands:** To reduce the hazard to human life and property and minimize adverse effects on water quality and wildlife habitats for the shoreland planning area within the Tillamook Urban Growth Boundary.

#### **Policies for Wetlands Objective No. 1**

**Policy C-1:** The City shall encourage Cluster development as a method of minimizing development impacts in areas with sensitive significant natural resources documented on the significant riparian corridor and wetlands list.

**Policy C-2:** New development shall be conducted in a manner that does not adversely affect significant riparian corridors and significant wetlands as per the water resources overlay district.

**Policy C-3:** Drainage from proposed developments shall be directed in a manner that does not harm significant wetland and riparian corridors.

**Objective No. 2 for Wetlands:** To protect, maintain, where appropriate, develop, and where appropriate restore the long-term environmental, economic and social values of estuarine resources with the Tillamook Urban Growth Boundary.

## **Policies for Wetlands Objective No. 2**

**Policy C-4:** The following wetland areas, the Meadow Avenue Wetland (south of Meadow Avenue, containing approximately 14 acres), the Fairlane Drive Wetland (immediately parallel to Fairlane Drive containing approximately two acres), the South Highway 101 Wetland (immediately adjacent to Highway 101 upon entering the southern entrance to the City), and the Fifth Street Wetland (at the west end of Fifth Street, south of Carnahan Park containing approximately 1.5 acres) shall be protected by the City.

**Policy C-5:** All locally significant wetlands and riparian corridors as designated in the City of Tillamook Local Wetlands Inventory shown in Table V shall be protected, and shall not be modified except as provided for in the Water Resources Protection Overlay District. Significant riparian corridors and significant wetlands are hereby adopted and are regulated subject to the water resources protection overlay district (21.1).

**Policy C-6:** Land uses shall be guided, and enforced through the Zoning Ordinance, to minimize impact on the City's Natural Resources, as is stated and described further in the Regulatory Controls. For those projects involving development within designated estuaries, in an effort to recognize, protect, maintain, and where appropriate, restore the unique environmental, economic and social values of said estuaries, estuary standards and requirements shall be brought under special review.

**Objective No. 3 for Estuaries:** To recognize, protect maintain and restore where appropriate, the unique environmental, economic and social values of the designated estuaries.

## **Policies for Objective No. 3 for Estuaries**

**Policy C-7:** The designated estuaries and shoreland area shall be managed in such fashion as to be consistent with the stated estuary and shoreland objectives. The City shall recognize the estuary management unit segments described in this section of the Plan. Prime importance shall be given to management and restoration of estuaries as it might relate to the economic protection of the area. Reconstruction of estuaries to be a point where they provide protection of lives and property in the surrounding area is paramount. The protection of locally significant riparian corridors and wetlands associated with estuaries and shoreland habitat is a goal in the restoration of these resources.

**Policy C-8:** The City recognizes that to have effective protection, maintenance and restoration of designated estuaries with the City UGB, all policies must be coordinated with all appropriate agencies. This is particularly important for estuary areas adjacent but outside the City's UGB. A thorough review of Tillamook county estuary and shoreland policies, standards and definitions which are appropriate to the City's stated objectives and the County's overall plan shall be adopted.

**Policy C-9:** The City will work with the County Estuary Planning Staff for the preparation of impact assessments, resource capability determinations, review of State and Federal permit applications and necessary revision of policies and standards within the estuarine area of the City.

**Policy C-10:** The estuarine and coastal shoreland habitat resources designated as locally significant shall be protected as per the Water Resource Protection Overlay District, Tillamook City Land Development Code.

**Policy C-11:** Estuary Management Units have been identified and inventoried by Tillamook County. Map illustrates these management units. The following five estuary management unit segments are found within the Tillamook Urban Growth Boundary.

**Policy C-12:** The City of Tillamook hereby adopts Exhibit H of the November 30, 1983 amendments to the Tillamook County Ordinance No. 32, which is the Goal 16 Element of the Tillamook County Comprehensive Plan.

**Objective No. 4 for Shorelands:** To reduce the hazard to human life and property and minimize adverse effects on water quality in order to maintain the live ability for the Tillamook community.

### **Policies for Objective No. 4 for Shorelands**

**Policy C-13:** New shoreland development, expansion, maintenance or restoration of existing development shall conform to the following general priorities for the overall use of coastal shorelands (in order of priority):

1. Uses which maintain the integrity of the estuary;
2. Water-dependent uses;
3. Water-related uses;
4. Non-dependent, non-related uses which retain flexibility of future use and don't or prematurely or inalterably commit shorelands to more intensive use;
5. Development, including non-dependent, non-related uses, in urban areas (compatible with existing or committed uses);
6. Non-dependent, non-related uses which cause a permanent or long-term change in the features of coastal shorelands only upon a demonstration of public need.

**Policy C-14:** New shore land development, expansion, maintenance or restoration of existing development shall be sited, designed, constructed and maintained to minimize adverse impacts on riparian vegetation, water quality and aquatic life and habitats in adjacent aquatic areas, and to be consistent with existing hazards to life and property posed by eroding areas and flood hazard areas. To accomplish this:

- A. The requirements of the National Insurance Program shall be used to regulate development in flood hazard areas within coastal shore lands.

- B. Shoreland setbacks shall be established to protect riparian vegetation and to recognize eroding areas.
- C. Priority shall be given to nonstructural rather than structural solution to problems of erosion or flooding.
- D. The following state and federal authorities shall be utilized for maintaining water quality and minimizing man-induced sedimentation in aquatic areas:
  1. The Oregon Forest Practices Act and Administrative Rules, for forestlands are defined in ORS 527.610 - 527.730 and 527.990 and the Forest Lands Goal;
  2. The programs of the Soil and Water Conservation Commission and local districts and the Soil Conservation Service, for Agricultural Lands Goal;
  3. The non-profit source discharge water quality program administered by the Department of Environmental Quality under section 208 of the Federal Water Quality Act as amended in 1972 (PL 92-500); and
  4. The fill and Removal Permit Program administered by the Division of State Lands under ORS 541.605 - 541.665.

**Policy C-15:** Shoreland development shall be sited and designed to be consistent with the protection of the natural values of identified major marshes and significant wildlife habitat, within the shore lands planning boundary identified in the Tillamook City Comprehensive Plan.

**Policy C-16:** Forestry operations within coastal shorelands shall be consistent with the protection of the natural values of major marshes, significant wildlife habitat and riparian vegetation. The State Forest Practices Act and Forest Practice Rules administered by the Department of Forestry shall be used to protect the natural values of these resources on commercial forestlands and other lands under the jurisdiction of the Forest Practices Act within coastal shore lands.

**Policy C-17:** Shorelands of Tillamook City shall be managed through implementation of the Tillamook City Comprehensive Plan by means of the zoning ordinance, which shall contain the zoning and shoreland planning area maps.

**Policy C-18:** Tillamook City shall review the following for consistency with the Tillamook City Comprehensive Plan, zoning map, and zoning ordinances:

- A. State or federal permit applications for uses and activities within shore lands;
- B. Applications for Tillamook County Development Permits;
- C. Building and mobile home placement permits for flood hazard areas, preliminary subdivision plat applications and planned developments with coastal shore lands;
- D. A-95 project pre-application notifications, by means of referral from and comment to the Clatsop-Tillamook Intergovernmental Council.

**Policy C-19:** The City shall consider the following significant wildlife habitats within the Shorelands Planning Area: the West Hoquarten Slough Forested Freshwater Wetland (approximately 59 acres within the U.G.B. immediately west of State Highway 101 North), and the East Hoquarten Slough Forested Freshwater Wetland (approximately 26 acres within the U.G.B. immediately east of State Highway 101 North).

### **Policy for Forestlands**

**Policy C-20:** State Goal No. 4 is applicable for Tillamook City. Small stands of trees in future park locations shall remain in their natural settings. The City will protect the forested areas listed in this section.

Policy C-21: The City watershed is located southeast of the U.G.B. area and shall be guided by County land use policies, as well as managed under Oregon State Forestry Best Management Practices. Future logging operations within the City watershed may be reviewed by the City Council, with comments forwarded to Oregon State Forestry.

### **Agricultural Lands**

#### **Goal for Agricultural Lands**

“To preserve and maintain agricultural lands. Agricultural lands shall be preserved and maintained for farm use, consistent with existing and future needs for agricultural products, forest and open space.”

**Objective No. 5 for Agricultural Lands:** To retain the agricultural use of land in those areas where it is deemed the highest and best use, given the soil conditions of the area, and the suitability of competing uses.

