

Chapter 11: Economy (State Goal 9)

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:

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

Table 11-3: Major Employers outside of the City of Tillamook		
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.

Table 11-4: Countywide Non-Farm Payroll Employment												
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

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

Source: U.S. Census 2010

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.

Table 11-6: Buildable Land for Commercial and Industrial Uses			
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>
Amount of commercial land available	70.00	155.00	225.00
<hr/>			
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>
Amount of industrial land available in City (Columns 1 & 2), and Amount of industrial land available at Port of Tillamook Bay (Column 3)	6.18	62.32	1,068.50

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.
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- 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)

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 (12th 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

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

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

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 (12th 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 --