

HOQUARTON WATERFRONT PLAN

May 2016



Acknowledgements IV

Executive Summary 1

1. Introduction 5

Overview 5

Process 6

2. Existing and Planned Conditions 9

Study Area 9

Market Conditions for Development 10

Transportation 10

Parks, Trails and Natural Resources 11

3. Guiding Principles 14

4. Hoquarton Waterfront Plan 18

5. Projects and Programs 22

Gateway 22

Gateway Features (G1) 22

US 101/OR 6 Traffic Improvement Project (G2) 24

Crosstown Connections Project * (G3) 25

Hoquarton Historical Interpretive Center
(Hoquarton House) (G4) 25

New parcel* (G5) 26

North bank promenade and trail
connections to the future Heritage
Recreation Area (G6) 27

Waterfront Core 30

Sue H. Elmore Park (WC1) 30

Boardwalk* (WC2) 31

Ivy Avenue (WC3) 32

Development Opportunity (WC4) 32

Transportation-related projects (WC5) 34

Heritage Employment 36

Cottage Industry Incubator (HE1) 38

Retail component (HE2) 39

Boardwalk (HE3) 40

Interpretative Features (HE4) 41

Residential Village 44

6. Transportation 50

Hoquarton Waterfront Circulation 50

Plan (T1-T13) 50

Proposed Primary Multi-Modal
Circulation Routes 50

Streetscape Improvements 52

Proposed Cross-sections 55

Front Street 55

Downtown branding and signage (S1) 58

7. Implementation 60

Zoning Changes 60

Suggested Base Zoning Changes: 60

Suggested Overlay Zone: 63

Phasing Strategy 66

Near-Term Projects ("Do Now") 67

Partnership Projects and Programs 70

Long-Term Projects ("Do When") 71

Funding Strategy 72

Business Attraction Strategy 74

Building a Development Toolkit 76

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Moving Ahead for Progress in the 21st Century (MAP-21), local government, and the State of Oregon funds. The contents of this document do not necessarily reflect views or policies of the State of Oregon.

List of Tables and Figures

Table 1. Suggested Base Zoning Changes	61
Table 2. Near Term Projects and Programs	67
Table 3. Partnership Projects	70
Table 4. Long-Term Projects	71
Table 5. Funding Tools Suitability by Priority Project	73
Table 6. Next Steps by Funding Tool	74
Figure 1. Hoquarton Study Area	9
Figure 2. Hoquarton Study Area, Existing Zoning	10
Figure 3. Hoquarton Waterfront Master Plan	19
Figure 4. Hoquarton Waterfront Plan Focus Areas	20
Figure 5. Former TCCA Farm Store tower.	22
Figure 6. Gateway Features	23
Figure 7. Hoquarton Area historic attractions	25
Figure 8. Examples of parcel development opportunities	26
Figure 9. Hoquarton Park features	28
Figure 10. Sue H. Elmore Park planned improvements	30
Figure 11. Ivy Street, before and after	32
Figure 12. Waterfront Core features and development opportunities	33
Figure 13. Key opportunities in the Heritage Employment Area	37
Figure 14. Hoquarton waterfront elements	41
Figure 15. Foundry Park, Conceptual Old Mill Site Plan, April 2015	41
Figure 16. Examples of interpretive historical/industrial heritage markers	42
Figure 18. Missing Middle Housing	45
Figure 19. Housing type and design examples	47
Figure 20. Hoquarton Waterfront Circulation Plan	51
Figure 21. Freight Route changes in the Hoquarton Waterfront Plan	52
Figure 22. Front Street cross-sections	55
Figure 23. Saw-tooth parking for truck un/loading along Front Street to keep travel lanes open.	55
Figure 24. First Street (Fir to Cedar)	56
First Street (HWY 101 to Fir)	56
Figure 25. Second Street (Fir to Cedar)	57
Second Street (HWY 101 to Fir)	57
Figure 26. Proposed Zone Changes, Hoquarton Waterfront Plan	62
Figure 27. Hoquarton Waterfront Overlay	65
Figure 28. Hoquarton Waterfront Plan Conceptual Roadway Design (Near-term projects)	69

This Page Left Intentionally Blank

This Page Left Intentionally Blank

Acknowledgements

<p>Mayor and City Council Suzanne Weber, Mayor Aaron Burris Randy Foshee Doug Henson Joseph Martin John Sandusky Adam Schwend</p> <p>Planning Commission Jan Stewart-Wells, Chair Nick Hahn Ray Jacobs Tamra Jacobs Ruth LaFrance</p>	<p>Project Advisory Committee Don Aufdermauer Dennis Johnson Peter Papp Terry Phillips Jim Prinzing Claudine Rehn Ron Rush Travis Stewart Patrick Wingard Charlie Wooldridge</p> <p>Staff David Mattison Debbi Reeves Paul Wyntergreen</p>	<p>ODOT David Helton</p> <p>Consultants Cogan Owens Greene, LLC EnviroIssues JET Planning Kittelson and Associates, Inc. Walker Macy</p>
---	--	--

Executive Summary

The Hoquarton Waterfront, located off the intersection of US 101 and Highway 6, represents Tillamook's rich history, cultural heritage and natural environment. It is home to or within a few blocks of the town center, Hoquarton Water Trail, several parks and museums, the County library and courthouse, a grocery store and regional hospital, making it a prime location for redevelopment. The City hopes to leverage opportunities created through the upcoming construction of the US 101 / OR 6 Traffic Improvement Project and other recreational amenities. The Hoquarton Waterfront Plan seeks to guide future commercial, light industrial, residential, and recreational development to achieve a lively mixed-use neighborhood that provides access to and from city parks, employment centers, retail shops, and residences at the historic center of town.

The Hoquarton Waterfront Plan received significant input from the community and its 11-member Project Advisory Committee (PAC). Through a series of public meetings and community workshops, six guiding principles were identified for the Hoquarton Waterfront Plan:

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

The Hoquarton Waterfront Plan recognizes four key focus areas, each with its own distinct identity and set of projects and programs:

Gateway

The area east of US 101 serves as a gateway to Tillamook and the Oregon Coast. Key characteristics of this area include the US 101/OR 6 intersection reconfiguration project, which will facilitate traffic heading northbound. Gateway features, such as streetscape treatments, landscaping, wayfinding signage, murals and other landmarks will draw traffic across US 101 to explore downtown Tillamook and the Hoquarton Waterfront. Historic resources, such as the Pioneer Museum, Hoquarton Interpretive Center, Tillamook City Hall and Tillamook County Courthouse, will be highlighted to attract visitors. The Gateway area provides access to the Hoquarton via Hoquarton Park and the Crosstown Connection. These waterfront amenities will build on a future connection to a Rails-to-Trails network north and east of the Hoquarton.

Waterfront Core

The Waterfront Core area extends from US 101 to Stillwell Avenue and Second Street to the Hoquarton. It is bifurcated by Ivy Avenue, which provides a vital connection from downtown Tillamook to Sue H. Elmore Park, the Hoquarton Waterfront and the planned Hoquarton boardwalk. This area includes shopping and services for residents and visitors, and a pedestrian-centric streetscape. New development opportunities include the former NAPA auto parts building, which has recently been purchased by DeGarde Brewing for a tasting room and expanded production. In addition, the vacant lot on First Street between the True Value hardware store and historic Thayer Bank building could tie in with numerous alley development opportunities from the Highway to the Pelican Brewery.

Residential Village

The Residential Village is bounded by Stillwell and Birch avenues to the east and west and First and Second streets to the north and south. Currently, the primary use in the area is single-family detached housing. The Hoquarton Waterfront Plan recommends increasing density from Cedar Avenue east through a variety of housing options, such as four-plexes, courtyard apartments, bungalow court, and townhouses. The preferred concept transitions by decreasing the intensity of residential development from east to west. For example, a 3-story mixed-use development at Grove Avenue to attached townhouses at Cedar Avenue. Design guidelines and height limits for view preservation will ensure that residential development adds to the character of the area.

Heritage Employment

The Heritage Employment Area is located along Front Street. It is the historic center of commerce in Tillamook. The future boardwalk that begins at Sue H. Elmore Park will extend through this area to planned Foundry and Ironworks parks. Interpretive features highlighting the area's industrial, commercial and native heritage and natural features will draw interest along the boardwalk and Front Street. The concept in this area includes a mix of industrial, commercial and residential uses. While supporting the expansion plans of the Pelican Brewery and any future Creamery activities, the central concept is to develop an artisan manufacturing incubator between Elm and Cedar avenues that includes shared spaces and services, such as a commercial kitchen, parking and loading areas and a showroom. Live-work housing in the area will enhance the mix of uses in the area.

HOUSING

RECREATION

MOBILITY

TOURISM

Introduction

1

1. Introduction

Overview

Today, the Hoquarton Waterfront, located off the intersection of US 101 and Highway 6, is a menagerie of commercial and industrial endeavors that is experiencing a business-by-business economic resurgence. In addition, a major project by Oregon Department of Transportation (ODOT) is set to transform the US 101/OR 6 intersection. The Hoquarton waterway was designated a National Recreational Water Trail in 2012, and has become part of the Tillamook County Water Trail, with approximately 200 miles of navigable waterways in the County. These individual positive events present an opportunity to collect their momentum into a cohesive plan that revitalizes the entirety of the birthplace of the City of Tillamook.

Historically, the Hoquarton served as an important water route for the Native Americans of the Killamook Tribe, a branch of the Salish people, which settled in an area ranging from Cape Lookout to Neahkanie and provided access for inland hunting and gathering. Locally, a group lived in a village referred to as Tow-er-quo-ton, believed to mean “the landing.”

The City of Tillamook was known as “Hoquarton” before the first town plat designated the area as “Lincoln.” In 1866, the name was changed to Tillamook, meaning “place of the Elam tribe.” As one of the first navigable waterways from Tillamook Bay to the City, the Hoquarton became a main route for ocean steamers, such as the Sue H. Elmore, traveling to and from the Pacific Ocean. Settlers in Tillamook were dependent

on goods being brought in to the City via the waterway. The wharfs on Front Street along the Hoquarton served a lively milling and industrial base, while the opera house and other cultural activities occurred along First Street.

Downtown Tillamook was oriented east-west along the Hoquarton and parallel to a rail spur line running down Front Street until 1931, when



downtown shifted southeast to align with the newly constructed Pacific Coast Highway, otherwise known as US 101. Since this migration, the Hoquarton area became neglected and has largely been underutilized. However, while economic activities along Front Street have fluctuated over time, remnants of this original industrial economy remain today. Front Street is characterized by a mix of industrial production centers, warehouses and commercial businesses, some of which manufacture products for export outside the region. First Street hosts a variety of retail establishments near US 101. Further west, residential uses are interspersed among various commercial and light industrial activities.

The Hoquarton Waterfront is in a prime location for redevelopment considering its rich history, cultural heritage and natural environment with a distinct elevation change near the floodway and the potential



1. View eastward down the historic Hoquarton waterfront.

for recreational opportunities. It is home to or within a few blocks of the town center, Hoquarton Water Trail, several parks and museums, the County library and courthouse, a grocery store and regional hospital. The City hopes to leverage opportunities created by the development of recreational amenities and by the upcoming construction of the US 101 / OR 6 Traffic Improvement project. The Hoquarton Waterfront Plan seeks to guide future commercial, light industrial,

residential and recreational development to achieve a lively mixed-use neighborhood that provides access to and from city parks, employment centers, retail shops and residences at the historic center of town.

Process

A variety of strategies were used to engage a broad cross-section of the community to develop the Hoquarton Waterfront Plan. At the project outset, the consultant team prepared a website to provide project updates, documents and schedules and invite visitors to submit their ideas via an interactive map. The consultants also conducted interviews with six key stakeholders to identify opportunities and challenges in the Hoquarton area.

An 11-member Project Advisory Committee (PAC) representing a variety of interests met four times to guide development of the Hoquarton Waterfront Plan. The PAC reviewed and commented on draft work products, advised on community engagement efforts, acted as liaisons to specific constituencies, and provided recommendations on key issues and decisions.

The City hosted four public events throughout the course of the project. Approximately 40 people attended the first of three community workshops on April 1, 2015. The consultants presented current conditions in the Hoquarton area and participants discussed their vision for the Hoquarton Waterfront, covering topics such as housing, transportation, parks and businesses.

The second public event was an open house held on May 5, 2015 in a vacant storefront on First Street. Based on the results of the community workshop,

the consultant team developed preliminary concepts for the Hoquarton Waterfront. More than 30 community members participated in the open house, commenting on concepts related to housing, recreation, Front Street, local retail, transportation and tourism. Two days after the open house, the consultant team presented the results of the community workshop and open house at a meeting of the Tillamook Planning Commission.

“The City needs a development plan to guide the transition of the Hoquarton Waterfront to a lively compact neighborhood that facilitates multiple transportation modes and uses.”

The consultants refined the land use and transportation concepts based on comments gathered at the open house in preparation for the second community workshop on June 11, 2015. Following an introduction to the concepts, participants visited six stations to answer specific

questions and express support for the concepts they like best. Following the workshop, the consultant team prepared more detailed descriptions of Hoquarton Waterfront Plan elements and presented them to a joint meeting of the Tillamook City Council and Planning Commission in August 2015.

The third and final community workshop was held on October 27, 2015. Participation was limited due to a competing community meeting, but more than a dozen participants viewed a presentation on Hoquarton Waterfront Plan elements and proposed implementation strategies. Comments gathered at this meeting were incorporated into the draft Hoquarton Waterfront Plan. In December 2015, the consultant team participated in a second joint meeting of the Tillamook City Council and Planning Commission to present elements of the draft Hoquarton Waterfront Plan. Plan elements were refined to incorporate

Commission and Council comments in preparation for the adoption process.



This Page Left Intentionally Blank



Existing and Planned Conditions 2

2. Existing and Planned Conditions

Study Area

The Hoquarton Waterfront study area is located within the City of Tillamook, oriented along the Hoquarton on either side of US 101 (Figure 1). The study area is bounded on the south by OR 6 (Wilson River Highway) and Second Street. The northern boundary extends beyond the north bank of the Hoquarton to incorporate adjacent parcels and open space. The eastern boundary is approximately the midpoint between Madrona and Ocean avenues and the western boundary is Birch Avenue at the Tillamook Regional Medical Center.