#### **Policies for Agricultural Lands**

**Policy C-22:** The UGB 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 Goal 14.

**Policy C-23:** The City shall urge the County to designate portions of prime agricultural lands adjacent to the U.G.B. for exclusive farm use to support the City's intention to preserve and retain as much surrounding agricultural land as possible.

**Policy C-24:** The development Ordinance as provided for under Economic Development Policy No. 34, part of which addresses compatibility between Highway Commercial and agricultural uses, shall be periodically reviewed and updated to reflect current farming practices and needs. The City shall use buffers such as fences, vegetative plantings, and building setbacks to insure a more adequate buffer between uses.

**Policy C-25:** The City shall protect agricultural operations from potential conflicts arising from Highway Commercial activities. Accepted agricultural practices, adjacent to or within the City may create noise, dust, odors or other such inconveniences for the

owners or users of the commercial properties. This includes but is not limited to, the spreading of liquid manure on fields in the area when frequent strong winds are likely to carry the resultant odor into areas designated for non-farm development. However, the City does not consider it to be the agricultural operators' responsibility to modify accepted practices to accommodate Highway Commercial areas. The owners of the Highway Commercial property shall not allow activities on their properties which create management difficulties, fire hazards or increased costs for adjacent agricultural operations, and shall not hold agricultural operators or the City, or the County, responsible for noise, dust, odors or other such inconveniences resulting from those agricultural practices that are not more offensive than what is customarily required to maintain profitable farm operation.

### **Open Space and Scenic Areas (State Goal 5)**

Significant open space and scenic areas exist in and surround the City of Tillamook. Where possible these areas were excluded from the Urban Growth Boundary. Some areas now within the City are subject to flooding and have a high water table. Other areas within the city have been identified as significant riparian corridor reaches and or significant wetlands.

**Objective No. 6 for Open Space and Scenic Areas:** To conserve open space and protect natural and scenic resources and maximize the use of existing resources in the provision of open space.

### **Policies for Open Space and Scenic Areas**

**Policy C-26:** Banks of watercourses, drainage basins, areas subject to extreme natural hazards and otherwise unbuildable sites will be utilized to provide open space and recreational opportunities. Riparian vegetation shall be protected inside all designated significant riparian resources, as identified in the Tillamook Land Development Code.

**Policy C-27:** Tree preservation and planting to separate conflicting uses and provide scenic and recreational opportunities will be encouraged wherever feasible.

**Policy C-28:** Scenic views and scenic sites that generally include all the land within view of the Tillamook urbanized area and outside the Urban Growth Boundary, shall be preserved. This shall be achieved by coordination with Tillamook County and by encouraging a minimum of development in these areas.

### **Historic Resources**

#### **Goal for Historic Resources**

“To preserve the history of the City of Tillamook.”

**Objective for Historic Resources:** To protect the historic buildings of Tillamook and to encourage the rehabilitation of these buildings and accessibility to buildings and encourage the community to take part in this process.

## **Policies for Historic Resources Objective No. 1**

**Policy C-29:** The City shall encourage the preservation and rehabilitation of sites and structures that represent significant aspects of Tillamook’s historical and architectural heritage.

**Policy C-30:** The City shall strengthen the economy of Tillamook by protecting and enhancing the City’s historic attraction to residents and visitors.

**Policy C-31:** The City shall enforce the Town Center\_Zone ordinance preserving the historic character of the downtown.

**Policy C-32:** The City shall consider exploring National Register designations and the benefits of developing historic preservation\_districts.

**Policy C-33:** The City will coordinate with state and county agencies and organizations to preserve current and future historic sites, buildings, and archeological sites that exist now or may be discovered at a later date, in the Tillamook Area. Future discovery or determination of historical sites and/or archeological sites shall be listed as inclusions to this plan.

### **Goal for Air and Water Quality**

“To maintain and improve the quality of air, water and land resources.”

**Objective for Air and Water Quality:** To insure the continued quality of air, water and land resources within the City.

### **Policies for Air and Water Quality**

**Policy C-34:** All future development will be compatible with the air quality maintenance plan of the Department of Environmental Quality. Through all land use planning and development stages, the City shall coordinate their actions with State and Federal environmental statutes, programs and policies. The City shall also assist and coordinate, as necessary, with current planning activities.

**Policy C-35:** All waste and process discharges from future development will not violate applicable state or federal environmental quality statutes, rules and standards.

**Policy C-36:** The City shall encourage elimination of faulty septic tanks within the Urban Growth Boundary areas. The Urban Service Area Policies and Implementing Guidelines shall address the implementation of this goal. (Appendix H)

**Policy C-37:** The water resources of the City of Tillamook shall be protected in part by guiding future development in a manner that will not impact or alter the significant wetlands and riparian corridors within the City of Tillamook Urban Growth Boundary (UGB).

**Policy C-38:** All development and activities in the City of Tillamook shall comply with the state and federal air and water quality and noise-control rules, regulations, and standards.

### **Goals for Natural Disasters and Hazards and Flood Mitigation**

“To protect life and property from natural disasters and hazards.”

“Preserve Natural Areas Related to Flooding.”

“Coordinate and Enhance Emergency Services.”

“Improve Structural Projects.”

“Enhance and Promote Public Education.”

“Improve and Promote Partnerships, Coordination, and Implementation.”

**Objective for Natural Disasters and Hazards and Flood Mitigation:** To maintain damage or loss of life and property caused by natural hazards in the Tillamook area by carefully managing development and redevelopment in areas subject to natural hazards.

### **Policies for Natural Disasters and Hazards and Flood Mitigation**

**Policy C-39:** Development may take place within areas of natural hazards only if appropriate safeguards are provided to protect the property in question as well as adjacent properties, from damage. A developer shall assume the burden of proof that a development project is appropriate in this regard.

**Policy C-40:** In all areas of flood hazard the requirements of the National Flood Insurance Program will be adhered to.

**Policy C-41:** Flood plain and Floodway overlay zoning for all hazard areas will be applied by the City in terms of the Flood Hazard Overlay (FHO District) in the City Zoning Ordinance; building permits will be reviewed to insure that necessary requirements of structures are met. The purpose shall be to promote the public health, safety, and general welfare, and to minimize public and private losses due to flood conditions in specific areas. The legislature of the State of Oregon has in ORS Chapter 227 delegated the responsibility to local governmental units to adopt regulations designed to promote the public health, safety, and general welfare of its citizenry.

**Policy C-42:** Natural hazards that could result from new developments, such as runoff from new buildings, paving projects and/or soil slippage due to weak foundation soils, that has the potential to have adverse impacts and a cumulative effect on property owners downstream, will be considered and evaluated. Measures that prevent or minimize the extent of the natural hazard, adverse impacts and cumulative effects on property owners downstream shall be provided for. Such natural hazards, adverse impacts and cumulative effects on property owners downstream shall be considered in evaluating zone changes, conditional uses, site plans, variances, and in issuing building permits.

**Policy C-43:** All estuaries in Tillamook City shall be maintained so as to not restrict water flows. Tillamook City shall develop and help coordinate a plan to clean and maintain all estuaries in the Tillamook area with Tillamook County, the Port of Tillamook Bay, the Port of Bay City, and any other affected agencies. These activities shall be centered around the task of minimizing flood conditions for areas adjacent to the estuarine areas.

**Policy C-44:** All water bodies within the City of Tillamook shall be maintained free and clear of all obstructions by the appropriate landowner with coordination between the property owner and DSL, ACE, and ODFW.

**Policy C-45:** The city will discourage residential, commercial and industrial development in the identified floodway, but will consider the fiscal ramifications of “takings” issues.

**Policy C-46:** Any new development within the floodplains shall be designed to avoid damage from flooding and to minimize the damage potential to other developments or properties.

**Policy C-47:** The city will promote increased public awareness of flood hazards and how to deal with them.

**Policy C-48:** The City shall enforce the Flood Hazard Development Ordinance (Ordinance No. 971), and the Flood Hazard Overlay District as listed in Ordinance #979, and promote flood control measures that help minimize flood hazards and are environmentally sound.

**Policy C-49:** The city will cooperate with the Tillamook County Office of Emergency Management Office and other agencies working to protect life and property from natural disasters and hazards.

**Policy C-50:** The city will promote flood control measures that help minimize flood hazards and are environmentally sound and encourage the continued practice of feasibility studies conducted by the County Sanitarians on proposed sites for septic system installation outside the City Limits but inside the Urban Growth Area where city services are not available.

## **Section D Objectives and Policies for Public Infrastructure**

**Objective No. 1 for Public Facilities and Services:** Provide efficient, reliable public facilities and services adequate to maintain the health, safety and welfare of Tillamook's citizens, and meet the needs of residential, commercial and industrial land uses throughout the City.

