

# E. MANAGING URBAN GROWTH

## 9. Population

### Background, History

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

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

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

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

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

Source: Tillamook County, City of Tillamook Administration

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

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

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

**Table 9-2: Past Population Growth in the City of Tillamook and Tillamook County**

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

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

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

<b>Table 9-3: City of Tillamook's Population, 1980-2010</b>		
<b>Estimated Population on July 1 (Center for Population Research and Census)</b>		
<b>*2010</b>	4,920 Based on Federal Census	<b>+ 210</b>
<b>2009</b>	4,710	<b>+ 10</b>
<b>2008</b>	4,700	<b>+ 10</b>
<b>2007</b>	4,690	<b>+ 15</b>
<b>*2006</b>	4,675	<b>+375</b>
<b>2005</b>	4,300	<b>- 50</b>
<b>2004</b>	4,350	<b>0</b>
<b>2003</b>	4,350	<b>+ 10</b>
<b>2002</b>	4,340	<b>0</b>
<b>2001</b>	4,340	<b>- 12</b>
<b>2000</b>	4,352 Based on Federal Census	<b>+ 82</b>
<b>1999</b>	4,270	<b>- 40</b>
<b>1998</b>	4,310	<b>- 30</b>
<b>1997</b>	4,340	<b>+ 65</b>
<b>1996</b>	4,275	<b>+ 30</b>
<b>*1995</b>	4,245	<b>+ 55</b>
<b>1994</b>	4,190	<b>0</b>
<b>1993</b>	4,190	<b>+ 61</b>
<b>1992</b>	4,129	<b>+ 61</b>
<b>1991</b>	4,068	<b>+ 62</b>
<b>*1990</b>	4,006 Based on Federal Census	<b>+ 3</b>
<b>1989</b>	4,003	<b>+ 2</b>
<b>*1988</b>	4,001	<b>+ 3</b>
<b>1987</b>	3,998	<b>+ 2</b>
<b>1986</b>	3,996	<b>+ 3</b>
<b>1985</b>	3,993	<b>+ 2</b>
<b>1984</b>	3,991	<b>+ 3</b>
<b>*1983</b>	3,988	<b>+ 2</b>
<b>*1982</b>	<b>3,986</b>	<b>+ 3</b>
<b>1981</b>	<b>3,983</b>	<b>+ 2</b>
<b>*1980</b>	3,981 Based on Federal Census	

\* = annexation of land to the City.

Tillamook's average growth rate during the 30 years from 1980 to 2010 was about one percent per year. That statistic suggests slow steady growth over three decades. Tillamook's population was mostly static until the 1990's, and again after annexation in 2006 and 2010. The population jumped from 4,006 in 1990 to 4,352 in the year 2000, a more gradual rate than earlier of about 1% per year, and to 4,920 in the year 2010, still about a 1% per year increase. These greater increases are mainly due to annexations.

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

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

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

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

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

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

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

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

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

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

century. All of these growth projections must be taken into account for a clear perspective on the growth or decline of the City's population.

Another consideration in determining population is to predict the economic stability of the Tillamook area based upon past trends. Table 9-5 shows building activities have been fairly stable over the past thirteen (13) years between 1996 and 2008. There have been very minor fluctuations as shown in Table 9-5. The construction costs continue to fluctuate greatly on a year-by-year basis, with no comparable reference to the number of permits issued. Additionally, the table does not differentiate between new construction and repair/renovation/remodel projects.

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

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

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

**TABLE 9-6: SINGLE FAMILY DWELLING PERMITS ISSUED**

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

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

Exc: Unincorporated Tillamook County, provided by County

A larger amount of single-family residential dwelling construction occurred from 2006 to 2010 than in other years. It should be noted that this increase occurred immediately after the annexation in 2005. The relationship of single-family residential growth to the

unincorporated County, other incorporated cities in the County, unincorporated Lincoln County, and a couple of incorporated cities in Lincoln County can also be seen in the table between 2003 and 2006, to compare Tillamook's residential development with other coastal community's residential development.

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

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

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

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

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

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

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

A comparison of Tillamook's population in 2000 (4,352 people) and 2010 (4,920 people) with the County's adopted forecast for Tillamook of 5,207 people in the year 2015 indicates an average annual growth rate of approximately 1.3 percent. A population forecast of 6,038 people by the year 2030, indicates a more gradual annual growth rate.

This long-term average is consistent with Tillamook’s growth during the past half century and with the county’s coordinated forecasts. The same percentage can be used here to forecast Tillamook’s growth until the year 2030.