The primary land uses in the study area are residential,



Hoquarton Area Plan
City of Tillamook

Figure 1. Hoquarton Study Area

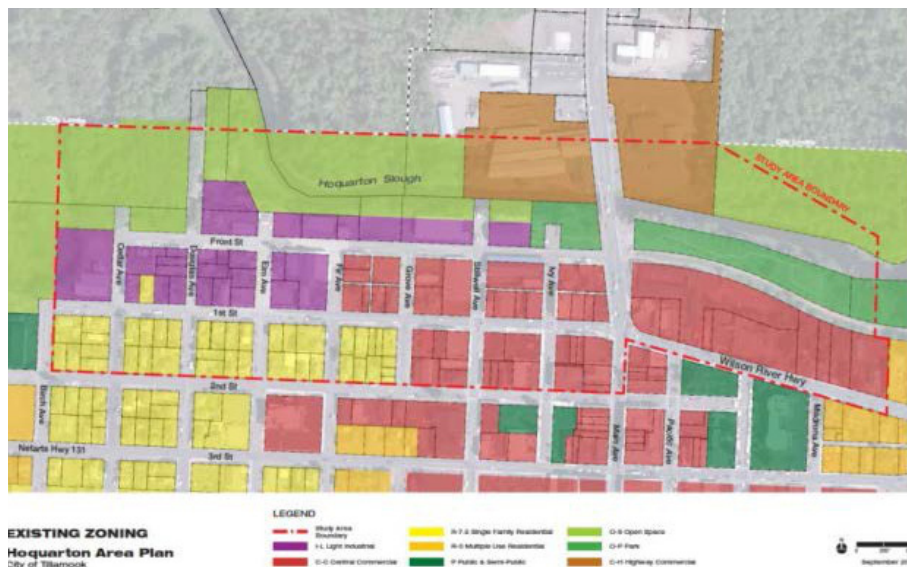


Figure 2. Hoquarton Study Area, Existing Zoning

commercial, industrial, and open space (Figure 2). Existing uses along Front Street are primarily industrial. The low-density residential uses are located between First and Second streets. Commercial activity is centered along OR 6 and First Street and clustered around Main Avenue (US 101). The study area consists of several vacant parcels, both publicly and privately owned. The City Comprehensive Plan and zoning designations support most existing land uses, though several parcels within the study area are non-conforming.

Market Conditions for Development

The Hoquarton Waterfront is known for a concentration of active light industrial businesses, some of which manufacture products for export from the region. The area could continue to attract businesses that wish to locate within the downtown area, close to other active businesses. There may be interest from businesses that want to incorporate a retail element into a working manufacturing

facility. Suggestions for commercial activity made by community members highlight the importance of retaining and maximizing industrial activities while promoting more retail uses linked to the small-scale manufacturing activities of the area.

Attracting new tourism-related development, such as restaurants and hotels, is another significant opportunity in Tillamook. To better accommodate visitors, the City would like to focus its retail and commercial uses in the city core, where it still has some sites for redevelopment.¹ Desired commercial uses include restaurants or coffee shops that either overlook the Hoquarton or have outdoor seating. Concerns about building in the floodway prompt a desire to see more flexible uses in flood-prone areas, such as mobile businesses like food carts.

Furthermore, with city investment and private interest, additional

residential development could occur in the study area. This is necessary for enticing professional employment opportunities. Community members feel more housing options are needed, including senior, workforce, medical/extended-stay and mixed-use housing. Community members suggest designs such as courtyards, cottage housing and apartments.

Transportation

The Hoquarton Waterfront is served by a grid network with various roadway classifications. Front Street, First Street, Birch Avenue (between First and Third streets), and Stillwell Avenue are designated truck routes. The pedestrian system consists of sidewalks, multi-use paths, and trails, as well as marked and unmarked pedestrian crossings. There are no dedicated bicycle facilities within the study area; cyclists are expected to share the roadway with motorists. The Tillamook Town Loop,

operated by the Tillamook County Transportation District (TCTD), provides service within the Hoquarton area. There are four transit stops within the study area; no shelters are provided at these stops. Community members voiced concern over the interaction between cyclists and truck loading/unloading activities along Front Street. They also suggest changing parking times from two to four hours as a means to support kayakers and park users. Better signage for both parking and bicycle/pedestrian connections should be a priority.

Planned improvements in the Hoquarton Waterfront Area include the US 101/OR 6 Traffic Improvement Project, which will widen Main and Pacific avenues, add turn lanes at select downtown intersections and add new crosswalks at First Street and Main Avenue to improve pedestrian safety. Another significant improvement project, the Crosstown Connections Project, will

provide an alternate bike route and signage on Front Street (between Stillwell Avenue and US 101), Stillwell Avenue (between Front Street and Fourth Street), and Fourth Street (between Stillwell Avenue and Ocean Avenue). The project also will add a new transit stop at the newly-created Hoquarton Landing, on Front Street at Ivy Avenue and First and Madrona. The Tillamook Urban Renewal Agency has further plans for sidewalk improvements along Second Street between Stillwell Avenue and US 101.

Parks, Trails and Natural Resources

There are two existing parks in the Hoquarton Waterfront Area, the 0.68-acre Sue H. Elmore Park (formerly Marine Park) and the 2.55-acre Hoquarton Park. Undeveloped park parcels within the study area include Foundry Park and Ironworks Park, which are part of the Heritage Recreation

Area and will tie into the flood control work planned as part of the Southern Flow Corridor project. An interpretive trail will eventually link these properties, including a boardwalk along the south bank of the Hoquarton and a bridge crossing over it to the Hoquarton Forest and a new trailhead on US 101. The County Water Trail attracts kayakers and canoeists to the approximately 200 miles of navigable waterways. Planned improvements to Sue H. Elmore Park, including steps down to the Hoquarton, will improve access for kayakers. Community members want to maintain open space in the area to serve new development and support plans to construct public restrooms near Sue H. Elmore Park.

The Hoquarton encompasses a rich riparian area, portions of which are found to be the least compromised of the Tillamook Bay Watershed. With the Hoquarton in close proximity to Tillamook's commercial, industrial and residential areas, the study

area is a primary wetland area and prone to flooding, particularly along Front Street. All parks in the study area exist within the 100-year floodplain.

Most flooding in the City of Tillamook occurs along US Highway 101 from the overflow of the Wilson and Trask rivers, in addition to the Dougherty, Hall and Hoquarton sloughs on the north side of the city. These rivers reach flood levels at least once every rainy season, though in more recent years they have flood more frequently, usually cresting above the flood stage more than once a year.

Historical alterations to local river channels, creeks and sloughs and development in the floodplain have changed the nature of flooding in Tillamook. Notable landslide and flood disasters have threatened life and property and caused great disruptions to the local economy. Tillamook's 2010 Flood Mitigation Plan outlines goals for reducing community

risk from floods, calling for the restoration of riparian areas, floodplains and wetlands and the protection of water quality.

The proposed Southern Flow Corridor Project intends to help reduce flood damage and restore wetland, tidal marsh and aquatic habitats that have been lost through diking, draining and other activities. Specific to the study area, this plan would include restoring wetlands along the southern banks of the Hoquarton, as well as removing fill around the future Foundry Park near the western study area boundary.



2. The Hoquarton is a County (National Recreational) Water Trail and a rich riparian habitat.

This Page Left Intentionally Blank

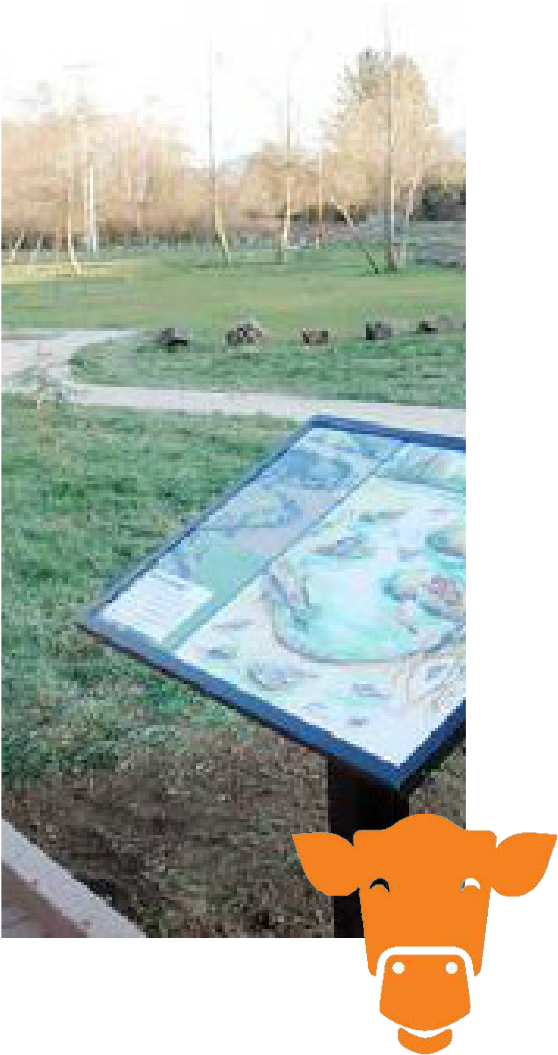
Guiding Principles

3

3. Guiding Principles

The Hoquarton Waterfront is built around six guiding principles:

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



1

Provide access to and enjoyment of the Hoquarton Waterfront

Notable for kayakers, bird watchers and other outdoor enthusiasts, the Hoquarton is a significant environmental resource and recreational amenity. The south bank of the Hoquarton has the potential to become a memorable green corridor through the City, providing an important route for active transportation, a restored natural area and a visual marker that welcomes visitors to Tillamook. It will serve not only as a linear connection but also as a green edge to downtown, visible at the end of most north-south streets.

2

Maintain and celebrate the area's unique native and industrial heritage

The Hoquarton was used by the Killamook Tribe as an important water route for hunting and fishing. When European settlers arrived, the Hoquarton became a main route for vessels traveling to and from the Bay and the Pacific Ocean. The area along the Hoquarton became an active business district with hotels, an opera house, loading docks and lumberyards lining the street adjacent to the waterway. Over time, economic activities along Front Street have fluctuated, but remnants of this industrial economy remain today. The City of Tillamook has an opportunity to honor the heritage of the Killamook Tribe while investing in the industrial character of Front Street.

3

Cultivate a diverse mix of businesses and shops to serve residents and visitors

Downtown Tillamook serves as a major retail center for residents and as a gateway to the Oregon Coast for visitors. The City can cultivate the Hoquarton Waterfront's existing identity as a district with a mix of employment uses in proximity to recreational opportunities. Market conditions in Tillamook, combined with the competitive and comparative advantages of the Hoquarton area, suggest that a blending of commercial and retail development could be supported in the area, with a focus on "maker businesses" and services that address the seasonality of tourism.

4

Employ strategies to attract and retain visitors

With nearly one million visitors to the Tillamook Cheese Factory and five million trips on US 101 each year, Tillamook is well situated as a gateway to the region's scenic areas, recreational amenities and destinations. While Tillamook benefits from a strong regional tourism economy, there are opportunities to attract visitors to more local destinations. Branding the distinct qualities of the Hoquarton Area, like recreation, culture and history, artisan/specialty food and "The Dairylands" concept, offers the opportunity to develop a cohesive identity for Tillamook.

5

Encourage a variety of housing options to support a diverse population and local workforce

By 2030, Tillamook's population is forecasted to have increased by about 1,100 persons since 2010. Changing demographics, both within the city and throughout the county, will drive demand for different types of services, housing and development patterns. With an aging population, as well as an overall increase of residents and workers to the area, providing a variety of housing options will be an important component of Tillamook's future growth.

6

Provide safe travel routes for pedestrians, bicycles, automobiles and trucks within and through the area

Tillamook is at the junction of US 101 and OR 6, connecting bigger inland cities like Portland to the Oregon Coast. US 101 is a designated Scenic Byway and attracts visitors looking to travel along the Oregon Coast. Many cyclists travel through Tillamook, with the Oregon Coast Scenic Byway traveling south down US 101 and Oregon Department of Forestry's (ODF) new "Trees to Seas" Scenic Bikeway traversing east to west across the study area.

With an eye to the extensive boardwalk and trail network in the vicinity, as well as the US 101/OR 6 corridor improvement project and the Crosstown Connections project, both local and regional travel will become better supported. The opportunity to extend the vision of the Second street plaza, balance freight traffic along Front Street, accommodate cyclists along the Oregon Scenic Byway and improve pedestrian safety in the Hoquarton area will enhance multimodal circulation. By providing alternative routes for all modes, intermodal conflicts are reduced on the state highways and activity levels are heightened on local commercial corridors.

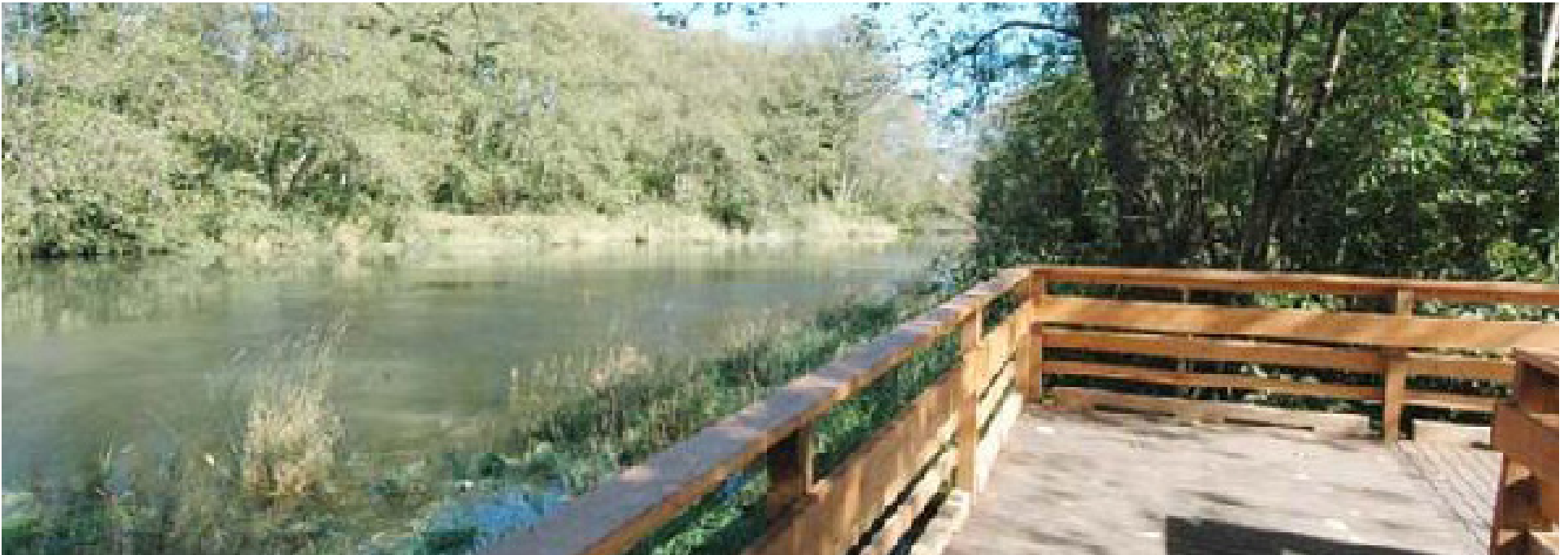
Hoquarton Waterfront Plan

4

This Page Left Intentionally Blank

4. Hoquarton Waterfront Plan

The Hoquarton Waterfront Plan promotes a vision for the City of Tillamook that honors the historic and natural qualities of the waterway, as well as its unique industrial heritage and the needs of current and future generations of Tillamook residents. The Plan capitalizes on proposed and ongoing projects by linking multiple efforts into a cohesive plan for downtown Tillamook, creating the synergy necessary to revitalize the Hoquarton Waterfront and the surrounding area. The Hoquarton Waterfront Master Plan, as shown in Figure 3, presents a vision for the area.