### **Policies for Objective No. 1 for Public Facilities and Services**

#### **General Policies**

**Policy D-1:** The City shall control costs of public facilities and services by maintaining a compact community free of sprawl or leapfrog development where feasible.

**Policy D-2:** The City shall limit the extension of sanitary sewers and municipal water to areas inside the city limits of Tillamook, except for the extension of urban services to the south to the Port of Tillamook Bay and to the north to the County Creamery in accord with Tillamook County's Goal 11 and 14 exceptions contained in County OA-02-12B that permit urban services at the Port and the Creamery. Any other provisions of urban services shall occur beyond the Urban Growth Boundary only after a determination by affected agencies that a "danger to public health exists " as defined by Oregon Revised Statutes Chapter 431.705 (5) or a moratorium to construct new and repair existing septic systems has been declared by the Department of Environmental Quality as mandated by Oregon Revised Statutes, Chapter 454.685.

**Policy D-3:** The City shall coordinate the provision of public facilities and services: Do not extend one service into a new area unless provision has been made for timely extension of the other services necessary to serve development in that area.

**Policy D-4:** The City shall ensure that new residential, commercial, and industrial development pays the full costs of whatever public facilities and services are installed for or extended to the new development.

**Policy D-5:** All City services shall be provided and maintained to City standards and shall remain under the supervision of the City, unless some other arrangement acceptable to the City has been made for the supervision and maintenance of these services.

**Policy D-6:** The City and the County shall coordinate the preparation and maintenance of utility extension plans. These plans shall provide a basis for the extension of services within the Urban Area as mandated by Oregon Revised Statutes, Chapter 195.065.

**Policy D-7:** Adequate public facilities and services should be provided, as economically as possible, in order to sustain and maintain a well-ordered community life, enhance the health, safety, educational, and recreational aspects of urban living.

**Policy D-8:** Existing facilities and services should be upgraded to service the residential and economic needs of the area. This must be done in an orderly manner in conjunction with planning and citizen involvement processes as provided by this plan.

## **Water Policies**

**Policy D-9:** The City shall find and develop additional sources of water for Tillamook's community water system to meet future demand for water, and increase water storage capacity and encourage upgrading of water facilities and water quality to ensure compliance with appropriate Federal and State Guidelines.

**Policy D-10:** Detailed plans for increased uses of water will take into consideration the effect on reduced stream flow and aquatic life.

**Policy D-11:** A regional water system should be considered which would reach from the Bay City system, to the most southern water system now being served by the City. Should a new regional water authority be formed, Tillamook City shall retain title of City land, buildings and equipment assets and lease them as necessary. This regional system may be under City authority or a new regional water authority. If an authority is formed, the City shall also adopt certain relationship controls between District and City in order to adequately serve users within its boundaries. Such controls may include Council authorization of main extensions within the City and review of user rate schedules.

**Policy D-12:** Prior to implementation of a regional district, Tillamook City shall consider it acceptable if mergers or consolidations take place with Water Districts and the City, provided that the City retains its chartered name and function.

**Policy D-13:** The City of Tillamook Urban Growth Boundary contains a large percentage of land currently served by various water districts. At the present time, the City Charter grants exclusive water service rights to the City of Tillamook. In the light of equitableness, maintenance and administration considerations in delivery of water to users, the governing body of the City feels that it is in the City's best interest to not have water served within its boundaries from more than one agency. Prior to annexation of land within any water district the City shall hold a public hearing specifically on the issue of annexing a water district, or part thereof, and shall pass a resolution addressing:

- a) The expected user revenues and assets of the District being absorbed and forms of compensation thereof to the District for loss of such assets.
- b) The right of the District to maintain its service to the remainder of the District, including authority to cross City boundaries with its mains.
- c) The reason why consolidation or merger with the City Water Department is unacceptable or unfeasible to both parties.

## **Sanitary Sewer Policies**

**Policy D-14:** The City shall develop a capital improvements program (CIP) to implement this plan's strategies for public facilities and services and to ensure cost-effective provision of city services. There is a high priority for reconstruction and maintenance of deteriorating sanitary sewer lines and extending the lines eastward.

**Policy D-15:** Adequate manpower and services shall be maintained to give continued assurance that current NPDES (National Pollutant Discharge Elimination System) standards are met and that the ecological concerns are protected. Tillamook City shall monitor and charge on a quarterly basis the increasing loads on the sewer treatment plant as seen through future development. The City is committed to upgrade and expand the sewer collection and treatment facilities as needed to accommodate expected growth within the Urban Growth Boundary.

**Policy D-16:** Adequate public services and facilities should be provided, as economically as possible, in order to sustain and maintain a well-ordered community life, enhance the health, safety, educational and recreational aspects of urban living.

**Policy D-17:** Existing services and facilities should be upgraded to service the residential and economic needs of the area. This must be done in an orderly manner in conjunction with planning and citizen involvement processes as provided by this plan.

**Policy D-18:** The governing body shall allow connection to the City's sewer collection system only after annexation. Exception to this will be only on a case-by-case basis or when it is determined in the best interest of the City to contract the service following receipt of a consent to annex form from the affected property owner or it is the extension of urban services to the Port of Tillamook Bay or the Creamery in accord with Tillamook County's Goal 11 and 14 exceptions contained in County OA-02-12B that permit urban services at the Port. Should sewer become available and within 200 feet of the connection point of any development within the City, hook-up to that line shall be mandatory. Should a financial burden, unforeseen hardship, or the configuration of certain property make such connection costly and difficult, the City Council may address alternative solutions on a case-by-case basis. Mention should be made that the Tillamook Care Center has received previous Council authorization to hook-up to the Sewer system when the Center feels it necessary and at their expense.

**Policy D-19:** Sanitary sewer services shall be provided following annexation. Sewer main extensions shall be accomplished in a logical **manner**, taking into consideration the following factors:

- a) Housing and economic needs concerning property which requires sewer service.
- b) Serving properties nearest to City limits first, taking into consideration geographic limitations and the availability of other public facilities.
- c) A method of financing through an equitable manner those benefited properties.

**Policy D-20:** Septic systems are allowable within the Urban Growth Area.

### **Storm Sewer Policies**

**Policy D-21:** The City shall cooperate with the County in addressing the problems of inadequate tide gates for drainage into the Trask River.

**Policy D-22:** The City shall continue to provide a public works program to keep catch basins and storm drain lines open. New developments, including improvement of substandard streets through a Local Improvement District are required to accommodate storm drainage. Consideration shall be taken of the Storm Drainage Master Plan and drainage in the Highway North 101 area. Local Improvement Districts should also be considered to improve and maintain rural storm ditches that carry City storm water to natural water systems.

### **Solid Waste Policies**

**Policy D-23:** The City shall strengthen city ordinances that regulate the appearance of buildings and yards and solid waste accumulation, and seek the cooperation of Tillamook County regarding unsightly areas within and adjacent to the city limits.

**Policy D-24:** The City shall strengthen city ordinances that deal with garbage collection and curbside recycling and will continue to rely on solid waste collection within the Urban Growth Boundary to be handled by a private contractor with a franchise.

**Policy D-25:** The City shall strengthen city ordinances that deal with garbage disposal and will rely on the solid waste disposal needs being accommodated through implementation of the County's solid waste program, and as required by the Department of Environmental Quality.

### **Transportation Policies:**

**Policy D-26:** Tillamook shall take full advantage of its present investment in street improvements and also take actions to insure future developments are in the best interest of the local residents, which includes facilitating the flow of goods and services for the local economy.

**Policy D-27:** The City should pursue funds from the State for implementing transportation programs. Emphasis shall be placed on programs which minimize adverse social, economic and environmental impacts and costs, and enhancement of funded projects such as future phases of the Third Street conversion and augmentation of the Highway 101/OR 6 project.

**Policy D-28:** Carpooling for work trips is encouraged.

**Policy D-29:** All new commercial developments and all new residential developments larger than a duplex shall be located on fully improved streets.

**Policy D-30:** The streets in new subdivisions will be designed to improve traffic circulation in nearby existing subdivisions.

**Policy D-31:** Street grids shall be the preferred street pattern over isolated cul-de-sacs and the broader roads that connect them.

**Policy D-32:** New subdivisions shall provide sidewalks and are encouraged to provide bike paths.

**Policy D-33:** A pedestrian/bikeway shall be encouraged in the following locations:

1. Along Holden Creek and Twelfth Street..
2. Along the Trask River on the west.
3. Adjacent to Third Street from the Southern Pacific Railroad tracks from the Trask River Road.
4. Linking all park and recreation areas in the City to one another as a Pedestrian Loop System.