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

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

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

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

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

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

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

## 10. Past, Existing and Future Land Use (State Goal 2)

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### History of Land Use in the City of Tillamook

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

Land use in the City of Tillamook has evolved with the development of different modes of transportation. During the late nineteenth century and early twentieth century, business in Tillamook was carried out along streets abutting Hoquarton Slough (Front Street), where boats carrying supplies could land to load and unload cargo. The lumber mills also ran alongside the slough. Sparse urban development extended south to about Sixth Street. The Highway 101 Bridge crossing the slough was built in 1931 by the Clackamas Construction Company.

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

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

Further adjustments were made to the shape of the City by the late twentieth century. Property along U.S. Highway 101 north to the Wilson River was annexed into the City, and areas of farmland once in the City Limits were withdrawn from the City at the time of the last Periodic Review (2003). Map 7, as presented below, shows the City's development.

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### EXISTING LAND USE

One of the most important pieces in planning for future land use is identifying the amount, type, and location of existing land use. The location of existing residential (both single-family and multiple-family), commercial, industrial, public/semi-public, and open space areas provides a basis for understanding present conditions and for making

projections for future land use patterns. The Comprehensive Plan Map and Zoning Map for the City of Tillamook reflect zonation and planned land uses within the City's Urban Growth Boundary as of 2008. The Existing Land Use Map reflects the uses, both conforming and non-conforming, in the City. In this chapter, each land use (residential, commercial, industrial, public, semi-public, open space, and the overlay zones) will be discussed with a description of their locations and the goals, objectives and policies for the different uses at the end of the chapter.

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

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

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

**Land Use Designated Areas**

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

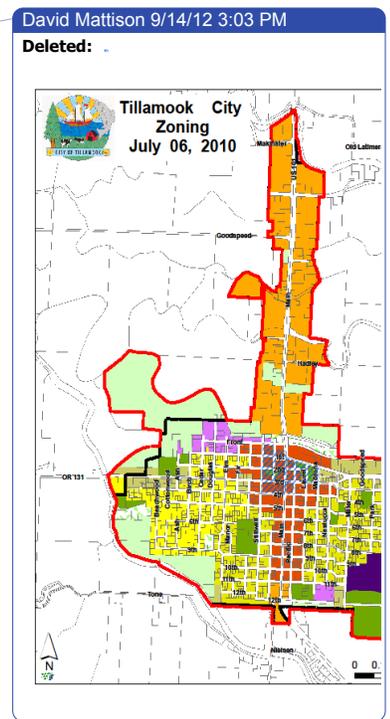
- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li><b>Open Space,</b></li> <li><b>Residential - Single Family,</b></li> <li><b>Residential - Single Family &amp; Duplex,</b></li> <li><b>Residential - Multiple-Use,</b></li> <li><b>Public &amp; Semi-Public,</b></li> </ul> | <ul style="list-style-type: none"> <li><b>Commercial - Neighborhood,</b></li> <li><b>Commercial - Highway,</b></li> <li><b>Commercial - Central,</b></li> <li><b>Industrial - Light,</b></li> <li><b>Industrial - General.</b></li> </ul> |
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The location and boundaries of each of the areas designated for each land use are described on the approved and State acknowledged City Comprehensive Plan and Zoning Map and further in Appendix V. The Land Use Policies also describe the purpose of each zone designation listed above.

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

**Residential Land**

Residential uses include lands used for single-family, duplex and multi-family development. There are essentially two levels of residential development: lower-density single-family and duplex residential development and medium-density multi-family and



multiple use residential development. Secondary residential development is also allowed in each of the commercial areas.

Most land currently in and designated for residential use is south of First Street, surrounding the downtown area and extending from downtown west to the Trask River, from downtown east to the mill. Additionally the residential land extends east of the mill to surround the elementary and middle schools and extending farther east to the County Fairgrounds. Land extending east of the Fairgrounds to the Urban Growth Boundary is also designated and used for residential purposes. These portions of land are made up of a majority of low-density single-family residential units.

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The small areas of land made up of higher density multiple family residential units are scattered throughout the City and not concentrated around the downtown. These areas are further described in Appendix V and on the Comprehensive Plan Map. These lands are designated for higher-density residential uses but also contain a large number of single-family residential dwellings. These areas are also conditionally available for small-scale commercial development. This is discussed further below under Mixed-Use Office.

Most of the vacant and not fully developed land zoned for residential uses lies east and south of the County Fairgrounds and north of Twelfth Street between Evergreen Drive and Marolf Loop Road.