3. The Hoquarton Waterfront Plan creates a synergy of activity along the Hoquarton and surrounding areas by building upon ongoing projects and plans to guide revitalization efforts and promote Tillamook's identity.



Figure 3. Hoquarton Waterfront Master Plan

Following the six guiding principles for the Hoquarton Waterfront, projects and programs are organized by four focus areas, as shown in Figure 4.

1. Gateway
2. Waterfront Core
3. Heritage Employment Area
4. Residential Village

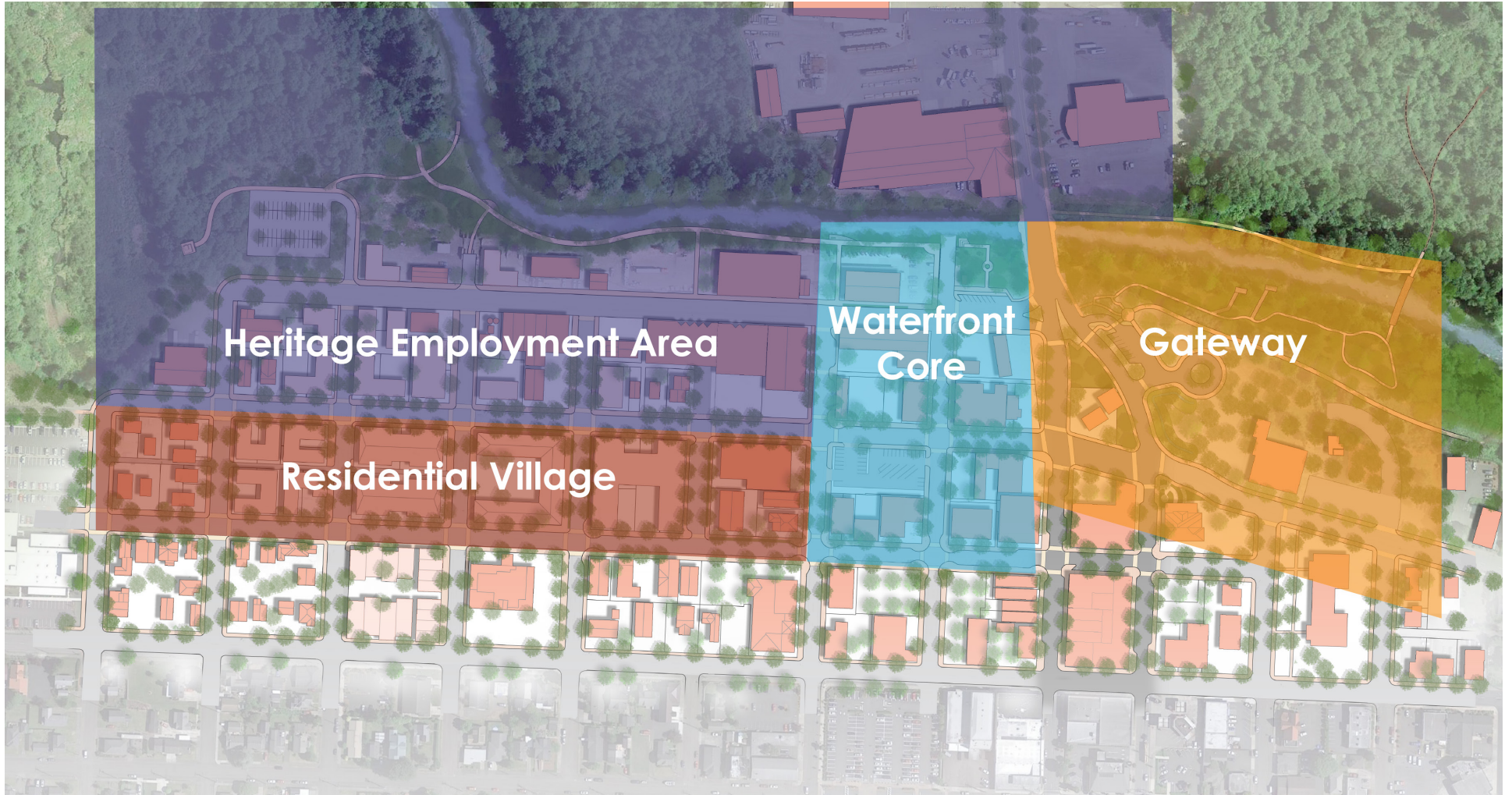


Figure 4. Hoquarton Waterfront Plan Focus Areas

This Page Left Intentionally Blank

Projects and Programs

5

This Page Left Intentionally Blank

5. Projects and Programs

Gateway

Gateway Features (G1)

The Hoquarton crossing on US 101 is a major entrance to the City's core that heralds Tillamook's distinctive identity. As a means to welcome and draw visitors to downtown Tillamook, the use of signage, lighting and landscaping is emphasized to enhance the Gateway's image. One distinctive gateway element is the City entrance on the north side of OR 6, approaching the US 101 intersection. Appropriate signage will welcome visitors and identify the Downtown Commercial District and attractions.

As shown in Figure 6, major visual features to support the Gateway identity include landscaping along OR 6 approaching US 101. These features could be a combination of circular, amphitheater-style gardens and plantings in the shape of native wildlife and fish. In addition, the Waterfront Core area could include a mural of quilt mosaic (as part of Tillamook County Quilt Trail) and a restored feed tower above the TCCA Farm Store that could be visual focal points approaching the US 101/OR 6 intersection from the east (see page 28, WC3). Figure 5 shows illustrative examples of landscaping, signage, and the TCCA tower.



Figure 5. Former TCCA Farm Store tower.

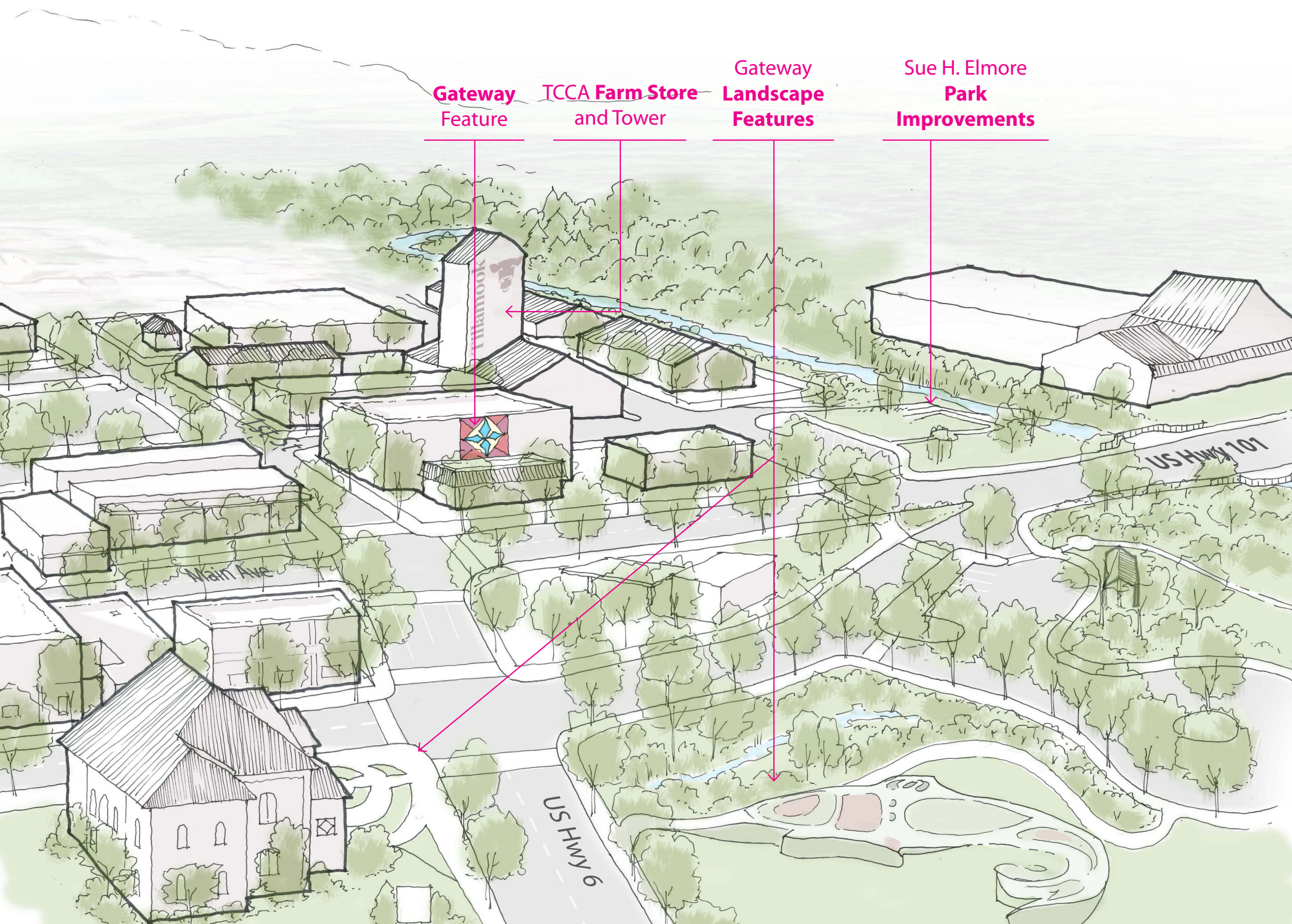


Figure 6. Gateway Features

US 101/OR 6 Traffic Improvement Project (G2) *

As part of ODOT's plan for the US 101 bridge and road realignment, a new parking lot and turnaround will be created on the east side of US 101, connecting visitors to Hoquarton Park. A bus stop is planned for the Hoquarton Park parking lot that will allow for the incorporation of a bus/picnic shelter highlighting the area's native heritage.

Crosswalks with a center island will help link spaces on both sides of US 101 because the bridge cannot be raised high enough to allow pedestrian access underneath. The riverbanks of the Hoquarton near the bridge will be restored after bridge construction and provide room for gateway elements and signage. Infrastructure will be installed to allow a banner to hang over the southbound lane, as well as banners on lampposts.

One goal of the US 101/OR 6 Traffic Improvement Project is to improve circulation within the Hoquarton Area. Main and Pacific Avenues will be widened to improve street safety and operations. On-street parking will be maintained. Sidewalks will be narrowed by about two feet on both sides. Turn lanes will be added at select downtown intersections to decrease wait time for those traveling through and around Tillamook. New crosswalks at First Street and Main Avenue will help to improve pedestrian safety.



**Projects with an asterisk are those identified in previous planning efforts or existing plans.*

4. US 101/OR 6 Traffic Improvement Project includes reconstruction of the bridge crossing the Hoquarton.

Crosstown Connections Project * (G3)

The Crosstown Connections Project will install a walking and bicycle path that enters the study area along an old railroad spur from the east, through Hoquarton Park and west across US 101 to Front Street. Its purpose is to enhance multimodal circulation within the City of Tillamook.

Hoquarton Historical Interpretive Center (Hoquarton House)* (G4)

In 2015, the new Hoquarton Interpretive & Historical Museum building was moved further north on its one-acre site, away from its original frontage onto OR 6. The building now sits to the south of Hoquarton Park, and can be connected to the Hoquarton waterfront and adjacent nature park via an interpretive trail system and footbridge. This repositioning also will allow for parking in front and a connective lane to be built between Madrona Avenue and the newly-created vacant parcel north of the Post Office. Appropriate signage highlights this and other nearby historic attractions, such as the Tillamook County Pioneer Museum, County Courthouse, and City Hall as visitors approach the US 101/OR 6 intersection (Figure 7).



Figure 7. Hoquarton Area historic attractions

New parcel* (G5)

The US 101/OR 6 construction project will create a new, privately owned parcel just south of Hoquarton Park. Ideas for the parcel generated through the planning process include public options such as an amphitheater, food carts, additional park land and parking or private options such as a hotel/restaurant or a row retail shops with housing over top facing the park (Figure 8). Other ideas include providing a pedestrian-accessible amenity with active uses (creating “eyes on the park” for enhanced safety) that could withstand the threat of flooding without incurring major infrastructure costs. Preference was geared towards developing something unique to the area, and incentivizing a public/private partnership for the site.



Figure 8. Examples of parcel development opportunities

A **small scale amphitheater** overlooking the Hoquarton could act as a public square and venue, providing seating for both informal outdoor activities and organized events such as performances, in the spirit of Tillamook's historic opera house. Landscaping with native grasses and shrubs also could contribute to enhanced slope stabilization and restoration of the riparian ecology.

Food carts could serve pedestrians along the waterfront and those stopping to enjoy Tillamook, highlighting local fare such as the creameries, smokehouses and breweries. Outdoor seating and cart pods that are mobile would ensure that the parcel's uses remain flexible in this flood-prone area.

A **hotel and restaurant or row of housing over retail** could help support local tourism, providing a significant opportunity to attract visitors to the area to eat, stay and recreate. Convenient access to the waterfront and downtown Tillamook, all within walking distance, is conducive to supporting local business and providing tourist amenities.

The parcel on the east side of US 101, directly north of the bridge crossing presents another development opportunity. Current owners of the parcel have expressed interest in using it and the existing building as a future mixed-use milling and retail site. The location capitalizes on US 101 frontage and the historic use of the area, as well as its proximity to trail systems north of the Hoquarton.

North bank promenade and trail connections to the future Heritage Recreation Area* (G6)

An interpretive walk along the southern bank of the Hoquarton includes two cantilevered overlooks and a kiosk near the parking lot created by the US 101/OR 6 project (Figure 9). From this area, a connection will be made to Goodspeed Park to the east along an old Port of Tillamook Bay (POTB) rail spur. The link between Goodspeed Park and Hoquarton Park on POTB right-of-way (ROW) will be implemented by the Crosstown Connections Project and can serve as a Salmonberry Rails to Trails connection back to a rail platform.

A pedestrian footbridge is planned across the Hoquarton in order to connect to the Hoquarton Forest and a promenade along the north bank. This will provide further trail connections to the Heritage Recreation Area, which consists of properties given to the City by Federal Emergency Management Agency (FEMA) and other private property owners within the historic core of the City along the Hoquarton and extending north to the banks of the Dougherty.