**Policy D-34:** Walking is encouraged by sidewalks with street trees, narrow roads that slow down traffic and most importantly, commercial and recreational areas are located a short walk from most residential areas. The City will encourage walking as a means of transportation by addressing the following:

- **Connectivity.** The City will work to develop a connected network of pedestrian facilities. Connected networks are important to provide continuity between communities and to improve safety.
- **Safety.** The City will work to provide a secure walking environment. For residents to use the pedestrian system, it must be perceived as safe.
- **Design.** The City can ensure pedestrian-oriented design by adopting policies and development standards that integrate pedestrian scale, facilities, access and circulation into the design of residential, commercial and industrial projects.

**Policy D-35:** Various state programs available for development of pedestrian and bike path systems will be pursued by the City. The Oregon Coast Bike Trail travels through Tillamook. The City shall coordinate with the Department of Transportation on the particular needs of bikers using that trail.

**Policy D-36:** The City recognizes the important of transportation systems in the City and encourages the continuation and, where appropriate, the expansion of the following networks in addition to streets and pedestrian/bikeway systems.

Railroads:	Port of Tillamook Bay
Barge:	At Garibaldi, 9 miles north
Motor Carriers:	One common carrier
Air:	Tillamook Municipal Airport
Intercity bus:	TCTD,
Local bus:	TCTD, Senior Citizen's Group
Taxi:	Tillamook Taxi (private company)

**Policy D-37:** Development and maintenance of public transportation is encouraged. Bus system such as TCTD should be maintained for all age groups. The City shall support the provision of enhanced bus facilities that are in TCTD plan and pay particular attention to the transportation disadvantaged when developing alternatives to meet growing transportation needs.

**Policy D-38:** The City TSP shall be included in the City's Comprehensive Plan as Appendix XXI. The City Transportation Refinement Plan shall be included in the City Comprehensive Plan as Appendix XXII.

**Policy D-39:** The City of Tillamook shall protect the function of existing and planned roadways, railways, waterways and airways as identified in the TSP, and as a result the Rails and Trails feasibility study.

**Policy D-40:** The City of Tillamook shall include a consideration of land use impacts on existing or planned transportation facilities in all land use decisions.

**Policy D-41:** The City shall identify and support the transportation goals, objectives and implementing strategies listed in the City TSP.

### **Goal, Objectives, Policies, and Implementing Procedures for Recreation**

**Objectives for Recreation:** To encourage the growth of and maximization of the use of all recreational activities provided in the parks, recreational facilities and open space, within the Tillamook UGB.

- Provide, develop, and maintain quality park and recreation areas and special use areas that are readily accessible to visitors and residents throughout the City and within its existing service area over the next ten years;
- Create additional playing fields and/or replace existing fields to prolong their life and expand their capacity, and provide quality sports and recreation facilities and programs for City residents of all ages, cultural backgrounds, abilities and income levels;
- Create a strong connection of trails segments throughout the City, and develop and maintain a core and an interconnected system of trails, to provide a variety of recreational opportunities, such as walking, bicycling and jogging;
- Create/enhance public spaces to learn and play, to create and imagine, promote health and wellness, and increase cultural awareness;
- Effectively communicate information about City goals, policies, programs and facilities among City residents, City staff, City advisory committees, City Council, Planning Commission, City Urban Renewal Agency, partnering agencies and other groups;
- Protect environmental resources, by acquiring, conserving and enhancing natural areas and open spaces within the City;

- Operate and maintain parks in an efficient, safe and cost-effective manner by incorporating principles of environmental and financial sustainability into the design, operation, improvement, maintenance and funding of City programs and facilities.

## **School Policies**

**Policy D-42:** The City will coordinate with School District #9 in implementing its plan for school facilities, will consider an amendment to the City TSP for the additional Junior High Right-of-Way, and foster improved educational facilities.

**Policy D-43:** The City will become a community that supports education and will develop community connections/promote community service interaction and involvement in schools through coordination with the School District.

**Policy D-44:** The City shall enhance the living environment of the community for and through education, encouraging an educational understanding and appreciation of the natural environment, and provide an environment for innovation and intellectual pursuits.

**Policy D-45:** The City will foster a collaborative effort in the educational community, and foster life-long learning to acquire knowledge and life-skills to effectively participate in the workforce, community and society at large through all the levels of education.

**Policy D-46:** The City shall make the community a living classroom by encouraging school-to-work opportunities for our students, and provide leadership in the economic, cultural and intellectual evolution of our community through education.

**Policy D-47:** The City shall ensure that school facility planning is incorporated in land use planning in coordination with the School District.

**Policy D-48:** The City shall foster educational and cultural diversity, focusing on statewide educational goals, knowledge and information to shape a changing society, and educating people for anticipated jobs.

**Policy D-49:** The City will encourage activity-involved schools, and special events, which include school, church and cultural programs.

## **Policies for Recreation**

**Policy D-50:** The City shall conserve open space and protect natural and scenic resources for recreational facilities. Efforts must be taken to maintain and preserve the existing and future environment in and around the community.

**Policy D-51:** Recreational facilities shall be provided to serve both the Tillamook Community and those who visit the area. Existing parks should be upgraded and development of neighborhood parks is encouraged.

**Policy D-52:** The City shall encourage the promotion of the Tillamook June Dairy Parade and Rodeo, the County Fair and other annual events.

**Policy D-53:** The park and recreation areas in the City shall be developed to accommodate the growing need for recreational areas in natural settings, and shall be identified on the Comprehensive Plan Map.

**Policy D-54:** The City shall continue to monitor the long-term recreational needs of the people of Tillamook and the need to maximize use of all public recreational facilities.

**Policy D-55:** Use of the Oregon Coast bicycling trail as shown on the Transportation System Plan Pedestrian Bicycle Map is encouraged.

**Policy D-56:** The Oregon Coast hiking trail, is recognized as a regional recreational facility. Its extension southward is encouraged by the City, along with the Rails and Trails program.

**Policy D-57:** The City shall continue to explore the feasibility of waterfront parks along the Hoquarton, the abandoned railroad right-of-way and extending the park trails.

**Policy D-58:** Tillamook City shall cooperate with appropriate agencies in maintaining its recreational vitality.

**Policy D-59:** Inventory data of all recreation areas within the City limits and Urban Growth Boundary shall be reviewed and where necessary supplemented. This recreation inventory shall provide the basis for a City recreation plan, which will detail the recreation needs and desires of residents, and the design of each park.

**Policy D-60:** The City of Tillamook Park and Recreation Master Plan shall be coordinated with the Tillamook County Plan to provide overall analysis and coordinated effort for recreation facilities within the U.G.B.

**Policy D-61:** The City shall develop and maintain a Park and Recreation Master Plan in the City that will describe the maintenance and use of each of the parks and properties in the City designated as open space.

## **Section E 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 or service 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 (C-N 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 (C-H 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 (I-L District):** To provide for those heavier commercial and light industrial uses located in existing built-up areas of the City.

**General Industrial (I-G 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.

**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;

**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-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.

## **Goal, Objectives, Policies, and Implementing Procedures for 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.

### ***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 a marketing program to promote tourism and to advertise Tillamook's historical significance.
- Develop a marketing program 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.

### ***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.

**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.
- 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) shall be monitored to identify when it 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:

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

**Policy E-38:** 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-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.

**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 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.

#### ***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, 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.

**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 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.

***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 civic local and business groups and local government that will enhance a welcoming environment and a more visual pleasing downtown through a recognition / reward program and nuisance ordinances.
- 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 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 and Chamber of Commerce 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.

**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.

**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.

### **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.

**Policy E-52:** The City shall promote and encourage greater use of Port of Tillamook Bay for industrial uses.

**Policy E-53:** The City shall participate in a countywide economic development program to recruit industry appropriate for the area.

**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.

**Policy E-55:** The City shall work with Tillamook County to protect and support the agricultural lands that surround Tillamook for commercial agricultural production.

### **Implementing Procedures for E-55**

- Encourage 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.

## **Goal, Objectives, Policies, and Implementing Strategies for Housing**

### **Goal for Housing:**

**"To provide for the housing needs of all citizens of the City."**

**Objective No.1 for Housing:** To establish residential areas that are safe, convenient, healthful and attractive places to live.

### **Policies for Objective No.1 for Housing**

**Policy E-57:** The City shall protect residential areas from encroachment of incompatible uses.

**Policy E-58:** The primary areas for new low-density residential development are east of the POTB Railroad Right-of-way.