### **Commercial Land**

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

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

### **Town Center and Downtown Commercial:**

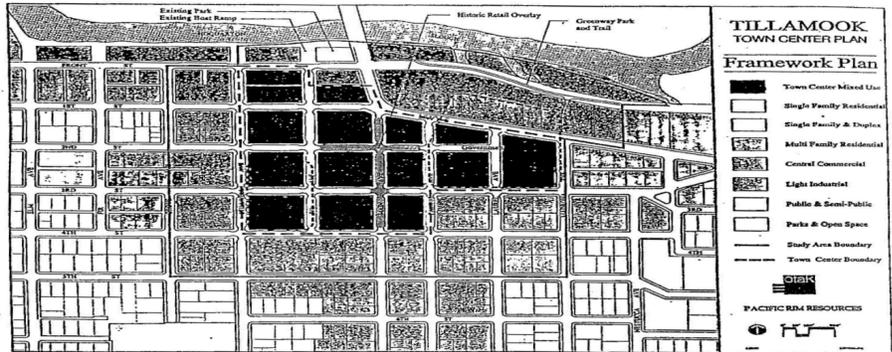
The downtown area of Tillamook exhibits strength and vitality. Retail, professional and service needs are provided to residents of the Tillamook urbanized area as well as a large part of the county's population. In this core area of town, there is a large amount of

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already developed land for small store establishments. This space could be occupied by small retail and offices. Currently second stories are not being used to their full potential primarily due to building code and occupancy requirements. A vital downtown is an asset to the community that should be maintained and reinforced through City policies.

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Land Use in the Town Center includes the following:

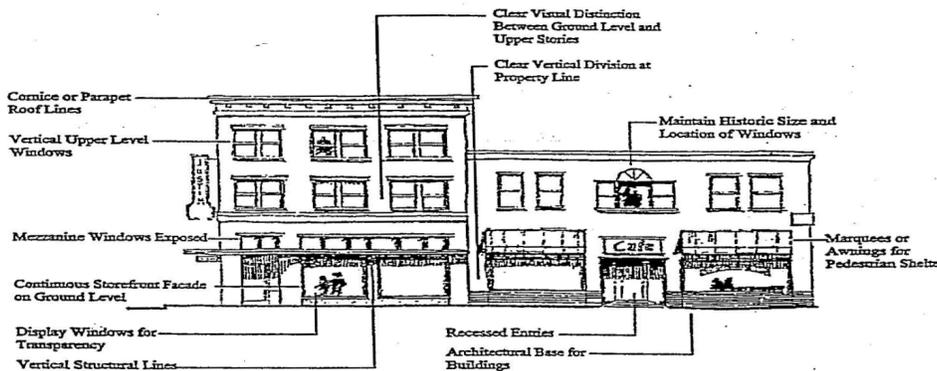
1. Mixed use developments, a broader range of housing types, and more intense residential and non-residential developments are permitted and encouraged within the Town Center Plan boundary.
2. New open space in the form of a greenway park extending from the Port of Tillamook Bay Railroad Right-Of-Way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

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5. A Historic Retail Overlay consistent with the Town Center Plan exists on Main Avenue. In the Historic Retail Overlay ground floor spaces facing the street are limited to retail and service use in order to encourage pedestrian activity and retail vitality.

Urban Design in the Town Center should include the following:

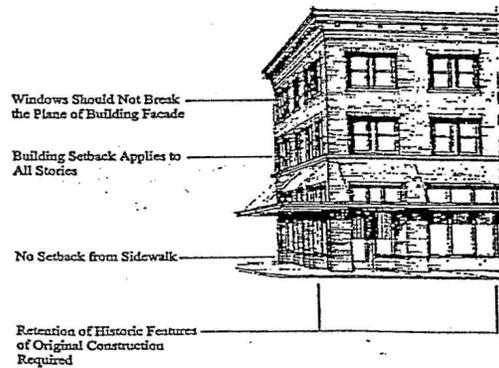
1. A consistent design for streetscape improvements within the public-right-of way established in the Town Center Plan area. Guidelines consider sidewalks, street furniture (benches, drinking fountains, trash cans), sculptures, murals and street lighting.
2. Streetscapes in the Town Center Plan area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