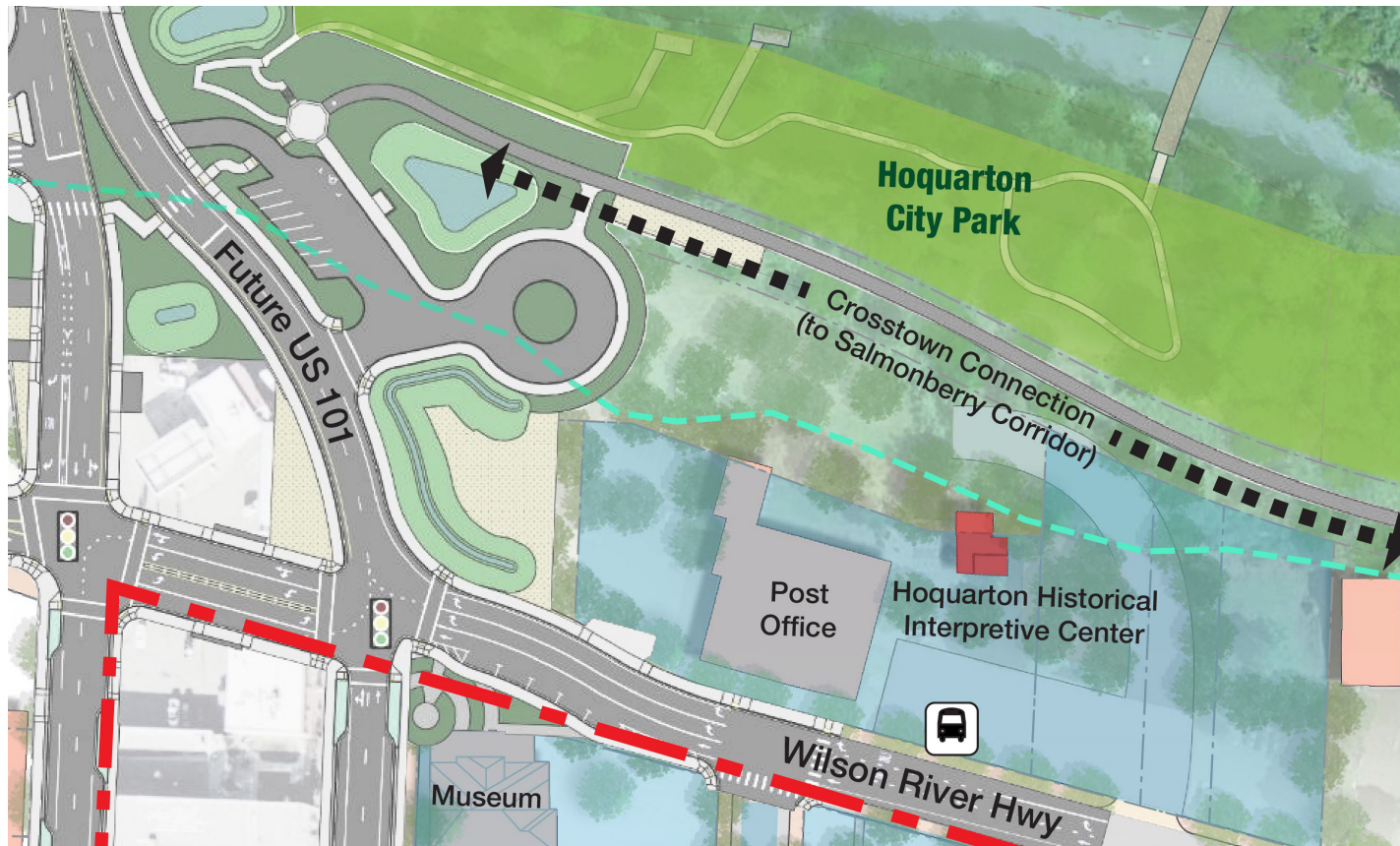


Figure 9. Hoquarton Park features

Salmonberry Trail

The Port of Tillamook Bay railroad once connected the Willamette Valley to the Oregon Coast on an 88-mile rail corridor formerly owned by Southern Pacific, running from Schefflin to the Tillamook Airport through the canyon of the Salmonberry River and the Tillamook State Forest. The ROW is currently owned fee simple by the Port of Tillamook Bay, who purchased the ROW in 1990 from Southern Pacific Railroad with assistance from the State of Oregon. This unique passage, which is referred to as the Salmonberry Corridor, has the potential to connect urban and rural Oregon while tapping into a wide network of existing recreation trails and parks, educational opportunities and heritage sites. The Salmonberry Trail will likely take many years of development until it can be considered as a complete recreational resource and a full, unprecedented passage through Oregon's Coast Range.



Waterfront Core

Sue H. Elmore Park (WC1)

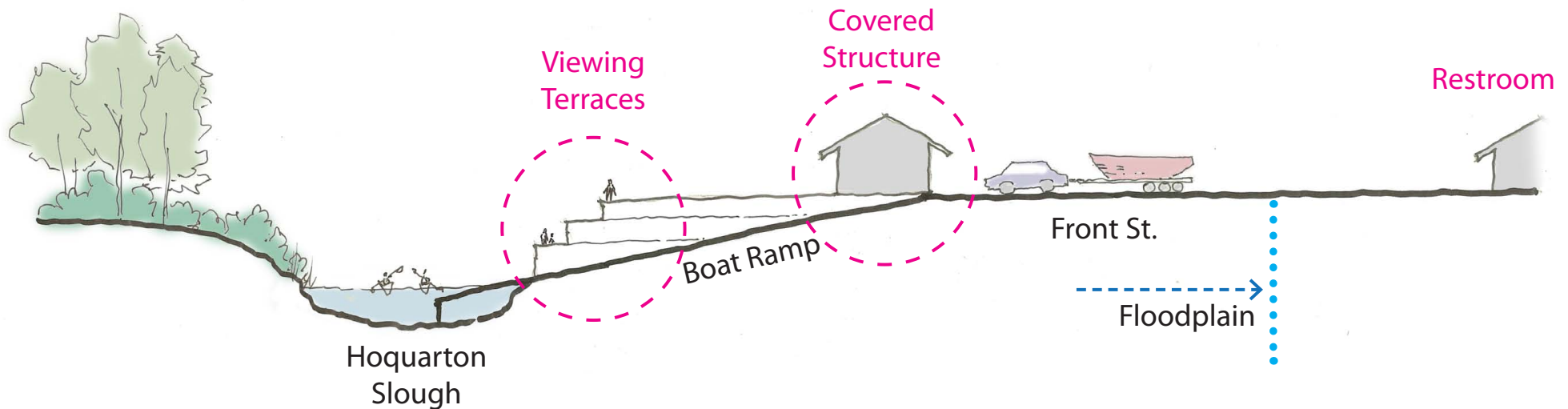
Sue H. Elmore Park will remain the primary public gathering space along the Hoquarton on the west side of US 101, where residents and tourists can launch motorboats, canoes, kayaks and, increasingly, stand-up paddleboards. As shown in Figure 10, Sue H. Elmore Park will be renovated to

become a major access point to this recreational amenity and natural area. Clearly defined, angled parking off of Front Street will support vehicles and boat trailers, and a shelter will provide cover from the elements. Along the river's edge, the park will be re-contoured to improve habitat conditions and provide

a terrace down to the water for people to sit and view the Hoquarton.

Future improvements to Sue H. Elmore Park should include resurfacing and re-grading the boat ramp to make it more functional for a range of users, particularly kayakers. The City

also should consider seeking funds to construct additional facilities at the park for boaters, other play and interpretive elements, and restrooms across Front Street as indicated below.



Cross Section at Sue Elmore Park - Future Planned Improvements

Figure 10. Sue H. Elmore Park planned improvements



5. Sue H. Elmore Park will provide facilities to accommodate recreationalists along the Hoquarton, notably kayakers.

Boardwalk* (WC2)

While Sue H. Elmore Park will serve as the primary public gathering space along the Hoquarton, an interpretive boardwalk linking to trails and overlooks could extend west from the park along the southern bank of the Hoquarton. This boardwalk would expand on the existing interpretive walk east of US 101. Together, they will create an integrated corridor of public access along the Hoquarton.

The boardwalk will connect several City parks and either be within an easement of roughly 20'-30' in width acquired at the

rear of the two existing private parcels, or as part of future redevelopment of these parcels, although new code provisions will be required to create a framework for this greenway trail. A boardwalk 8-12' in width may be more resilient to winter weather and can be raised above the floodplain, but will be more expensive to construct, including railings and ramp or stair access. Recent discoveries of significant depths of sawdust from the old power plant at the north terminus of Stillwell and impending bank failures in that area will require careful engineering to prevent loss of investment.



6. The boardwalk will provide access to and enjoyment of the Hoquarton through raised walkways and viewing platforms.

Ivy Avenue (WC3)

Ivy Avenue will become the primary pedestrian connection from downtown Tillamook to Sue H. Elmore Park (Figure 11). Streetscape improvements will include lighting and landscaping, as well as wide sidewalks and curb bulbouts. A pedestrian crossing before the Farm Store will lead pedestrians across Ivy to preserve angled parking. As noted, the historic creamery tower could be restored above the Farm Store, providing a visual element to the street from above, along a potential vertical artisan mall off from the alley. Appropriate branded fence screening and landscaping should wrap around the auto/junkyard on the northeast corner of Ivy at Front to hide the auto lot once it is retracted out of the right-of-way. Power would be undergrounded down the alley to clean up the visual impacts and open development opportunities. The alleyways could be gated with artwork that commemorates Tillamook's Dairyland identity, though further study should explore its use as a pedestrian path and small shop alley-entrance retail.



Figure 11. Ivy Street, before and after

Development Opportunity (WC4)

Community members indicate that the area should attract additional commercial uses by activating underutilized land and existing buildings. The key node for commercial development in the Waterfront Core, as shown in Figure 12, is along First Street between Stillwell and Main avenues. One key opportunity site for near-term development is the parking lot on First Street between Ivy and Stillwell avenues. This site would be well served by the City-owned parking lot, which is currently underutilized. A bike parking shelter and potential electric vehicle charging stations would add additional amenities to the parking lot. The former NAPA auto parts building has recently been purchased by De Garde Brewing for a tasting room and expanded production. In addition, any site development will provide the opportunity to place utilities underground, as in the Gateway focus area.



UJ ILLCH M LITLLELLU C 1116.
 Longview, WA • Newburg, OR • Nehalem, OR
 www.2ndstreet.com

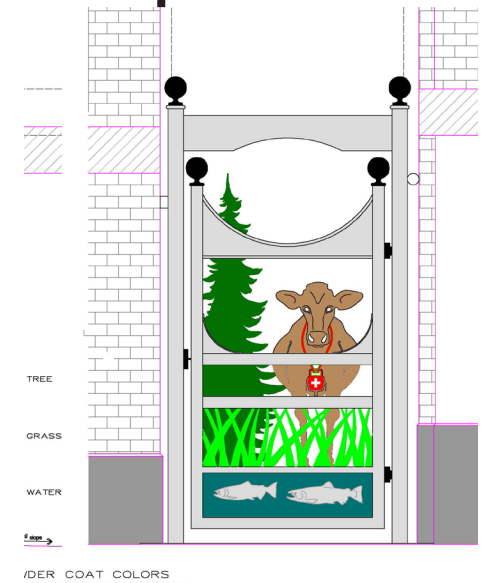
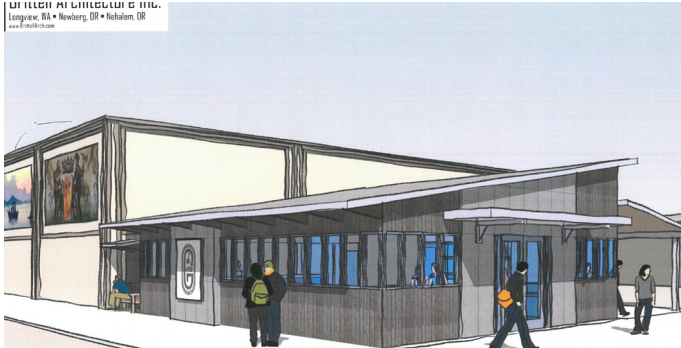


Figure 12. Waterfront Core features and development opportunities

Transportation-related projects (WC5)

Notable transportation projects in the Waterfront Core include drawing trucks, transit, vehicles and bicycles off US 101 at Front Street to north-south connections further west, and keeping Ivy Avenue pedestrian-oriented. A transit stop is placed on Front Street at Stillwell, in front of the Marie Mills Center, an employment center for the disabled. Wayfinding signage and a bike lane will draw cyclists off US 101 at Front Street, and then down Stillwell, as proposed by the Crosstown Connections project, and identified in the Tillamook Transportation System Plan. The alternative bicycle routing system will create safe and enjoyable connectivity through the city for the large number of cyclists who utilize US 101, OR 6, and OR 131, while reducing their conflicts with freight movement on those facilities. Trucks will follow the freight route to access loading docks further east on Front Street.

Cultivating a diverse mix of businesses and shops to serve residents and visitors in downtown Tillamook

Downtown Tillamook serves as a major retail center for residents and as a gateway to the Oregon Coast for visitors. Business owners in the area have been working through the Tillamook Revitalization Association, Chamber of Commerce and Oregon Main Street to create a cohesive downtown identity and organize coordinated events and promotions.

The City can build upon these successes by cultivating the Hoquarton Waterfront's existing identity as a district with a mix of employment uses in proximity to recreational opportunities. Market conditions in Tillamook, combined with the competitive and comparative advantages of the Hoquarton area, suggest that a blending of commercial and retail development could be supported, particularly in the Waterfront Core area. Based on the area's comparative advantages, the region has a number of businesses that might be attracted to Tillamook:

Products

- Specialty food production
- Forest products
- Agricultural services
- Specialty manufacturing (crafts, furniture)

Lodging

- Inns, hotels, and motels
- Hotels, potentially with large and flexible meeting space
- Private vacation rentals

Service businesses

- Banks and financial services
- Coffee shops, restaurants
- Entertainment venue
- Kayak rental
- Kids' activities
- Healthcare
- Personal care

Retail businesses

- Bakery
- Book/gift/hobby store
- Discount store
- Garden center/home improvement
- Pet store
- Specialty food store (i.e. fish and seafood market)
- Sporting goods



Heritage Employment

The Heritage Employment area honors the history of the Killamook Tribe and the Hoquarton as a major center of commerce. Building on its industrial beginnings, the Heritage Employment area hosts a unique mix of businesses not found elsewhere in the region. It attracts specialty manufacturers and businesses that wish to locate within an active, mixed-use district. Retail activities associated with existing uses along the street are encouraged, supporting the City's desire to revitalize the Hoquarton Waterfront. Flexible use of space in existing buildings opens up the opportunity for shared facilities, helping small business incubation. This also provides alternative residential arrangements, like live-work housing and artist studios. Front Street fosters a relationship with the Hoquarton by providing several access points to the waterfront, allowing visitors to engage with the recreational and natural amenities of the area while providing the lure, diversion, amenities and ambience of small scale "maker" shops. Figure 13 illustrates some of these key opportunities in this area.