**Policy E-59:** The primary areas for new multiple-use residential development are as follows:

East of the railroad tracks and,

- (a) In the 'vicinity of Evergreen Drive and Third Street,
- (b) In an area north of Fairview Road and east of Olson Road,
- (c) Between Evergreen Drive and Marolf Loop Road running along the south U.G.B. line north of Marolf Loop Road (12<sup>th</sup> Street).
- (d) In an area south of Brookfield Avenue, east of Marolf Loop Road,
- (e) In the area on Third Street in the vicinity of the Tillamook County General Hospital,

(f) In the areas near parks and playgrounds, multi-residential development should be considered,

(g) In the residential areas surrounding the Downtown Commercial Zone, multi-residential development should be considered,

**Objective No.2 for Housing:** To plan for, provide and maintain an adequate supply of sound, affordable housing within the income level of the community, with a variety of dwelling types, such as single and multi-family dwellings, mobile homes, modular homes, in desirable locations, and a variety of densities, including compact residential development, adequate to insure meeting the housing need for a population increase within the City of Tillamook.

### **Policies for Objective No.2 for Housing**

**Policy E-60:** The City encourages a wide range of housing types varying in size and price ranges so that all who desire to live in Tillamook will be accommodated, including adequate housing and care for special needs citizens.

### **Implementing Procedures for Policy E-60**

- Provide special housing needs which may involve medical treatment.
- Inventory and redefine special-need housing for the next decade.

**Policy E-61:** The City shall support the efficient use of lands within the residential zones.

**Policy E-62:** Development on existing small lots (infill) is encouraged.

### **Implementing Procedures for Policies E-62 and 11-6**

- Establish Land Use Zone to permit higher densities and smaller square foot ratios (smaller houses).
- Zone for compact development near parks and playgrounds.

**Policy E-63:** In low-density residential areas, developments on a mixture of 3,750, 5,000, and 7,500 square foot lots are encouraged. In the lowest density zone, an average minimum lot size of 7,500 feet is expected.

**Policy E-64:** In the lowest density zone, single new subdivision lot sizes may be as small as 3,750 square feet.

**Policy E-65:** Duplexes and single-family attached dwellings are permitted outright in low-density residential areas.

**Policy E-66:** Multi-family residential structures are permitted in medium density residential areas.

**Policy E-67:** The medium density residential designation shall include offices as a conditional use.

**Policy E-68:** Lot sizes smaller than 3,750 square feet are allowed in the medium density residential zone.

**Policy E-69:** Plan and zone a supply of vacant buildable land adequate to meet the community's needs for housing to 2030 as described in this chapter.

**Policy E-70:** Ensure that all ordinance standards and procedures for reviewing applications for permits for needed housing types are clear and objective.

**Policy E-71:** The City shall provide for and encourage development of apartments, duplexes, and other forms of multifamily housing in areas of the city planned and zoned for medium-density residential development.

**Policy E-72:** The City shall provide for and encourage development of manufactured home parks and manufactured homes on individual sites in areas planned and zoned for such residential development.

**Policy E-73:** The City shall provide for and maintain public facilities, services, and access necessary for residential development of vacant buildable land.

**Policy E-74:** The City shall ensure that all costs of providing public facilities and services to new residential development are borne by those who will build or buy the new dwellings.

**Policy E-75:** The City shall encourage development of new housing in areas where public facilities and services can be provided in the most cost-effective way.

**Policy E-76:** The City will implement quality elements of compact residential development.

**Policy E-77:** Garages are set back to the rear of residential lot or alley side of the property.

**Policy E-78:** The City encourages houses that occupy small lots clustered around public spaces such as parks or playgrounds. Innovative design and development techniques are also encouraged.

**Policy E-79:** Planned unit developments are encouraged to afford a degree of flexibility not permitted by traditional site planning.

**Policy E-80:** Flexibility in access and lot size and configuration is encouraged to allow full development potentials for land areas.

**Policy E-81:** New housing construction, especially multi-family, shall include outdoor landscaping and other amenities.

**Objective No.3 for Housing: To rehabilitate and improve existing sub-standard housing, including unimproved streets.**

### **Policies for Objective No.2 for Housing**

**Policy E-83:** Manufactured Homes are permitted to locate on individual lots in all zones that permit single-family housing (according to ORS 197.307).

**Policy E-84:** Programs for the maintenance, conservation and rehabilitation of existing residential areas and housing stock within the community are encouraged. The City shall support the Northwest Oregon Housing Authority in its work with low-income people.

### **Implementing Procedures for Policy E-84**

- Promote rehabilitation and weatherization programs to help preserve Tillamook's current housing stock.

**Policy E-85:** Tillamook encourages the use of the following programs in order to meet the needs of its citizens.

-Department of Housing and Urban Development

1. Subsidy to homeowners
2. Subsidy to renters
3. Rent supplement program
4. Housing rehabilitation and weatherization funds

-Farmers Home Administration

1. Homeowners and renters programs

**Policy E-86:** The City discourages the concentration of low-income housing in any one area of the city.

**Policy E-87:** The City allows for the conversion of older homes into apartments where larger homes can no longer be reasonably maintained as single-family residences.

**Policy E-88:** The City promotes energy-efficient housing.

**Policy E-89:** The City encourages redevelopment of the deteriorated properties adjacent to downtown for multifamily housing by changing the current plan and zoning map designations for that property from Low-Density Residential use to Medium-Density (R-0) Residential.

### **Implementing Procedures for Policy E-89**

- Develop ordinance provisions to facilitate redevelopment in the residential zones immediately east and west of the downtown commercial zone.

- Create Compact Residential Development Overlay in a manner that provides for multiple housing types (square footages) available for different markets (e.g., low-income, special needs).

## **Section F Policies for Revising the Plan**

**Policy F-1:** The Comprehensive Plan shall be reviewed and any necessary **minor** revisions made at least every two years, after a report from the Planning Commission public statement is issued on whether any **minor** revisions are needed. The review will begin with re-examination of the base data, and problem areas and continue through the same basic phases as the initial preparation of the plan and implementation measures. A report from the Planning Commission for the minor revisions should include, at a minimum the following items:

- a. A general review of the factual base (Inventory);
- b. An evaluation of the effectiveness of plan policies and implementing measures in meeting community goals and objectives; and
- c. Recommended amendments, if any, to the Plan and/or implementing measures.

Following approval of the minor revisions, ordinances, the capital improvements program, and other plan implementation measures will be revised to support changes in the Plan.

**Policy F-2: Major** revision to the Comprehensive Plan, resulting in widespread and significant impact beyond an immediate local area, isolated property and minor changes to the Comprehensive Plan, may be made at any time. Such revisions may be initiated by the City Council, Planning Commission, or by any individual, agency, or firm. Special studies or other information will be required as the factual basis to support the change. The public need and justification for change must be established by the applicant.

**Policy F-3:** 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. The City may consider such a revision either major or minor.

**Policy F-4:** Plan amendments may be initiated by:

- a. City Council or Planning Commission.
- b. An individual or organization by application.

All Comprehensive Plan amendments shall be considered at public hearings before the Planning Commission and City Council in accordance with state law, City Charter, and appropriate City ordinances.

**Policy F-5:** Proposed revisions, either major or minor, or otherwise initiated, shall be reviewed in public hearings held by the Planning Commission and City Council and shall have adequate notice to meet State requirements. Comprehensive Plan amendment hearings shall be conducted under the following procedures:

- a. The Planning Commission shall conduct a public hearing on the proposed amendment at its earliest practical meeting time after the amendment is proposed.
- b. Prior to the Planning Commission hearing, the City Planning staff shall review the proposed amendment and prepare a report to the Planning Commission.
- c. Within 45 days of the hearing, the Planning Commission shall recommend to the City Council approval or rejection of the proposed amendment. It shall take a majority vote of the Planning Commission in favor of the proposal to recommend to the City Council that the Comprehensive Plan be amended.
- d. The Planning Commission shall consider amendment requests to the Comprehensive Plan at regularly advertised meetings.
- e. After receiving the recommendation of the Planning Commission, submitted as written findings regarding the proposed revision which consider public hearing(s) and response of affected governmental agencies, the City Council shall hold a public hearing on the proposed amendment.
- f. The City Recorder shall maintain records of all plan amendment hearings and adopted amendments of the Comprehensive Plan.
- g. Consideration by Planning Commission and Council of Plan amendments should be based on:
  1. Meeting the overall intent of the Comprehensive Plan. All Plan Policies shall be reviewed when revising the City Comprehensive Plan to make sure no portion of the Comprehensive Plan is overlooked.
  2. Citizen review and comment. The citizens of Tillamook will be encouraged to take part in all stages of the planning process.
  3. Input from affected governmental units and other agencies. All affected government agencies shall be informed of proposed revisions and allowed reasonable time to respond before making a recommendation on the plan revision to the City Council.
  4. Short- and long-term impacts of the proposed revision.
  5. Additional information as required by the Planning Commission or City Council.