Tillamook Town Center District  
Historic Architectural Guidelines

#### Historic Considerations in the Town Center:

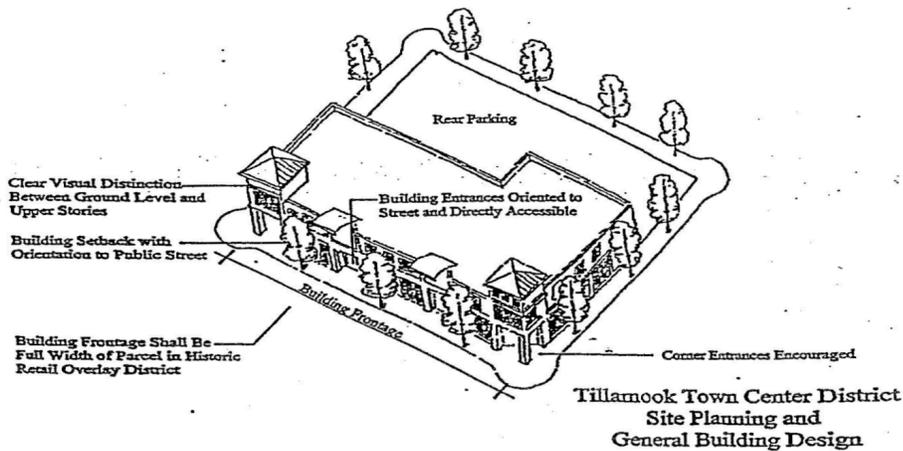
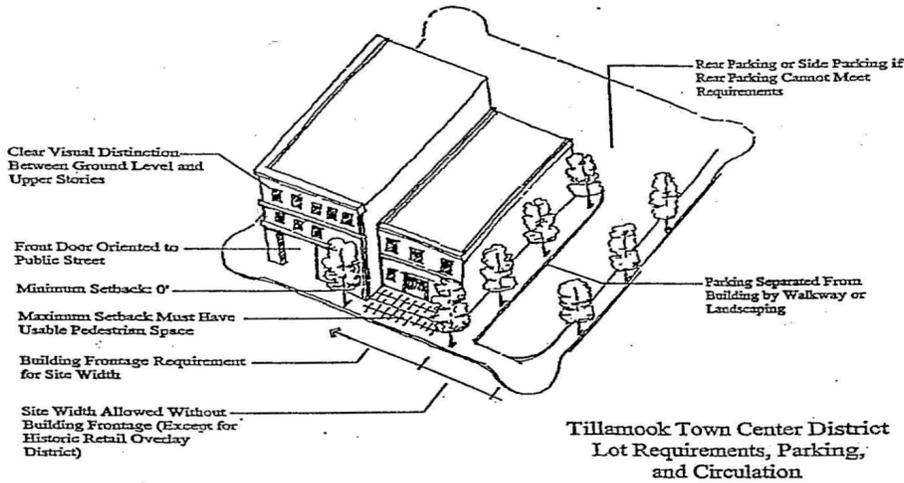
Over the past two decades, the architectural continuity has been compromised as a result of covering facades with non-historic materials, removal of traditional signs and marquees and in some cases, demolition of older buildings to make way for contemporary buildings lacking the pedestrian friendly qualities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



1. Historic design guidelines include the following:
  - a. New construction fronting streets in keeping with the original architectural character, color, mass, scale and materials of the neighboring buildings.
  - b. Additions to existing buildings in keeping with original architectural character, color, mass, scale and materials. Wherever possible, new additions or alterations to existing buildings done in such a manner that if they were to be removed in the future, the essential form and integrity of the original building would not be impaired.
  - c. New construction fill in gaps in the urban fabric; adjacent to the sidewalk or vertical edge, reinforcing the enclosure of the street.
  - d. Existing additions to historic buildings evaluated for their compatibility with the historic building and their contribution to the character of the overlay area.
  - e. Every reasonable effort made to provide a compatible use for existing buildings in the overlay area that will require minimum alteration to the building and its environment.
  - f. Rehabilitation work not destroying the distinguishing qualities or character of the property and its environment; and deteriorated historical architectural repaired rather than replaced whenever possible.
  - g. Distinctive stylistic features or examples of skilled craftsmanship, which characterize older structures and often predate the mass production of building materials conserved.
  - h. Many changes to buildings that have taken place in the course of time and are evidence of the history of both the building and the downtown and have

developed significance in their own right, this significance recognized and respected.

- i. All buildings should be recognized as products of their own time. Alterations to create an appearance inconsistent with the actual character of the building should be discouraged.
- j. Contemporary design for new buildings and additions to existing buildings permitted only if such design is compatible with the size, scale, color, material and historic character of the area.
- k. A structural soundness survey obtained prior to any substantial rehabilitation.