7. The Heritage Employment Area attracts visitors to the Hoquarton waterfront and the unique mix of artisan manufacturing and light industrial businesses.

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

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

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

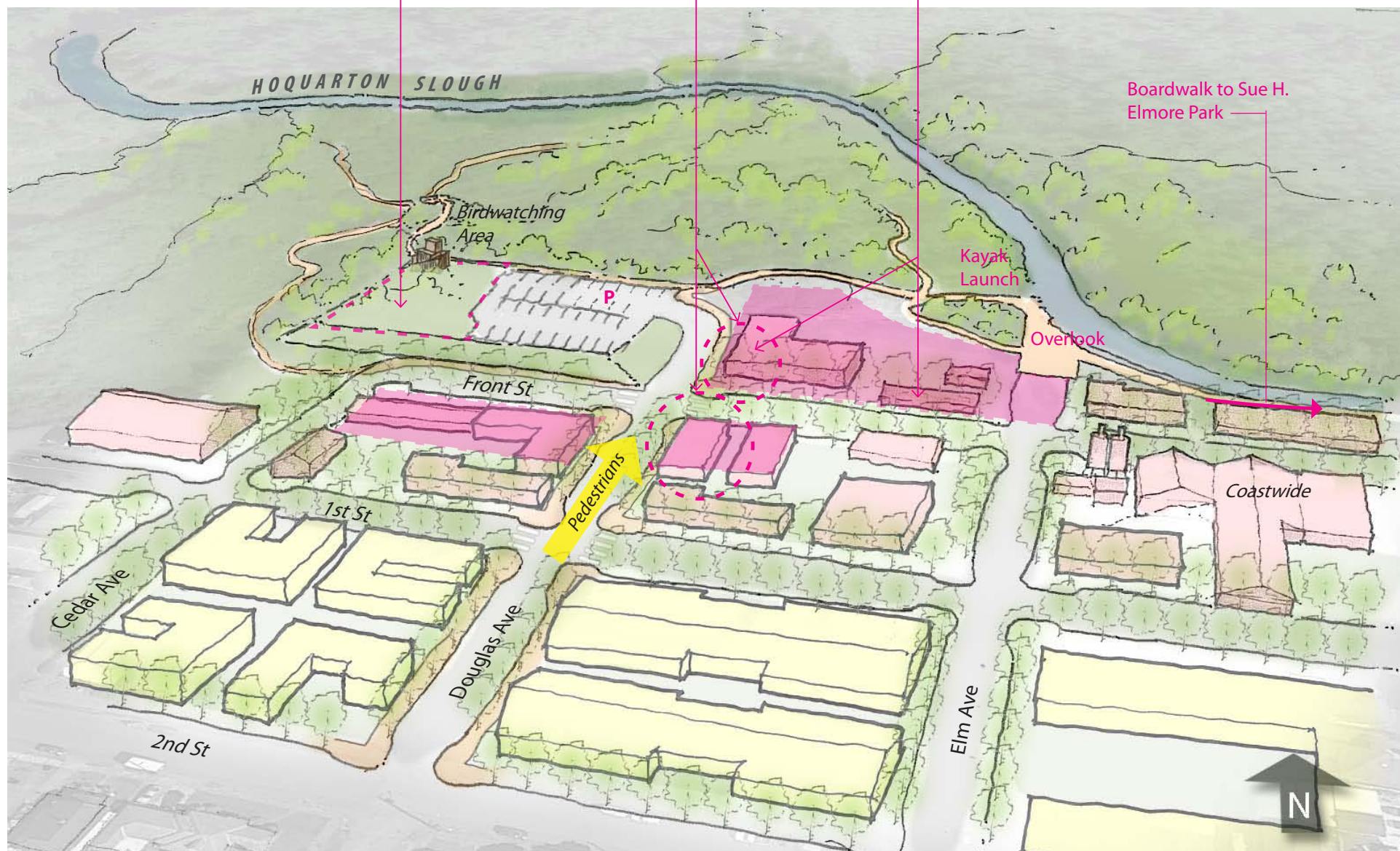


Figure 13. Key opportunities in the Heritage Employment Area

Cottage industry incubator (HE1)

Vacant or underutilized parcels provide space for shared facilities for production and co-marketing of local products, helping support cottage industries and the incubation of small businesses. Examples of potential incubator features include a showroom, machine shop, shared kitchen and office or artist space.

Presence of these facilities also can support live-work

arrangements, where personal living space is combined with professional workspace. This helps contribute to the supply of workforce housing, an element identified in the Residential Village and important component of Tillamook's future residential development.



9. Flexible use of space allows for live-work arrangements



8. Cottage industries and small business incubation help support local markets and highlights specialty products from the region.

Retail component (HE2)

The Hoquarton has a unique mix of businesses not found elsewhere in the region. The Heritage Employment area cultivates this identity by attracting additional businesses that both produce goods but have an outward facing retail presence, thereby helping to increase brand awareness both for the business and the area. Activities around Front Street are conducive to incorporating retail elements into existing industrial and manufacturing businesses, which may attract new businesses interested in pursuing the same activities. Promoting a retail component provides an opportunity to not only draw more people to the area, but also to foster interaction between craftsmen, locals and tourists. The Pelican Brewery sets an example for how production and retail can be coupled as a means of drawing visitors to the area. The success of the Pelican Brewery in Tillamook has resulted in the expansion of its operations into the site's adjacent lot, which included the vacation of Grove Avenue between Front Street and First Street for future westward expansion.



10. Coupling retail and production will highlight specialty products and foster interaction with makers.

Boardwalk (HE3)

The boardwalk connects a series of overlooks at the north ends of Elm, Grove and Stillwell Avenues, which could extend over the Hoquarton, providing views up and down the restored waterway. These overlooks also are logical locations for interpretive signage. Given that Front Street runs parallel to the Hoquarton, bicycles should not be permitted along the boardwalk. Figure 14 illustrates the interaction between the boardwalk and existing development along the Hoquarton, and how these recreational amenities can synergize to provide better access and enjoyment of the waterfront.

The promenade on the north side of the Hoquarton east of US 101 will connect the highway with the city land to the rear and will be within an easement of roughly 20'-30' in width acquired as part of future redevelopment of the commercial/industrial parcel.

Beyond the Hoquarton, there are more than 40 acres of undeveloped public woodlands and wetlands within the study area, including Foundry Park. Many more acres, including the future Ironworks Park, lie beyond the study area boundary. These parks, consisting of properties given to the City by public & private property owners, are part of the Heritage Recreation Area, within the historic core of the City along the Hoquarton.

The 100-year floodplain extends across most of the northern part of this study area and restricts redevelopment. The Southern Flow Corridor project, on the north and western edge of the City and coordinated by Oregon Solutions, FEMA and the Port of Tillamook Bay, consists of extensive re-grading, fill removal, and wetland restoration north of Foundry Park.



11. Illustrative examples of boardwalks and interpretive features

This will include moving contaminated fill to an 8- foot high containment cell at the Foundry Park site along Front Street. The edges of this cell will be planted with native vegetation to avoid the appearance of a stark earthen wall along Front, except where loading access is needed. The April 2015 project plan (Figure 15) also provides some public mitigation for this cell, with the extension of Douglas Avenue north of Front Street to a new shared gravel parking lot. This

lot will serve to connect to the Hoquarton trail system and boardwalk, as well as a kayak launch through a series of east/ west tree replantings, and will include construction of a ziggurat bird watching platform. Shared onsite waste facilities for nearby manufacturing operations could be located adjacent to the parking lot.

As detailed project design proceeds, further public access can be provided to extend the waterfront trail system beyond

the urban context, linking to this launch point and parking lot to restored park land further west, with access to restored ponds and views of the scenic farmland and coastal landscape.

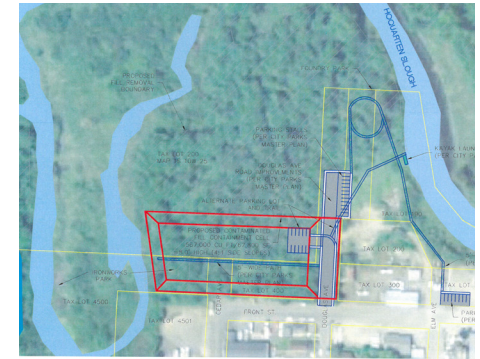


Figure 15. Foundry Park, Conceptual Old Mill Site Plan, April 2015



Figure 14. Hoquarton waterfront elements

Interpretative Features (HE4)

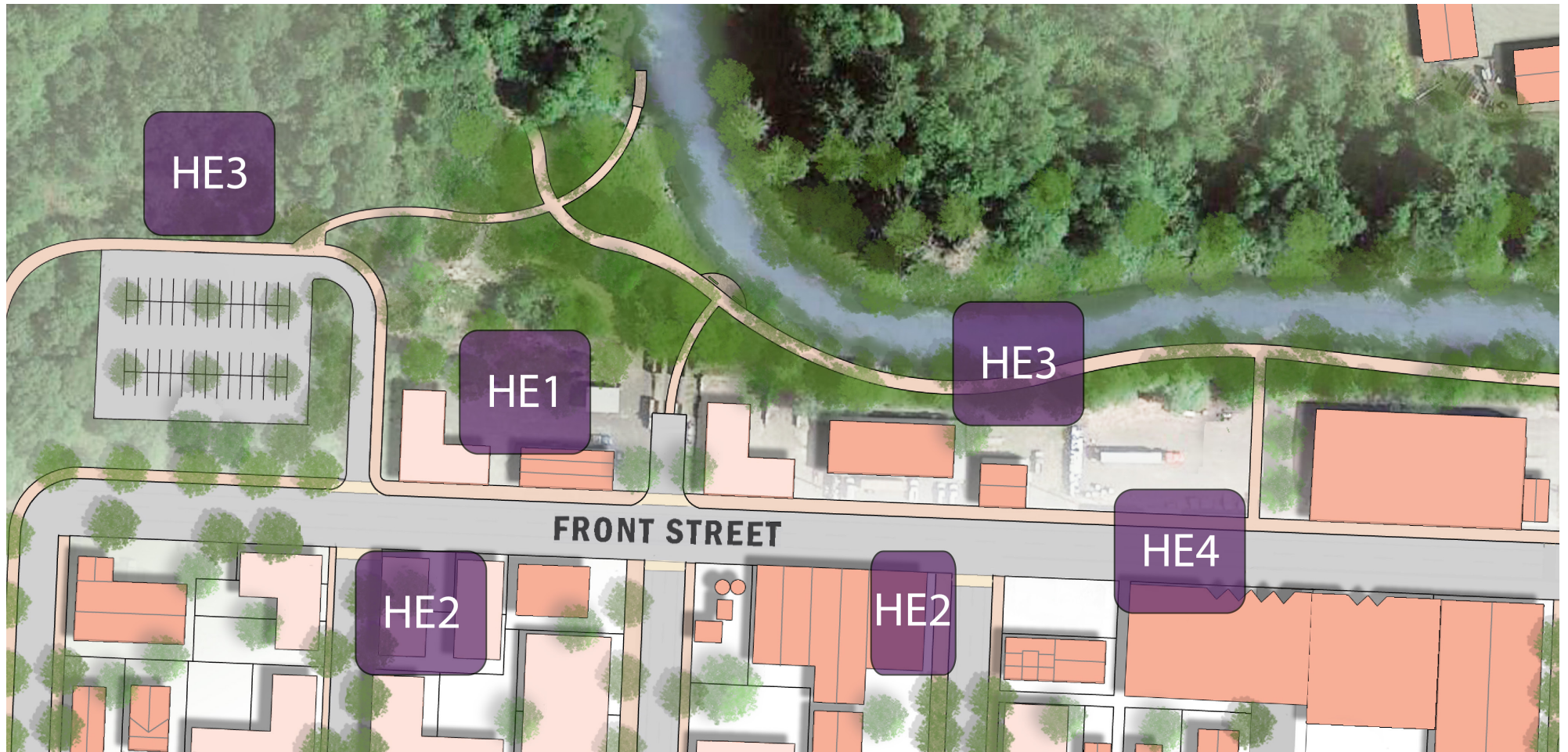
While economic activities along Front Street have fluctuated over time, remnants of this industrial economy remain today. The City of Tillamook has an opportunity to honor the heritage of the Killamook Tribe and capitalize on the industrial character of Front Street by installing interpretive features to tell the story. Interpretation markers at overlooks could highlight the area's history, telling the story of the Killamook Tribe and providing views of old

pilings, which once supported lively docks and waterfront businesses such as the former Foundry.

Installing these interpretive features can highlight Front Street's role as the historic business district of Tillamook. These may include historical markers and photographs along Front Street that highlight important cultural and industrial events, activities or circumstances, as shown in Figure 16.



Figure 16. Examples of interpretive historical/industrial heritage markers



Residential Village

Housing Development (RV1)

Participants in the planning process cite a need for a variety of housing options that could fit within the city and the Hoquarton Area in order to support and promote the local economy. Currently, the area bounded between First and Second streets is zoned primarily for single-family housing, though several multi-family units exist. This area could accommodate a greater density of housing, especially given its proximity to major destinations within the city, including the library, downtown, major grocery stores and the hospital.

The Residential Village provides a variety of housing options, decreasing the intensity of residential development from east to west (Figure 17). Moving east from Fir Avenue, between First and Second Avenue,

residential development transitions from 3-story mixed use, 2-story mixed use, to courtyard apartments and townhouses. Possible housing types also include fourplexes and bungalow courts. Design standards promote attractive, high-quality construction and building heights step down for development to the north, maximizing residential views of the Hoquarton forest to the north, ensuring that residential development adds to the character of the area. These are outlined in the Implementation Strategy and Appendix B (City of Tillamook Zoning Ordinance: Hoquarton Waterfront Overlay (HWO) District)

The potential to provide a greater variety of housing types through infill development is supported by the area's proximity to services and

A Note on Tillamook's Housing Supply

Nearly two-thirds of the housing stock in the City of Tillamook is single-family detached units, many of which were built at least 40 years ago. An analysis of existing conditions showed similar sales price trends to other coastal cities, including Astoria and Lincoln City. Vacancy rates are low in the small number of apartment units within the city, many of which have income restrictions. With an aging population, as well as an overall increase of residents and workers to the area, providing a variety of housing options will be an important component of Tillamook's future growth. Several issues will likely impact demand for housing within the city. The planned expansion of the Tillamook Regional Medical Center will increase the demand for new housing types, such as senior housing, assisted living facilities, long-term out-patient suites, visiting physician suites and short-term employee units. Also, local employers claim that affordable workforce housing is in short supply, forcing their employees to seek housing in neighboring communities.