**Policy F-6:** All appendices may be amended by Resolution.

### ***Objectives and Policies for Plan Implementation***

***Objective No. 1 for Plan Implementation:*** To implement the City Comprehensive Plan and its objectives, policies and implementing procedure.

### ***Policies for Objective No. 1 for Plan Implementation***

**Policy F-7:** The City shall institute regulatory and non-regulatory controls for the implementation of the Comprehensive Plan. These regulatory controls shall include the City's Zoning Ordinance.

**Policy F-8:** The City shall develop intergovernmental agreements with the County and other governmental entities and agencies to assist in the implementation of City policies.

**Objective No. 2 for Plan Implementation:** To provide for cooperation between the City and the County in the unincorporated land within the Urban Growth Boundary and establish and maintain an Urban Growth Management Agreement and Urban Service Agreement between the City and County.

***Policies for Objective No. 2 for Plan Implementation***

**Policy F-9:** The City shall develop an Urban Growth Management Agreement (UGMA) and other intergovernmental agreements with the County. The UGMA shall include an Urban Service Agreement (USA) between the City and County. Additional Intergovernmental Agreements between the City and County may also be made to coordinate services between the two levels of government.

**Objective No. 3 for Plan Implementation:** To establish and maintain grants-in-aid and a capital improvements program

***Policies for Objective No. 3 for Plan Implementation***

**Policy F-10:** The City shall coordinate a capital improvement projects list for the community.

**Policy F-11:** The City shall strive to identify grants available to continue to better the community in implementing its policies listed in the Comprehensive Plan.

-- END --

# *Chapter 16: Maps*

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**Map 1:** The Comprehensive Plan Map (1A) and Zoning Map (1B)

**Map 2:** Existing Land Use (which includes Non-Conforming Uses) Map

- Areas within City Limits (2A)
- Areas outside of City Limits (2B)

**Map 3:** The Vacant and Re-developable Lands (Potential Development) Map

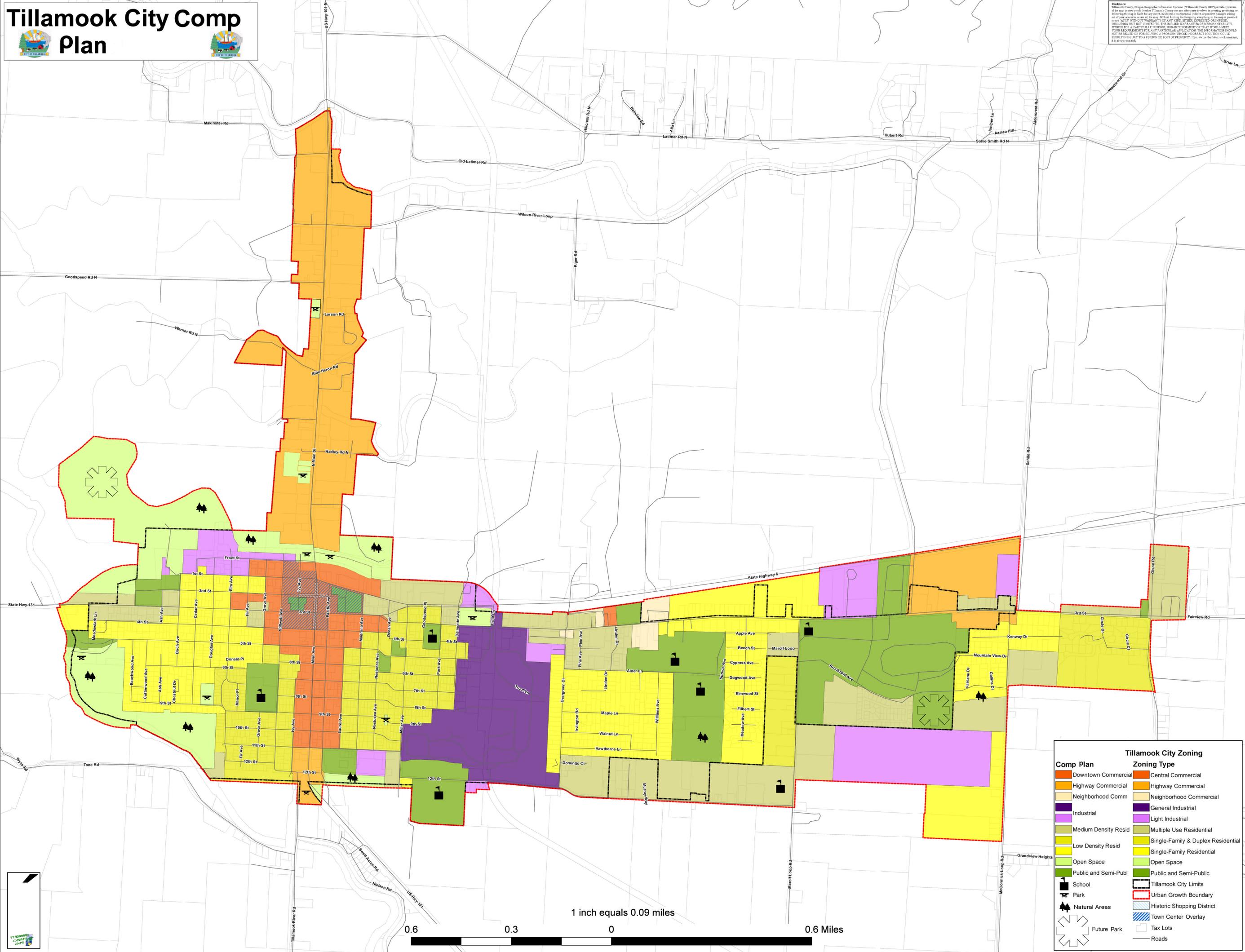
**Map 4:** Significant Wetlands/Flood Hazard Overlay Map

**Map 5:** Sanitary Sewer Map

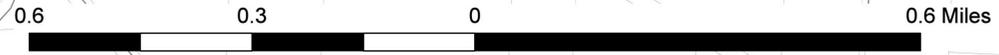
# Tillamook City Comp Plan



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1 inch equals 0.09 miles



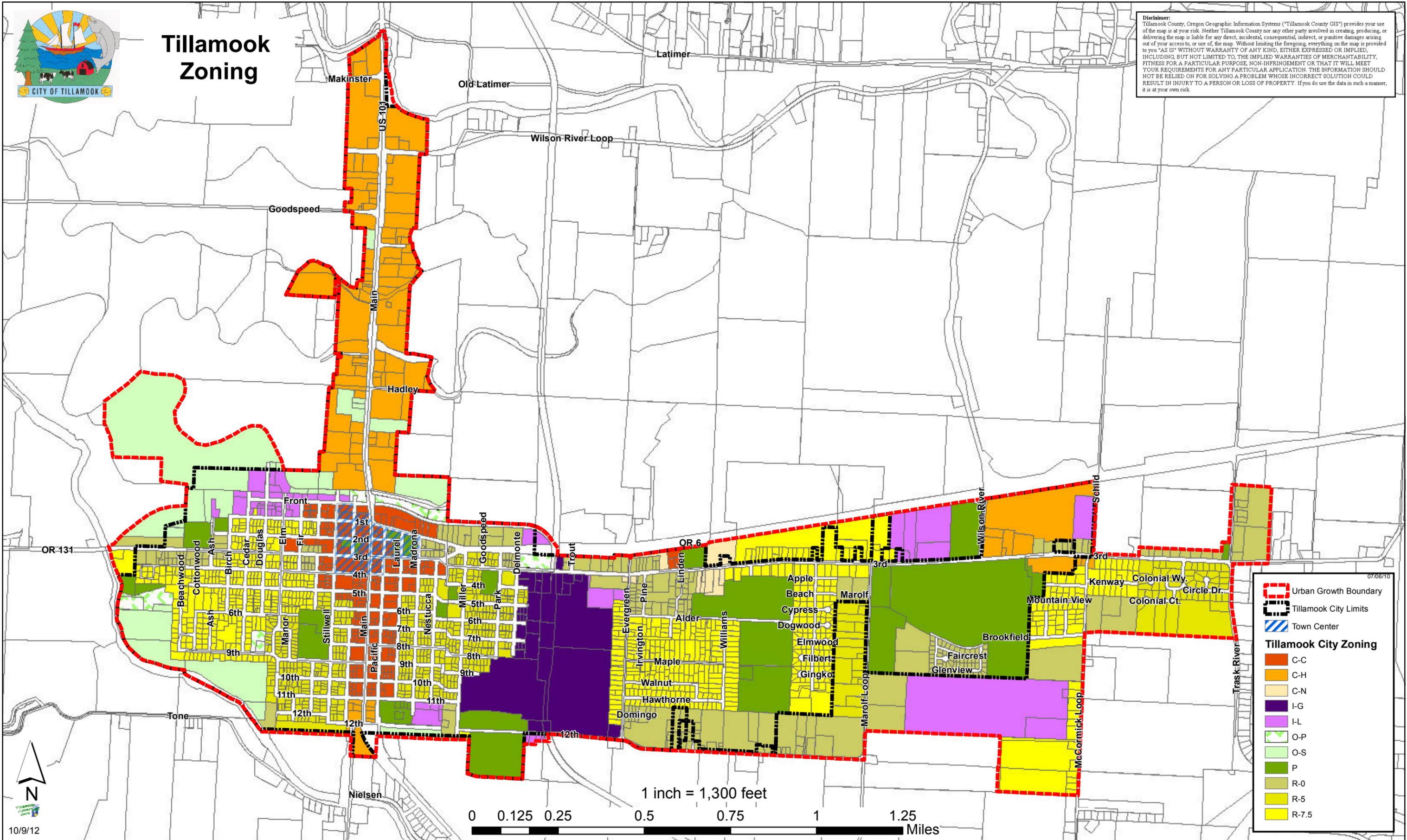
Tillamook City Zoning	
Comp Plan	Zoning Type
	Downtown Commercial
	Highway Commercial
	Neighborhood Comm
	Industrial
	Light Industrial
	Medium Density Resid
	Low Density Resid
	Open Space
	Public and Semi-Publ
	School
	Park
	Natural Areas
	Future Park
	Central Commercial
	Highway Commercial
	Neighborhood Commercial
	General Industrial
	Light Industrial
	Multiple Use Residential
	Single-Family & Duplex Residential
	Single-Family Residential
	Open Space
	Public and Semi-Public
	Tillamook City Limits
	Urban Growth Boundary
	Historic Shopping District
	Town Center Overlay
	Tax Lots
	Roads