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

In addition, there is a small piece of commercial property east of the POTB Railroad Right-of-Way on Third Street that is zoned Central Commercial. This is due to prior City approval.

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### Highway Commercial:

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

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

The area along North Main Avenue north of Hoquarton Slough has its advantages and disadvantages. The advantages this area has are: continuous commercial development along Highway 101, sanitary sewer, was annexed to the City in the spring of 1982, with commercial zoning by the County prior to annexation, and the existing businesses appear to be successful. The disadvantage of this area is its seasonal flooding with a larger percentage of property located in the 100-year floodplain and the Floodway.

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

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That area along Main Avenue and Pacific Avenue (the Highway 101 couplet) south of Eleventh Street is almost fully developed. This includes non-conforming uses such as single-family houses as well as smaller scale commercial. It is within close proximity to

the downtown core, but will require large-scale developers to acquire several homes and lots, competing with home buyers looking for housing, move, demolish or remodel the buildings and/or construct a new building on the site.

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

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### **Neighborhood Commercial:**

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

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

### **Mixed Use Office:**

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

### **Industrial Land**

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

1. That area along Front Street designated as Light Industrial;
2. That area on Third Street north of the County Fairgrounds designated as Light Industrial;
3. That area around and including the Hampton Lumber Mill, Werner Gourmet Meat Snacks, and TP Freight extending along the POTB Railroad Right-Of-Way designated as Heavy Industrial.

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

**Public, Semi-Public and Open Space Land:**

Public and Semi-Public uses include lands designed for public buildings, public utilities, schools, playgrounds, churches, meeting halls, and other similar uses which are considered public facilities. The purpose of the public and semi-public district is to recognize existing public facility land use and areas for those uses, which generate large public gatherings, and to provide for the development of public facility services and other public-oriented uses.

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

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

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

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

A majority of the land allocated for open space lies west of the POTB Railroad Right-Of-Way, on the north side of the Trask River, along Hoquarton Slough, along the Twelfth Street Right-of-Way east of Pacific Avenue, and along the western Urban Growth Boundary. Those areas designated and maintained as parks and open space include:

Carnahan Park, Lillian Goodspeed Park, Hoquarton **Interpretive** Park, **Sue H. Elmore** Park, **Coatesville** Ninth Street Park, and Veteran's Peace Park. Areas allocated for future parks include the area at the confluence of the Hoquarton and Dougherty Sloughs and the area south of the County Fairgrounds.

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

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

Public and Semi-Public land needs will be less than current acres per hundred population. This is due mainly to the large land area of the County Fairgrounds which have no need for duplication. There are approximately one hundred seventy-eight (178) acres serving a UGB population of 4,648. An additional forty (40) acres are provided which basically come from the projected future development of two (2) large park areas as mentioned above and noted on the Comprehensive Plan Map.

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

### **City Public Buildings**

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

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

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

### **Overlay Zones**

The City of Tillamook has a number of overlay zones that are located in special areas of the City and are applicable in addition to the underlying base zone districts. Properties under the overlay zones are subject to the requirements of the underlying base zone district and additionally the overlay zone district. There are six (6) overlay zones within the City. These include the following:

**Town Center (or TC) Overlay Zone District;**  
**Flood Hazard (or FHO) Overlay Zone District;**  
**Airport (or AO) Overlay Zone District;**  
**Hazard (or HO) Overlay Zone District;**  
**Water Resource Protection Overlay District.**

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

## **CITY LIMITS**

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

Within the City Limits, there are approximately 1,091 acres. Of these acres approximately 30% of the land is zoned for residential use, 20% for commercial use, 10% industrial, 16% public/semi-public, and 7% for open space. Approximately 17% of the urbanizable area is used for streets and right-of-ways. The existing land uses within the City Limits are shown in Appendix VI.

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

## **CITY URBAN GROWTH AREA**

The Urban Growth Boundary (also known as the UGB) is the boundary line beyond the City Limits that indicates the outermost limit of the City of Tillamook's planned expansion. The boundary is designed to indicate the planned extent of Tillamook's growth over a period of time. The UGB is not static. In some ways it needs to remain flexible to growth and change especially in response to land use changes as a result of changed public needs and the rate of development in order to carry out the Statewide Planning goals. The Urban Growth Area (also known as the UGA) includes the land that is inside the UGB but outside the City Limits. It is the area for future urban development and growth, served by urban services. Within the Urban Growth Area, approximately 52% of the land is zoned for residential use, 6% for commercial use, 18% industrial, 3% public/semi-public, and 14% for open space. Approximately 7% of this urbanizable area is used for streets and right-of-ways.