"Tara Parry, vice president for human resources at the Tillamook County Creamery Association (best known for the Tillamook Cheese Factory), said the lack of housing "absolutely" threatens the long-term viability of the company. About 500 of its 779 employees are in the Tillamook area, she said. The business provided \$50,000 of the county housing task force's \$90,000 budget, with the Meyer Memorial Trust making up the rest."
—Oregon Live, December 2015

amenities. There is a growing need for housing within the "Missing Middle," a term coined to describe the range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the

growing demand for walkable urban living (Figure 18).

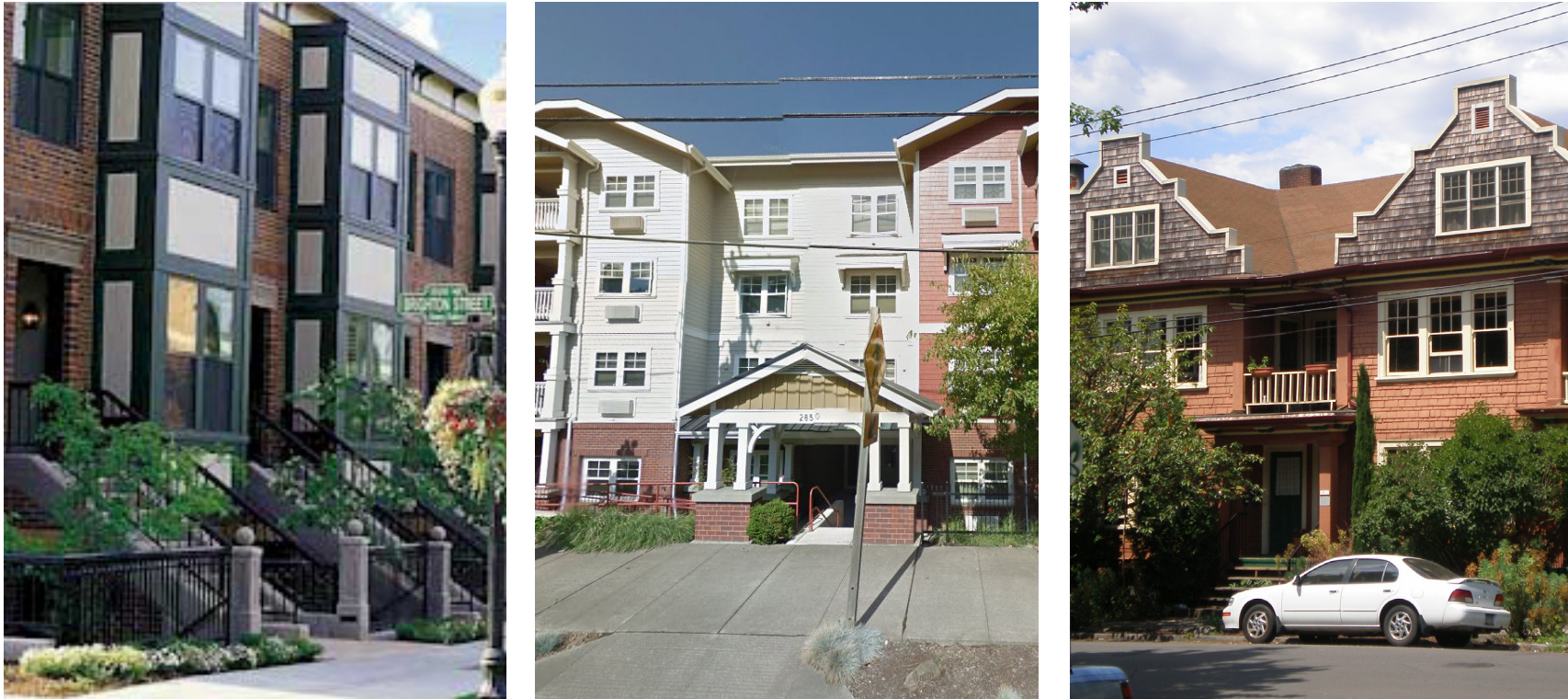


Figure 17. Residential development density transition



Figure 18. Missing Middle Housing

Source: Missing Middle Housing, a resource for policymakers and planners that offers information on how to integrate Missing Middle Housing into existing neighborhoods, explains how to regulate these building types, and pin-points the market demographic that demands them.

Source: <http://missingmiddlehousing.com/>

Illustrative examples of different housing types and designs are shown in Figure 19. The Residential Village is meant to accommodate some or all of the following types of housing:

Workforce Housing

The Residential Village helps supply Tillamook with much-needed affordable housing for its workforce, ranging from line worker to professional level staffing, helping keep employees in close proximity to some of Tillamook's major employment centers like the Tillamook Cheese Factory. Housing types include:

- Townhomes, duplexes, and triplexes
- Condominiums and apartments including courtyard apartments, bungalow courts, and multiplexes
- Cottages/small lot homes that can provide the feel of a single-family home on a smaller floor plan.
- Live-work housing that allows people to operate a business out their home.

This type of housing also appeals to a workforce comprised of young professionals seeking starter homes with access to semi-urban amenities, alternative transportation options and proximity to recreational opportunities.

Senior Housing

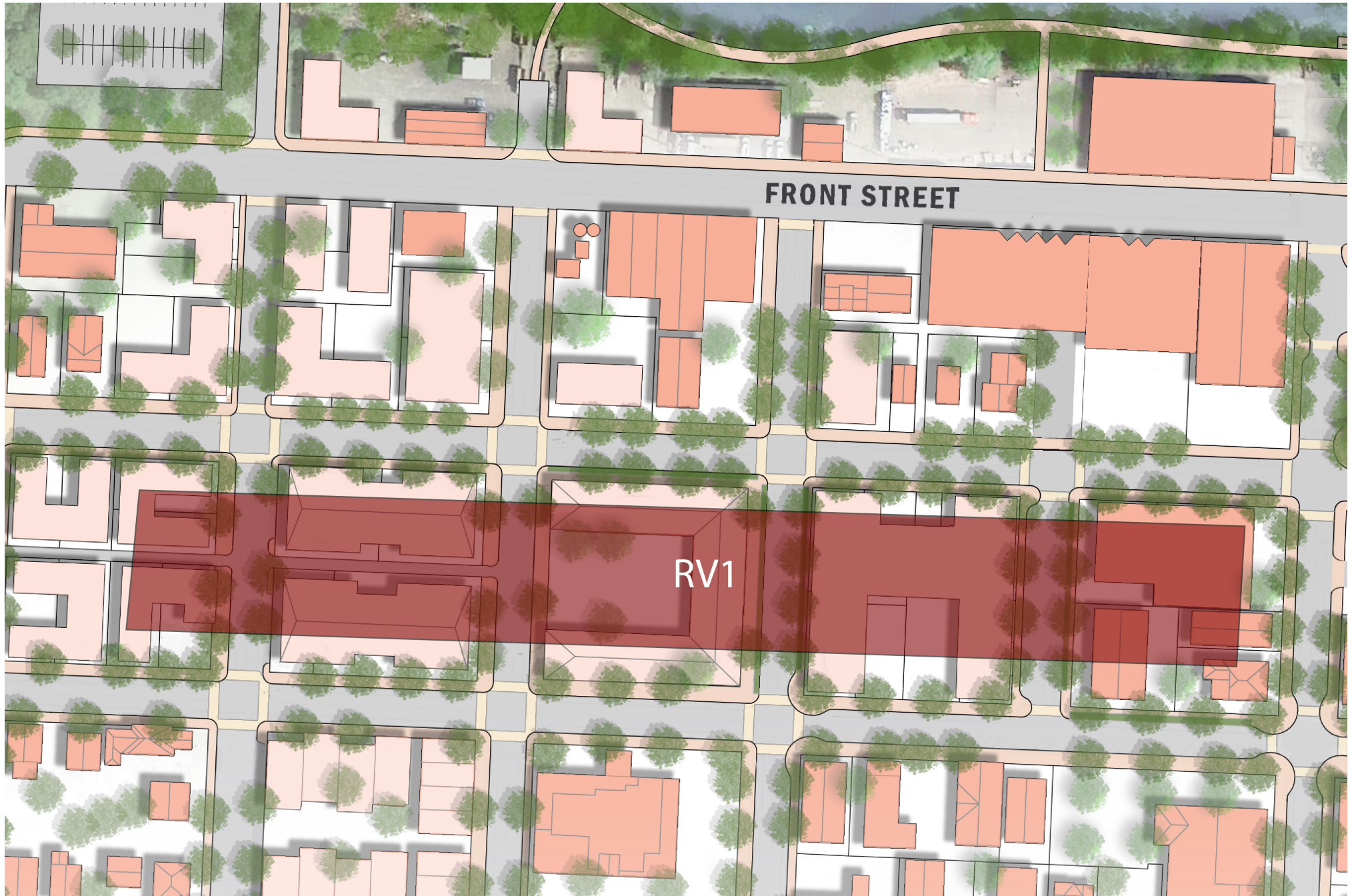
The Residential Village accommodates a range of housing types for seniors, especially seniors that value the area's proximity to recreation, downtown shops and key services. Housing types for seniors include "guest homes"/informal senior housing and independent living apartments.

Visitor Housing

Tillamook has a number of people, such as temporary medical workers, who need short-term housing as there are not currently many desirable options available. Housing types include extended stay hotel or apartments, bed and breakfasts and accessory dwelling units.



Figure 19. Housing type and design examples



This Page Left Intentionally Blank



Transportation

6

6. Transportation

One objective of the Hoquarton Waterfront Plan is to create a balanced transportation network by providing safe travel routes for pedestrians, bicycles, automobiles and trucks within and through the area. This chapter identifies the multi-modal transportation network and improvements proposed within the Hoquarton Area, which are consistent with the US 101/OR 6 Traffic Improvement Project and the Crosstown Connections Project. These proposed improvements will be adopted as part of the City of Tillamook Transportation System Plan (TSP) during the next TSP update. These projects should mitigate any potential “significant effect” on transportation that results from the proposed plan amendments and zone changes. The following section presents the primary circulation routes proposed for each mode (pedestrian, bicycle, transit and vehicles) within the Hoquarton Waterfront Plan and the recommended cross-section for each road segment.

Hoquarton Waterfront Circulation Plan (T1-T13)

The circulation plan within and immediately adjacent to the Hoquarton Plan area promotes multimodal circulation, enhances access to the Hoquarton, supports local and regional travel and supplements the Oregon Scenic Byway that traverses through the city (Figure 20). This is done by minimizing conflicts between modes, completing existing gaps and deficiencies in the network and implementing additional treatments.

Proposed Primary Multi-Modal Circulation Routes

The Hoquarton Waterfront area includes several roads that are primary routes for through vehicle traffic while maintaining attractive and safe routes for people to walk and bike. Although all modes will be accommodated on all roads, the following identifies the primary circulation routes identified for each mode to ensure that improvements are provided that are consistent with the desired primary users of each route

The main **vehicular** routes, including Front Street, Stillwell Avenue, First Street, Birch Avenue, and Third Street, emphasize the commercial land uses in the Hoquarton area in order to expose those businesses to visitors and residents traveling through the area.

An additional **freight** route designation along Fir Avenue between Front Street and Third Street is proposed to serve as an addition to Stillwell Avenue. The turning radii for truck

Local and Regional Travel

The Hoquarton Waterfront Circulation Plan promotes and supports both local and regional travel by incorporating the US 101 corridor improvements and extending the vision of the Second Street plaza through the plan area. Alternative routes for all modes reduce intermodal conflicts on the state highways and heighten activity levels on local commercial corridors. The Scenic Byway attracts visitors looking to travel along the Oregon Coast. The circulation plan also encourages the implementation of a wayfinding system to lead users through the area.

maneuvers on Stillwell Avenue would be restricted onto 2nd Street due to curb bulb-outs, which help separate modes and limit modal conflicts while promoting redundancy in the network. Figure 21 shows the designated freight routes as per the 2003 City of Tillamook Transportation System Plan and the proposed changes as per

HOQUARTON WATERFRONT PLAN

Circulation Plan

City of Tillamook

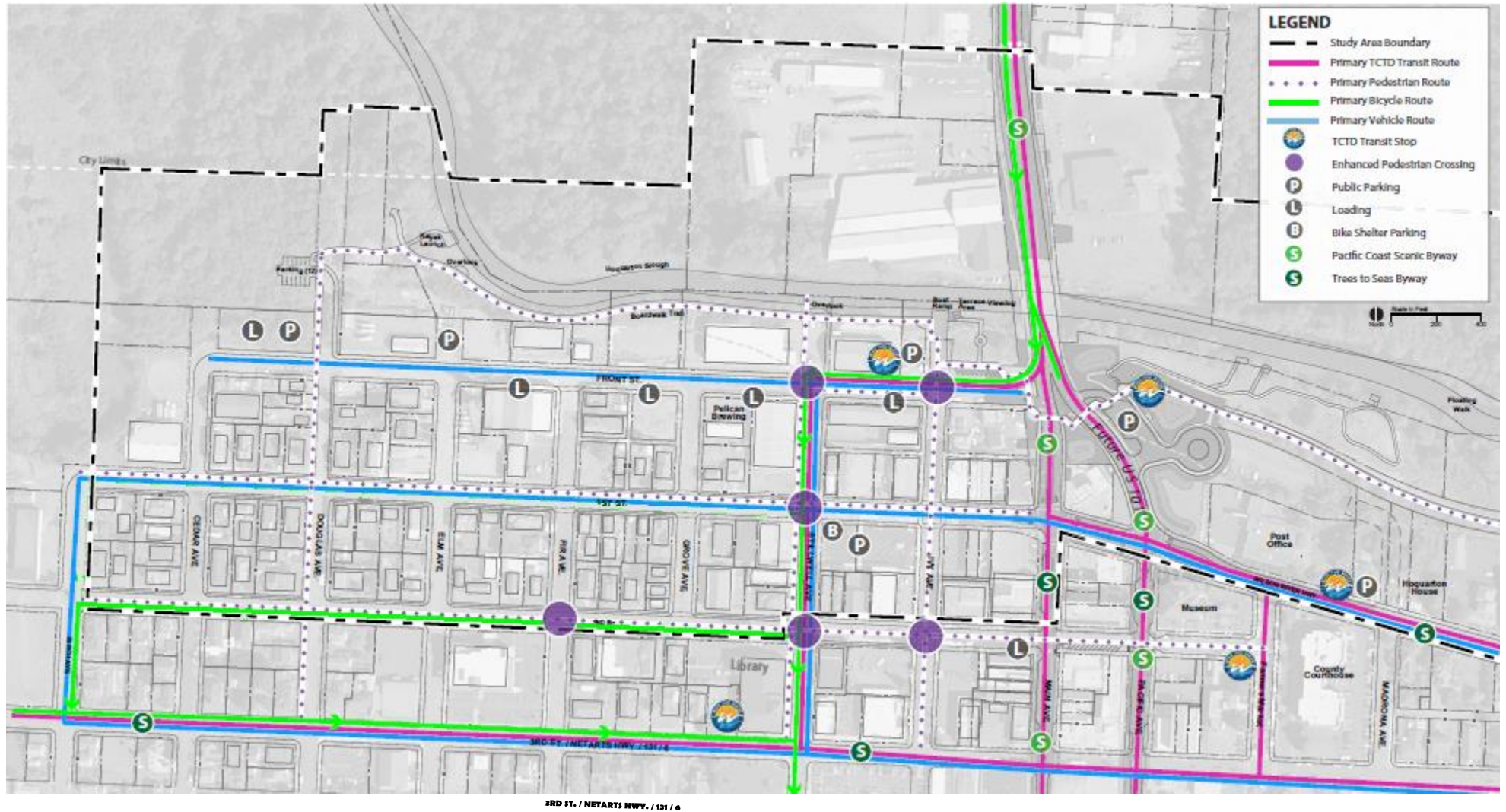


Figure 20. Hoquarton Waterfront Circulation Plan

Hoquarton Waterfront Circulation Plan.