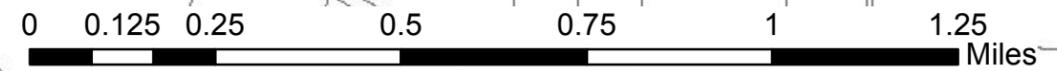


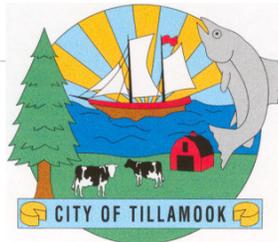
# Tillamook Zoning

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1 inch = 1,300 feet



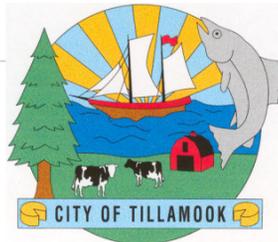


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**Land Use**

	PUBLIC
	PARK
	INDUSTRIAL
	MULTI-FAMILY RES
	COMMERCIAL
	VACANT
	SINGLE FAMILY RES
	CityLimits
	Urban Growth Boundary





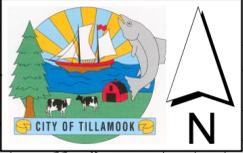
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**Land Use**

	PUBLIC
	PARK
	INDUSTRIAL
	MULTI-FAMILY RES
	COMMERCIAL
	VACANT
	SINGLE FAMILY RES
	CityLimits
	Urban Growth Boundary



# City of Tillamook Vacant and Redevelopable Lands



**Summary:**

Vacant land inside City Limits:	
CC	2.2730722 acres
CH	8.3548663 acres
IG	2.2369482 acres
IL	0.570627 acres
RO	4.6436109 acres
R7.5	0.1277571 acres

Redevelopable land inside City Limits:	
CC	9.3188657 acres
CH	2.7795009 acres
CN	0.8451946 acres
IG	1.0716226 acres
IL	2.5988412 acres
RO	26.381126 acres
R5	0.2295698 acres

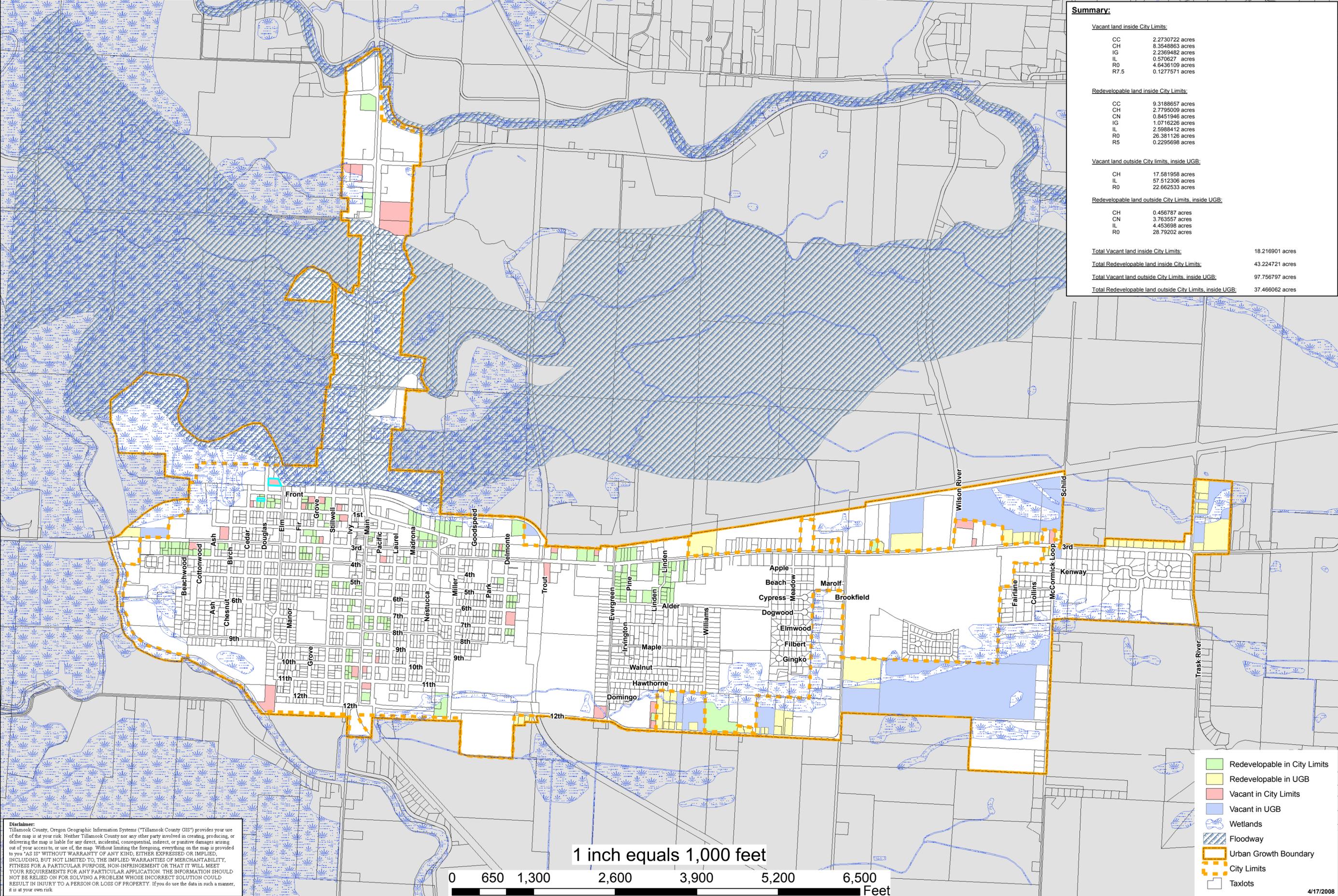
Vacant land outside City limits, inside UGB:	
CH	17.581958 acres
IL	57.512306 acres
RO	22.662533 acres

Redevelopable land outside City Limits, inside UGB:	
CH	0.456787 acres
CN	3.763557 acres
IL	4.453698 acres
RO	28.79202 acres

<b>Total Vacant land inside City Limits:</b>	18.216901 acres
<b>Total Redevelopable land inside City Limits:</b>	43.224721 acres
<b>Total Vacant land outside City Limits, inside UGB:</b>	97.756797 acres
<b>Total Redevelopable land outside City Limits, inside UGB:</b>	37.466062 acres