Overall, within the UGB approximately 36% of the land is zoned for residential use, 16% for commercial use, 12% industrial, 12% public/semi-public, and 9% for open space.

Approximately 15% of this area is used for streets and right-of-ways. This area includes both the land within the City Limits and the land within the UGA.

## EXISTING LAND USE

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

In summary, within the City Limits, approximately 27% of the land is used for residential use, 11% for commercial use, 9% industrial, 18% public/semi-public, and 2% for open space. As mentioned earlier, approximately 17% of the area inside the City Limits is used for street right-of-ways. This leaves approximately 15% of the land within the City Limits vacant. Within the Urban Growth Area, approximately 23% of the land is used for residential use, 1% for commercial use, 2% industrial, 7% public/semi-public, and 0.1% for open space. Approximately 7% of the area inside the Urban Growth Area is used for street right-of-ways. This leaves approximately 60% of the land within the City Limits vacant for residential development.

## PRE-EXISTING NON-CONFORMING

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

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

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

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

## FUTURE LAND USE

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

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

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

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

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

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

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

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

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

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

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

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

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

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

If potential development on the buildable land within the Urban Growth Boundary reached its maximum size, the City could foster an additional residential population of approximately 8,171 people (154% of the current population), according to the average family size and the Potential Development Column in Appendix VI. This means a total of approximately 13,471 residents could establish homes within the current Urban Growth Boundary and present zone district location if each of the zone districts were built out to its maximum potential. This will be discussed again in Chapter 11, Housing and Chapter 14, Urbanization.

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

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

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

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

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

Because of the large supply of industrial land owned by the Port of Tillamook Bay, and the amount of commercial land available for development within the Urban Growth Boundary of the City of Tillamook, the greater Tillamook area has the capacity to accommodate all projected growth in the County, within a twenty (20) year period,

without a revision of the Urban Growth Boundary (UGB). If a potential shortage of commercial land appeared to be eminent, the shortfall could be taken care of by zone changes from the more than ample industrial land supply within the UGB.

All of the above may be modified in the near future upon adoption of the City updated EOA.

In addition to commercial and industrial land, the City of Tillamook has over 500 acres of residentially zoned property within the City limits and Urban Growth Area that are available to be developed. Therefore, the current land supply is likely to be more than enough to accommodate residential growth over the next twenty years. This will be discussed further in Chapter 11, Housing.

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

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

### Guidelines for Land Designation Decisions

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

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### GUIDELINES

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

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- A. It has visibility from major arterials and streets, as well as safe, easy access from residential areas of town.
- B. As commercial land, it would result in minimal conflict with other land uses nearby, especially residential and agricultural uses.
- C. It is located at an intersection with a major arterial.
- D. Adequate parking is available or can be made available.
- E. It has safe, easy access from residential areas but limited visibility from major arterials and is therefore suitable for professional office space.
- F. Sewers, water, and other necessary services are available.

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

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

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

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

**Land Use**

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- A. Land considered most suitable for agricultural uses:
  - I. It is currently in agricultural use.
  - <#>It is not currently in agricultural production but, with irrigation or other improvements, could be suitable for production in the future. (State law defines lands with soils in SCS Classes I through VI to be considered potential agricultural lands.)
  - <#>It is outside of the City Limits.
- B. Land considered moderately suitable for agricultural uses:
  - I. Agricultural land adjacent to present city limits and adjoined on three or more sides by other, nonagricultural land uses.

**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.

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**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.

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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.

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**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 wooded 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.

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**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.

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**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.

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## 11. Economy (State Goal 9)

This chapter will be modified within the next couple of years based upon an updated EOA 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.

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**Table 11-1: Tourist Destination Attendance 1995 – 2010**

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

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

The statistics 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.

<b>Table 11-3: Major Employers outside of the City of Tillamook</b>		
<b>Employer</b>	<b>Location</b>	<b>Employees</b>
Tillamook County Creamery Association	North of town, Hwy. 101	400
Tillamook County Smoker	North of town, Hwy 101	200
Trask River Wood Works	South of town, in POTB	101
Nestucca Ridge Storage	Southwest of town, in Pacific City	90

From Table 11-2, you can see that Tillamook County General Hospital and Tillamook Medical Association are two of the larger employers in the City. Many privately owned organizations outside of the City Limits, as shown in Table 11-3 are also some of the larger employers in the region.