The **bicycle** routes, including Front Street between Stillwell Avenue and Main Avenue, Stillwell Avenue, First Street between Stillwell Avenue and Birch Avenue and Third Street

west of Stillwell Avenue, provide an alternative to the relatively high volume one-way couplet (Main Avenue/Pacific Avenue). By providing this alternative, bicycling in the area may become more attractive for recreational cyclists. Demarcated either by “sharrows” or bike lanes, these

proposed bike routes also connect to the east-west bike route on Fourth Street, as part of the Crosstown Connections Project, to promote bike connectivity throughout the city.

Pedestrian circulation in the area is enhanced with wider sidewalks, shorter crossing distances with the installation of curb bulb-outs and sidewalk amenities, such as landscaping and benches. The paths along the Hoquarton east of 101 provides pedestrian access to the area, enabling visitors to engage with the environment and have direct access to the Hoquarton. The paths and the designated east-west bike route on Fourth Street are part of the Crosstown Connections project which enhances multi-modal connection across the city.

HOQUARTON WATERFRONT PLAN Circulation Plan

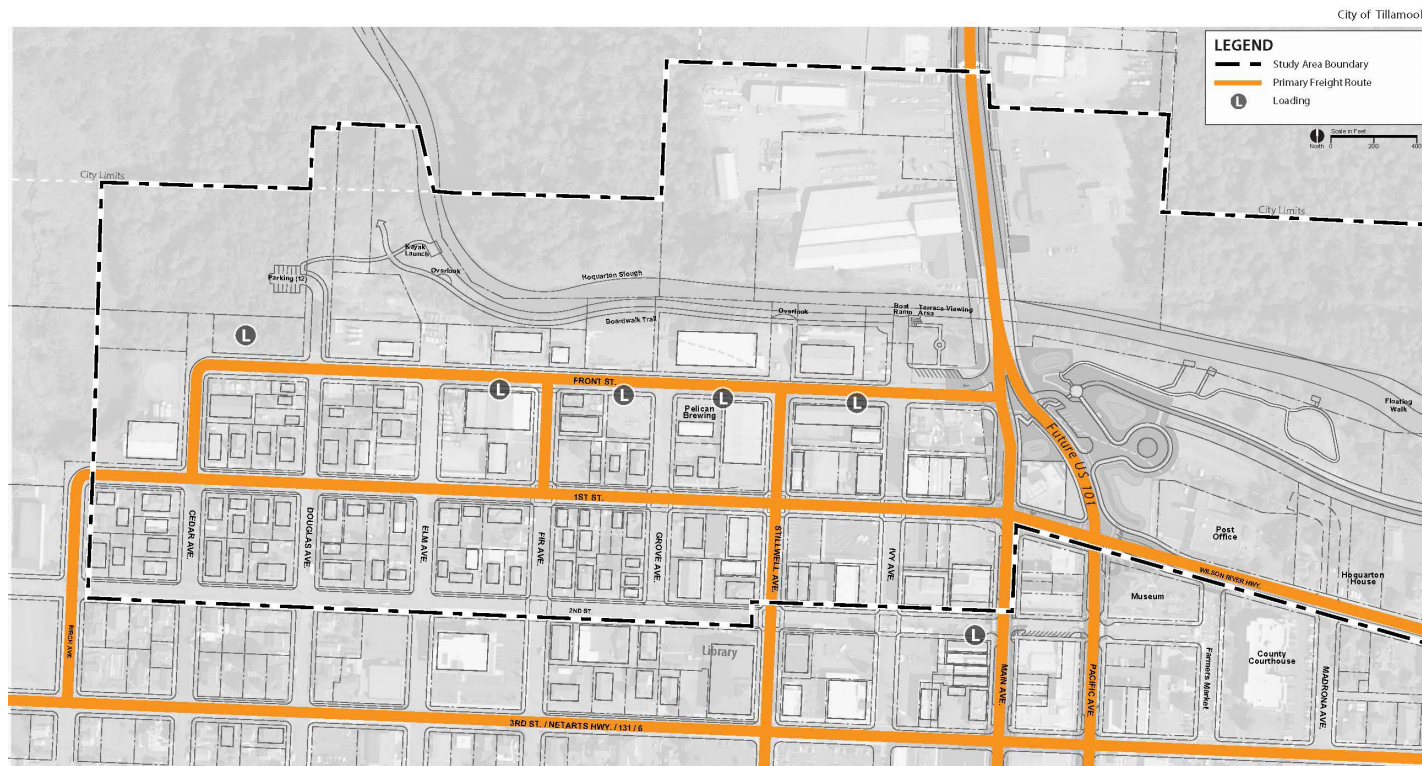


Figure 21. Freight Route changes in the Hoquarton Waterfront Plan

Streetscape Improvements

For the benefit of both residents and tourists - and with an eye to the extensive future trail and boardwalk network in the vicinity - the Hoquarton area's streetscape prioritizes pedestrian comfort in the zone between buildings and the curb. This is accomplished using street trees, furnishings, wide and accessible

Parking Management Strategies

The study area currently has both on-street and off-street parking. The on-street parking has two-hour limits in the more dense commercial areas, bounded by Front Street, Stillwell Avenue and Third Street. Outside of this area the on-street parking does not have time limits and is primarily located in residential areas. The main off-street parking is located on First Street between Ivy Avenue and Stillwell Avenue. There is another off-street parking surface lot south of Second Street on each side of Ivy Avenue. See Appendix A for an inventory of existing and proposed on-street parking.

In order to accommodate potential increased activity in the Hoquarton Area, wayfinding signs should guide visitors to off-street parking lots and utilization of the on-street parking system should be monitored to determine the need for additional parking management. Additional parking management could include: expanded radial zones consisting of 2-hour zones at the center and loosening of restrictions toward the periphery, including employee parking; the use of 15-minute spaces at the beginning of each block to further increase turnover; and residential parking permits to minimize parking spillover into residential areas. Increased access to the Hoquarton may increase watersports along the waterway. Providing a small supply of longer-term parking near the boat/kayak launch may be needed to serve increased demand and could also increase utilization of the launch by people and groups that may also patronize businesses in the area.

Parking management strategies should also be developed in concert with parking requirements for development in the Hoquarton Area. Reductions in off-street parking requirements are proposed to better incent new and re-development on smaller infill lots to allow full development of limited square footage. Parking reductions should be monitored and offset where possible with alternative parking strategies, such as central shared facilities or additional on-street parking.

sidewalks, and other measures. Street trees are consistently spaced (generally around 25 feet on center), with appropriately selected species for Tillamook's coastal climate to support tree health and longevity. The City of Tillamook's Street Tree Ordinance provides further guidance on placement and species of trees. Furnishings, such as benches, trash receptacles, and planter

boxes, help to create a cohesive and attractive streetscape. Sidewalk uses such as outdoor seating and merchandise display are managed to add vibrancy to the public realm without impeding pedestrian travel.

Finally, the Hoquarton area provides a pedestrian realm that is separated from vehicular traffic and well-defined. Curb

bump-outs at intersections and painted crosswalks are implemented where possible, especially along Second Street where north-south streets intersect. In addition, effective lighting adds to public safety and to the night-time vitality and identity of a district like Hoquarton. Lighting should focus on providing an even, consistent coverage, softening

contrast ratios at edges and thus improving visibility by avoiding excess illumination and brightness.

Along Front Street, the streetscape requires a unique treatment that recognizes the enduring industrial character of that street and allows for continued truck maneuvering to and from businesses on Front

The Pedestrian Realm: Street Lighting

Street. Front Street has a simple curbed sidewalk on the north side but remains curbless along the south side, with different toned materials or striping and signage to indicate the pedestrian zone. Few street trees allow for unimpeded loading access for businesses. Speeds remain low on Front, enforced with lower limits to improve safety on the street.

A variety of bicycle- and pedestrian-related treatment options are applied in the Hoquarton Waterfront Plan. These options are used throughout the development of planned cross-sections within the Hoquarton Waterfront Plan.

General Guidelines

- Consider lighting to enhance the aesthetic qualities of the Hoquarton District and highlight special buildings and trees at night
- In-ground up-lighting should be avoided to minimize maintenance and vandalism
- Coordinate lighting locations and pole heights with tree locations and buildings

Free-Standing Lighting

- Consistent pedestrian lighting is an important contributor a town's identity and can help suggest a hierarchy of travel routes along a path like the Hoquarton Slough.
- Walks and paths should be uniformly illuminated
- Parking areas, building entries and loading areas should be illuminated
- Pole spacing should be determined by pole height, luminaire type and desired foot candles
- Lighting level in pedestrian pathways, etc., should be a minimum of 0.5 foot candle (fc) on the ground surface, 1.0 foot candle in parking lots

Building Lighting

- Building-specific light fixtures can be integral components of buildings, highlighting significant features and identifying entries.
- Lighting should be indirectly focused.
- Light sources should not be visible
- Consider the additive effect of spilled light from building interiors when placing exterior fixtures

Sustainability

- Light illuminating from fixtures should be cast downward with full cut-off shades to protect 'dark skies'
- Specify lighting for maximum durability, energy-efficiency and lifespan
- Use minimum lighting levels required by city code if applicable; focus on contrast ratios versus standard foot-candle light levels.

Planned Cross-sections

The following roadway cross-sections for the Hoquarton Waterfront area were developed considering the existing public right-of-way, the functional classification (no changes are proposed to these existing classifications), the standard cross-section associated with each functional classification and the needs of each mode based on the proposed circulation map. The planned cross-sections supersede the standard cross-sections for these facilities. The cross-sections can be implemented within existing public right-of-way thereby eliminating any right-of-way acquisition needs; however, some cross-sections may impact the total street width. For north-south streets between Front and Third streets, the roadway has an approximate width of 35 feet with the exception of the following unimproved streets: Grove and Fir from First to Second Street, Elm from Front to First Street and Douglas from Front to Third Street. These roadways have existing widths of approximately 22 feet and would therefore require reconstruction or additional pavement. Major east-west routes are described in more detail below.

Front Street

Front Street includes light industrial and commercial land uses along its south frontage and access points to the Hoquarton along its north frontage. Figure 22 illustrates the selected cross-sections that provide multi-modal access while accommodating the light industrial uses along the corridor. Figure 23 illustrates the sawtooth parking for truck loading and unloading operations in greater detail. The existing curb-to-curb width of approximately 41 feet from Ivy to Cedar provides enough pavement for the cross-section, though pavement widening will be needed where the loading zone replaces sidewalks.