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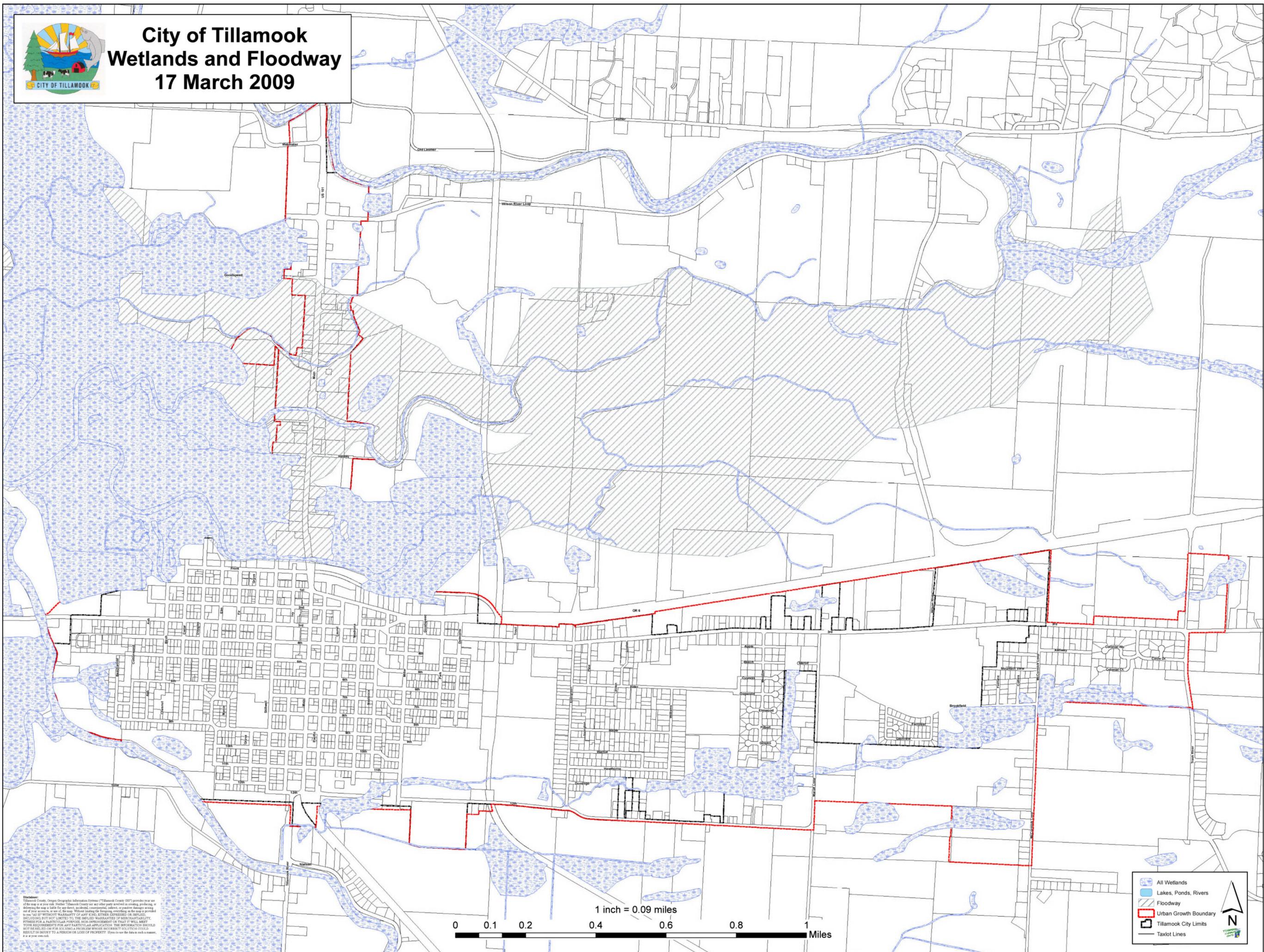
1 inch equals 1,000 feet



- Redevelopable in City Limits
- Redevelopable in UGB
- Vacant in City Limits
- Vacant in UGB
- Wetlands
- Floodway
- Urban Growth Boundary
- City Limits
- Taxlots

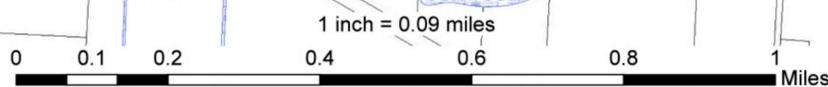


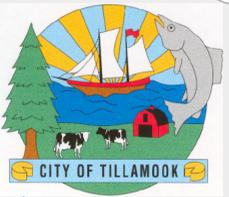
# City of Tillamook Wetlands and Floodway 17 March 2009



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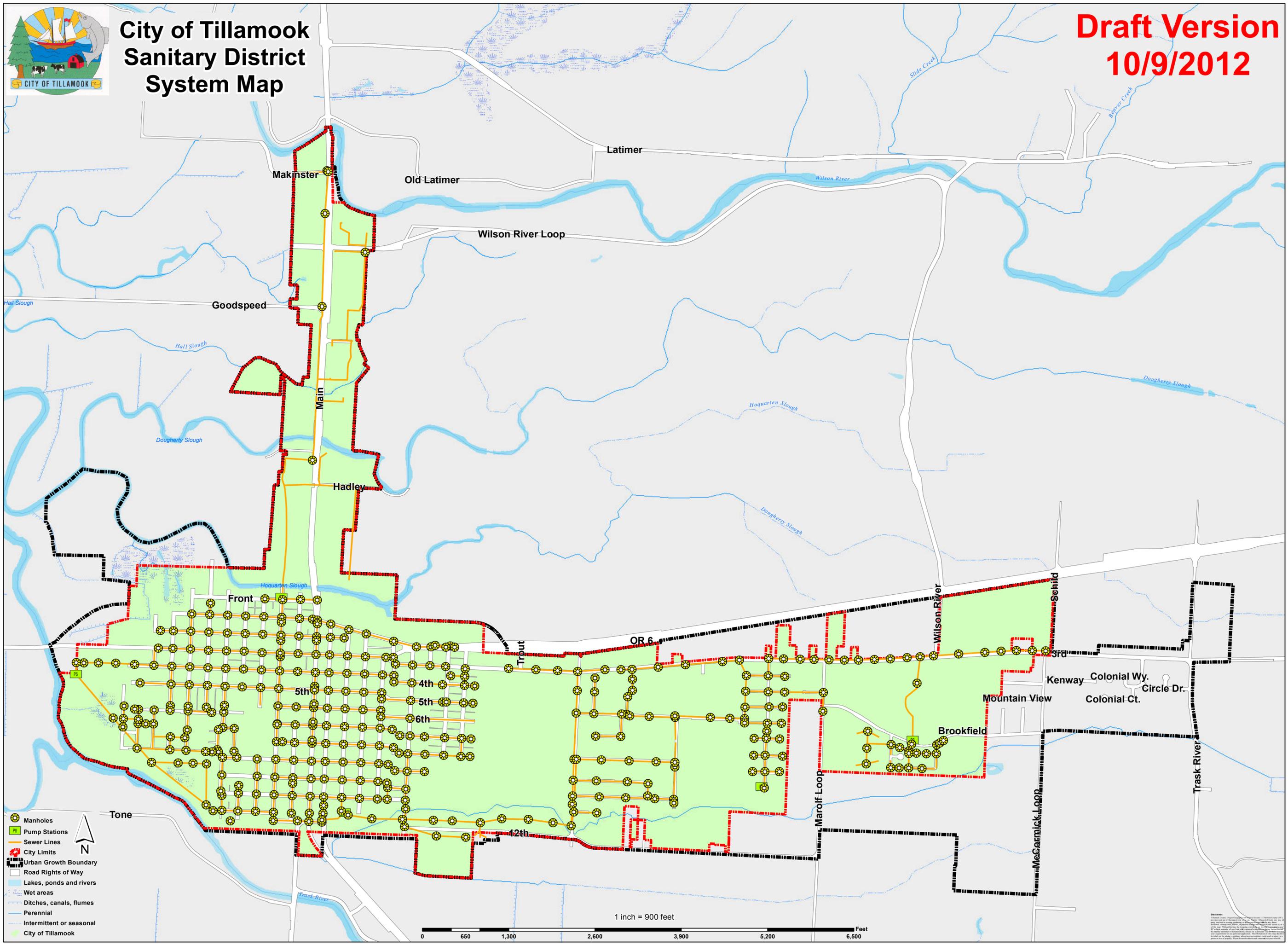
- All Wetlands
- Lakes, Ponds, Rivers
- Floodway
- Urban Growth Boundary
- Tillamook City Limits
- Taxlot Lines





# City of Tillamook Sanitary District System Map

## Draft Version 10/9/2012



- Manholes
- Pump Stations
- Sewer Lines
- City Limits
- Urban Growth Boundary
- Road Rights of Way
- Lakes, ponds and rivers
- Wet areas
- Ditches, canals, flumes
- Perennial
- Intermittent or seasonal
- City of Tillamook

1 inch = 900 feet



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