<b>Table 11-4:</b>	<b>Countywide Non-</b>		<b>Farm</b>		<b>Payroll</b>		<b>Employment</b>					
<b>Year</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>
Non-Farm Employment	7,930	7,940	8,000	8,120	8,090	8,310	8,510	8,690	8,750	8,750	8,370	8,350

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

In Table 11-4, the number of Countywide non-farm jobs shown has gradually increased for the time period between 1999 and 2010.

Over the past twenty (20) years, a larger period, employment in the retail/wholesale trade and service sectors of the local economy has grown both in actual numbers and in the relative proportion of total employment. This includes small-scale commercial infill utilizing vacant space in the downtown commercial area, and multiple use residential/office areas.

The primary and secondary industries of lumber and dairy have in the past been sound bases for Tillamook employment. The Tillamook County Creamery Association continues to thrive with steady employment and consistently high production of the famous Tillamook Cheese. Hampton Lumber mill (inside the City Limits) has continued to have high amounts of productivity. Both, however, have shown through technology and consolidation, increased production without a significant increase in the labor force. Other food products important to this area are meat processing industries and those coming from the ocean. And they have both had a steady growth in recent years. However, overall industrial and manufacturing employment again has decreased from being 48% of the workforce in 1971 to only 19% in 1990; and has decreased further to approximately 10% of the workforce in 2010. This is a concern for a sound and fully

developed economy that accommodates the increased employment demand for a projected increase in population by the year 2020.

**INDUSTRIAL LAND PROJECTION**

An analysis of the industries in the City reveals a wide range of activities with substantially differing land use needs. Only some of these industries are reliant on the land within the industrial sector of Tillamook. According to the 2010 U.S. Census, there are approximately 3,100 jobs within the City. As the table below indicates fifteen (15) major S.I.C. classifications represent approximately 90% of employment within Tillamook City with scales of operations ranging from a single employee on a standard city lot to two hundred employees on over 85 acres.

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

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

Source: U.S. Census 2010

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

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

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

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

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

### Economic Opportunities

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



These murals are one example of many factors that influence Tillamook's potential for economic development: the murals highlight Tillamook's prominence in the history of the Captain Cook landing, and draws tourists to the area. This particular factor is a positive force for economic development, but some factors limit the city's potential. By examining and comparing the main strengths and weaknesses, one can assess

Tillamook's potential for economic development and then adopt policies and take actions to enhance community strengths and deal with weaknesses. This type of "economic opportunities analysis" is required by OAR 660, Division 19, a state administrative rule.

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

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### 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

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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.

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

**Business Relocation from 101 North Floodway**

City staff conducted a citywide inventory identifying vacant lots, lots that potentially could be redeveloped from a non-conforming use to a conforming use or potentially could be redeveloped with greater intensity of use. City staff also identified parcels that

have been ‘for rent’ for an extended period of time, and noted these areas as ‘redevelopable’.

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

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

In 2009, JOHNSON REID, along with OTAK, INC., THE BENKENDORF ASSOCIATES, CORP., and VLG CONSULTING were retained by the City of Tillamook via the State of Oregon Community Solutions project funding program to study two key land need and (re)development issues facing the City as it works with local businesses and property owners located in flood-prone areas:

- The potential for locations within the City of Tillamook or nearby to adequately receive businesses and property owners who choose to relocate away from flood-prone areas; and
- The potential for the City of Tillamook and its community development partners to utilize vacated lands within flood-prone areas in such a manner that enhances the community.

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

1. Highway 6 & Wilson River Loop Site (Receiving Site #1) – A 21-acre site along Highway 6 at Wilson River Loop Road that enables the largest aggregation of new and relocated commercial development within the UGB. We find the site, based on future market conditions and commercial broker input, affords the City the “lowest-hanging fruit” regarding a new node of commercial activity with significant commercial “gravity” for several different businesses.

2. Highway 6 & US Highway 101/Pacific Avenue Extension (Receiving Site #2) – A potential traffic reroute of Highway 101 at Highway 6 would create significant changes

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

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

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

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

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

There are approximately twenty-one (21) flood prone businesses and four (4) flood prone houses located in this 101 North area. Eight (8) of these businesses are restaurants (three (3) drive-thru restaurants and the remaining five (5) sit-down restaurants), and the other thirteen (13) are other commercial retail, such as automobile dealerships, auto parts stores, agricultural sales stores, fireplace/mechanical equipment stores, hardware stores, trade stores, and commercial services, such as repair shops, real estate offices, and auto services. Businesses and homes that have already relocated or elevated themselves, or properties and buildings that are vacant, were not included in this inventory.

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

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

## **Conclusion**

The above analysis shows that Tillamook has an adequate amount of land planned and zoned for commercial and industrial development for the next twenty years. This includes future development as well as business relocation from certain areas of town (see Appendix Y). The total also could accommodate the necessary acreage needed to relocate the twenty-one flood-prone properties identified, and far exceeds the necessary 9 acres needed to relocate business structures identified, as is reported in Appendix Y.

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

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

This presents the city with a choice: compensate for the weaknesses of some commercial and industrial sites by adding additional parcels to the inventory, or enhance the existing inventory by improving access, developing infrastructure, and, especially, enhancing and redeveloping the downtown. This is essentially a choice between quantity and quality of buildable land.

To put it another way, do planning and zoning a large quantity of sites for commercial and industrial use, or by focusing the City's attention on the quality of key sites for development better serve Tillamook's economy? It may seem that "quantity" is the obvious answer, but in fact there are several not-so-obvious problems in planning and zoning much more land for development than is likely to be needed.

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

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

For such reasons, the “quality” option may be preferable: the city should concentrate its efforts on making the existing commercial and industrial zoned lands market-ready. Focusing development in and around already existing centers of development may be more suitable for quality economic growth and development.

## **Goal, Objectives, Policies, and Implementing Procedures for Economic Development**

### **Goal for Economic Development**

To diversify and improve the economy.

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

### ***Policies for Objective No. 1 for Economic Development***

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

### ***Implementing Procedures for Policy E-29***

- Develop a marketing program to promote tourism and to advertise Tillamook’s historical significance.
- Develop a marketing program to make businesses aware of Tillamook’s potential for economic development.

**Policy E-30:** The Town Center Plan shall include design review standards and criteria and be a commercial overlay district in the City Development Codes. The Plan may compliment early efforts and provide continuity of purpose in terms of color schemes, architectural and design elements and public open space.

### ***Implementing Procedures for Policy E-30***

- The City shall develop and preserve the City Center to retain a small, friendly, relaxed and welcoming environment, and maintain a small town center atmosphere.

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

**Policy E-32:** Programs to enhance the Central Business District, such as improving the outward appearance of the existing structures and an overall downtown development plan

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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).

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**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:

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- 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.

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**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.

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**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.

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**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 (Q).
- The City government shall encourage economic diversity through business recruitment that is specific and value-driven by quality and service.

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**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.

## **12. Housing (State Goal 10)**

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

- The current supply of housing;

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

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

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

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

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

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

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

Another factor to examine is that in 2000 just over seven percent (7.7%) of Tillamook's renter-occupied dwelling units were vacant and 2.5% of Tillamook's owner-occupied dwelling units were vacant. When these percentages are compared to the 1980 figures, of 2.4% and 3.3% respectively, the vacancy rates have increased.

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

A large percentage of the housing stock, particularly those within or near to the center of town, is 50 years old or older. This situation combined with the relatively slow growth of

new housing has contributed to a less than desirable housing situation. In 1988 a study presented the percentage of housing that is standard and that that is substandard within the City Limits. According to this study, approximately 43% of the housing stock within the City remains standard, and approximately 57% of the housing within the City Limits is substandard. Approximately 78% of the substandard houses have the potential to be rehabilitated. The remaining 22% appear to be beyond rehabilitation and require demolition for reuse.

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

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

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

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

**Tillamook’s Income Characteristics**

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

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

Therefore it has becomes 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.

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### **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.

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**Deleted:** On June 4, 1980, public hearing testimony was received by the City Council concerning Goals No. 3 and 4 involving the inclusion of the Citadel property (east of Trask River Road) into the Urban Growth Boundary for future City growth and expansion. (Map III) Currently, adequate need is not shown through population and land use statistics for inclusion of the property into the Urban Growth Boundary. Tillamook City will have to consider the area for future urban development in conjunction with eastward expansion of the City Limits. Adequate findings for goal compliance must be reviewed and accepted by the City prior to revision of the Urban Growth Boundary for the Citadel property

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.

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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**."

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

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

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

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

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

East of the railroad tracks and,

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

-Department of Housing and Urban Development

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

-Farmers Home Administration

1. Homeowners and renters programs

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

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**Deleted: Policy E-82:** Tillamook City shall regard the Citadel property area (east of Trask River Road), for future urban development in conjunction with eastward expansion of the City Limits. Adequate findings for goal compliance must be reviewed and accepted by the City prior to revision of the Urban Growth Boundary for the Citadel property

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**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).