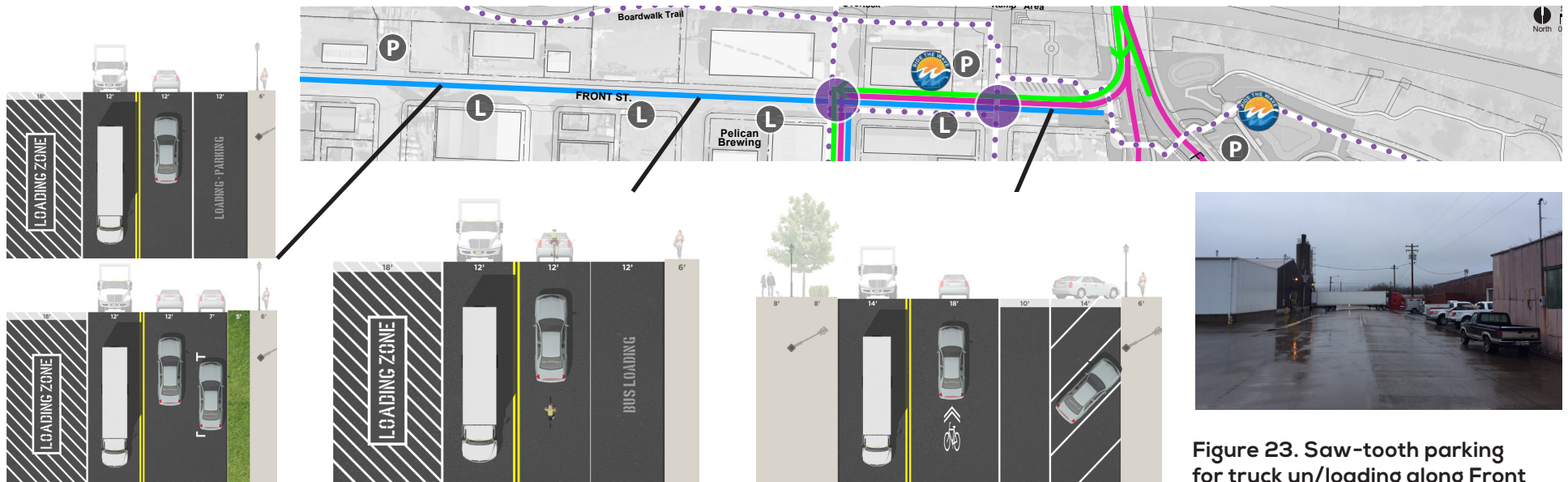


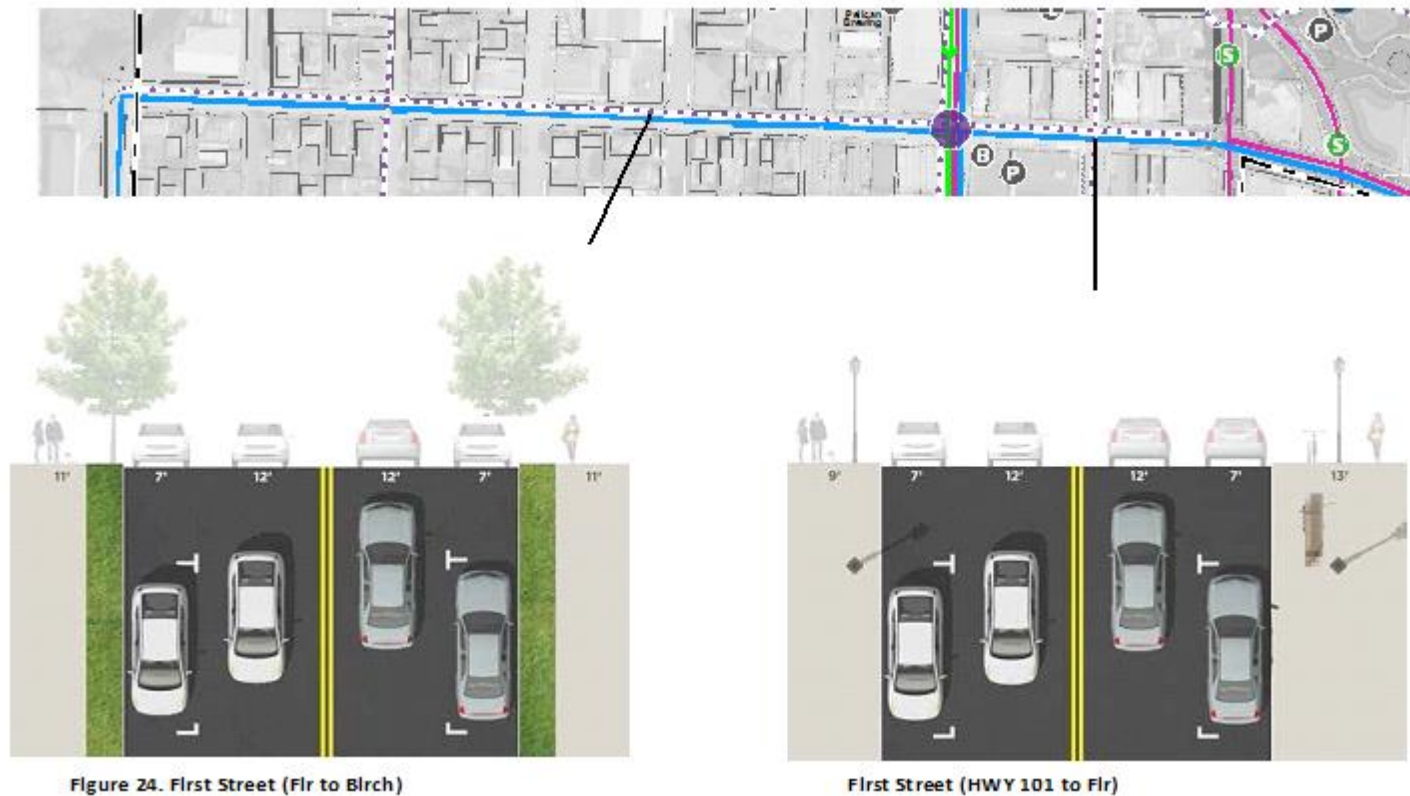
Figure 22. Front Street cross-sections



Figure 23. Saw-tooth parking for truck un/loading along Front Street to keep travel lanes open.

First Street

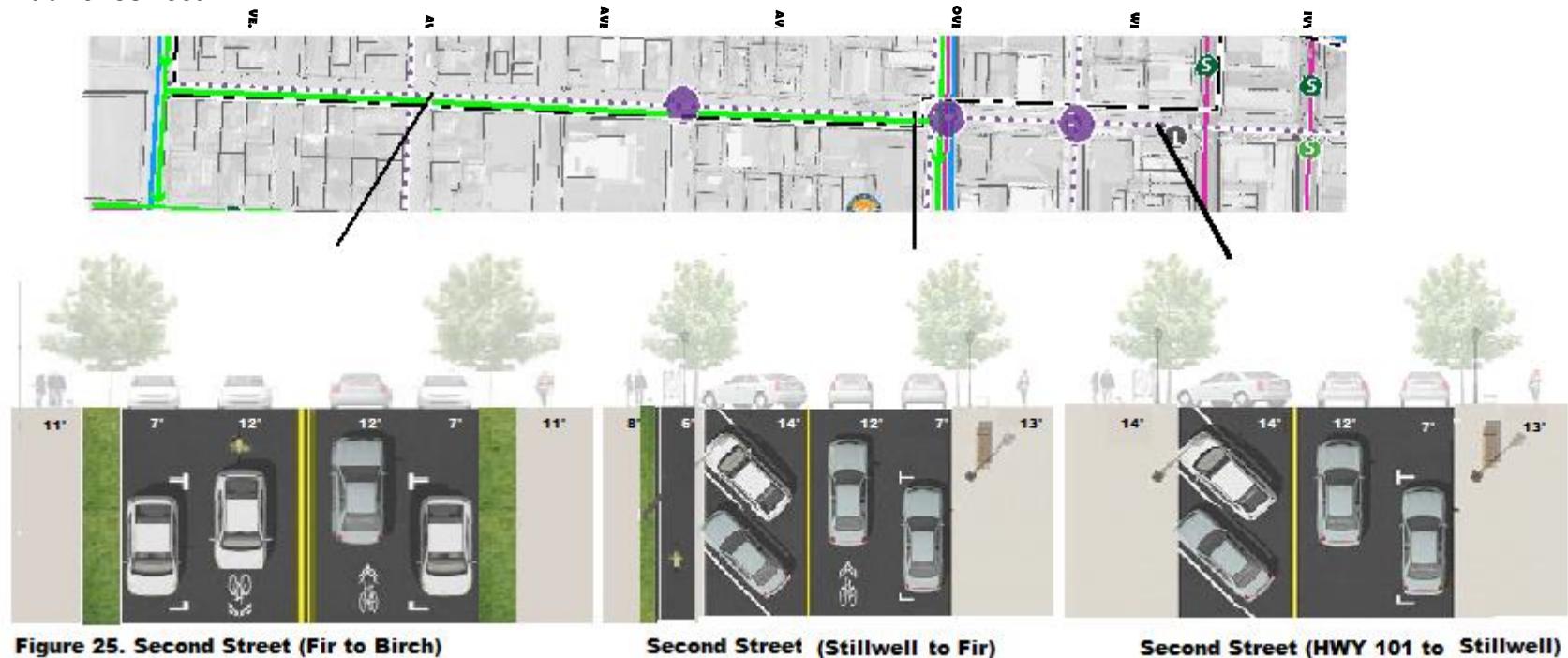
First Street serves as the connection for motorists from southbound US 101 and eastbound OR 6 to westbound Netarts Highway 131. Figure 24 illustrates the planned cross-section alternatives that maintain the existing vehicle connection, while providing multi-modal facilities assuming commercial land uses. First street will need approximately 2–3 feet of pavement widening based on 35 feet of existing pavement and a proposed width of 38 feet.



Future US 101

Second Street

Second Street is a one-way westbound street between US 101 and Fir Avenue, turning into a two-way street past Fir Avenue. It is a relatively low-volume street compared to First Street and Third Street and has two view sheds at each terminus, which include the Tillamook County Hospital to the west and the Tillamook County Pioneer Museum and Tillamook County Courthouse to the east. The east end of Second Street between Main Avenue and Pacific Avenue is also planned to be a festival street. As such, Second Street is a pedestrian-oriented corridor. Figure 25 illustrates the selected cross-sections for Second Street. The cross-sections fit within the existing pavement width of 35 feet.



Signage

Downtown branding and signage (S1)

Signage connects several important elements of the Plan, from enhanced multi-modal circulation to tourism attraction. A sign system that is well integrated with the visual gateway elements will help support downtown revitalization efforts and ensure safe, convenient wayfinding for cars, trucks, bikes and pedestrians. It also provides a platform for city branding efforts and tourism strategies by communicating notable attractions, like parks, businesses zones, historical markers and recreational amenities, at key intersections. The reconfiguration of US 101/ OR 6, which funnels traffic northbound, makes it especially imperative that clear, attractive signage prompts visitors to cross US 101 into downtown Tillamook. The City should work with ODOT about the placement of signage elements.

Four types of signage

1. Gateway: Signage that is well integrated with visual gateway elements helps alert people to their arrival in Tillamook and welcomes them with the City's brand image.

2. Wayfinding: Providing signage for bikes will draw cyclists off US 101 and into downtown, pointing these users to facilities such as covered bike parking and connections to regional routes. Incorporating clear truck route signage into a wayfinding system will help clarify the road network.

3. Parking: Signage for parking, particularly for the public lot at First Street and Ivy Avenue, will improve the quality and ease of access downtown. This also will enhance public understanding of parking availability by providing clear, consistent communication in the system, thereby improving the perception of parking supply.

4. Attractions: Large-scale maps and information signs can provide visitors with information about nearby services, amenities and attractions, helping increase local activity.

This Page Left Intentionally Blank

Implementation

7

7. Implementation

This chapter describes the steps that the City and its partners will take to achieve the vision for Hoquarton, based on the Guiding Principles outlined in Section 3. This implementation strategy builds upon a revision of existing policies from the City's Comprehensive Plan (see Appendix C for a list of supporting policies). The following strategy includes proposed zone changes, as well as a framework for investments in public improvements that can be coordinated with private investments to catalyze development and enhance the quality of the Hoquarton. It also includes descriptions of near-term priority projects that will help realize the vision. The goal of these public investments and updated policies is to spur new private development that aligns with the community's vision for the area.

Zoning Changes

The Hoquarton Waterfront Plan will be implemented through a combination of base zoning changes and the introduction of a new Hoquarton Waterfront Overlay District. Zoning is intended as a backdrop against which future development can be implemented. Zoning changes will facilitate rather than dictate plan implementation.

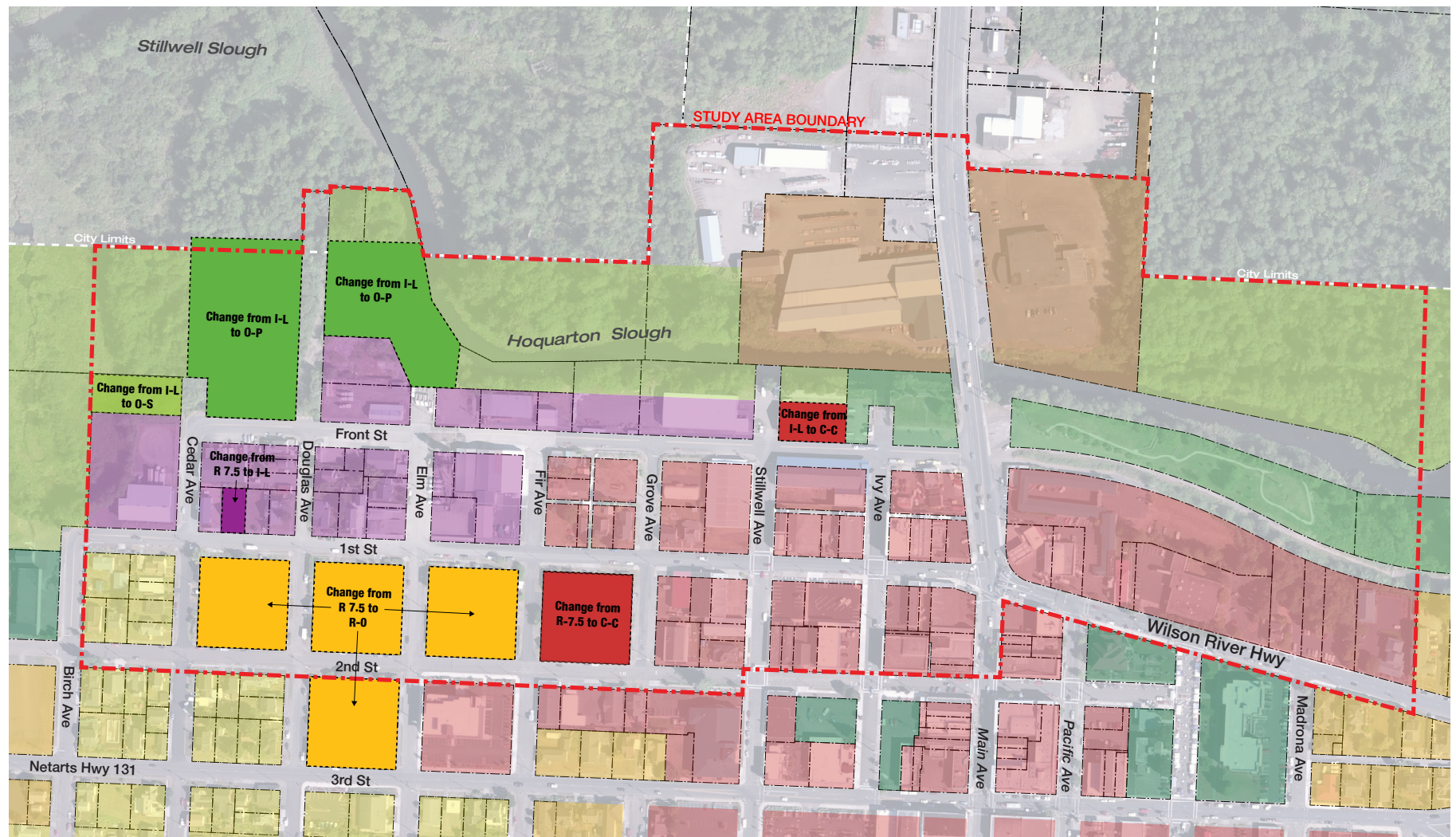
Suggested Base Zoning Changes:

Proposed changes to base zoning are intended to utilize existing zoning tools to implement the development outlined in the Hoquarton Waterfront Plan (Table 1). See Figure 26 for a map of proposed zoning changes. Base zones in the project area include:

- Single-family Residential (R-7.5)
- Multiple Use Residential (R-O)
- Light Industrial (I-L)
- Central Commercial (C-C)
- Highway Commercial (C-H)
- Public & Semi-Public (P)
- Open Space (O-S)
- Parks (O-P)

Table 1. Suggested Base Zoning Changes

#	Location	Existing Zoning	Proposed Zoning	Description
1	North of Front Street at Douglas Avenue stub	I-L	O-S, O-P	Align zoning with plans for future Foundry Park parcel and surrounding open space
2	1306 First St	R-7.5	I-L	Zone consistent with the rest of the block to facilitate future redevelopment, while allowing existing single-family use to continue at present.
3	Three blocks bounded by First, Fir, Second and Cedar	R-7.5	R-0	Allow greater variety of housing types and greater residential density in immediate proximity to Hoquarton core as the blocks gradually redevelop over time.
4	Block bounded by First, Fir, Second, and Grove	R-7.5	C-C	Allow additional retail and mixed-use development to create more jobs, with upper-story residential uses.
5	1800 Front St	I-L	C-C	Allow more active, tourism and customer-oriented uses across from commercial uses to the south.



PROPOSED ZONE CHANGES

Hoquarton Area Plan City of Tillamook

LEGEND

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



Figure 26. Proposed Zone Changes, Hoquarton Waterfront Plan

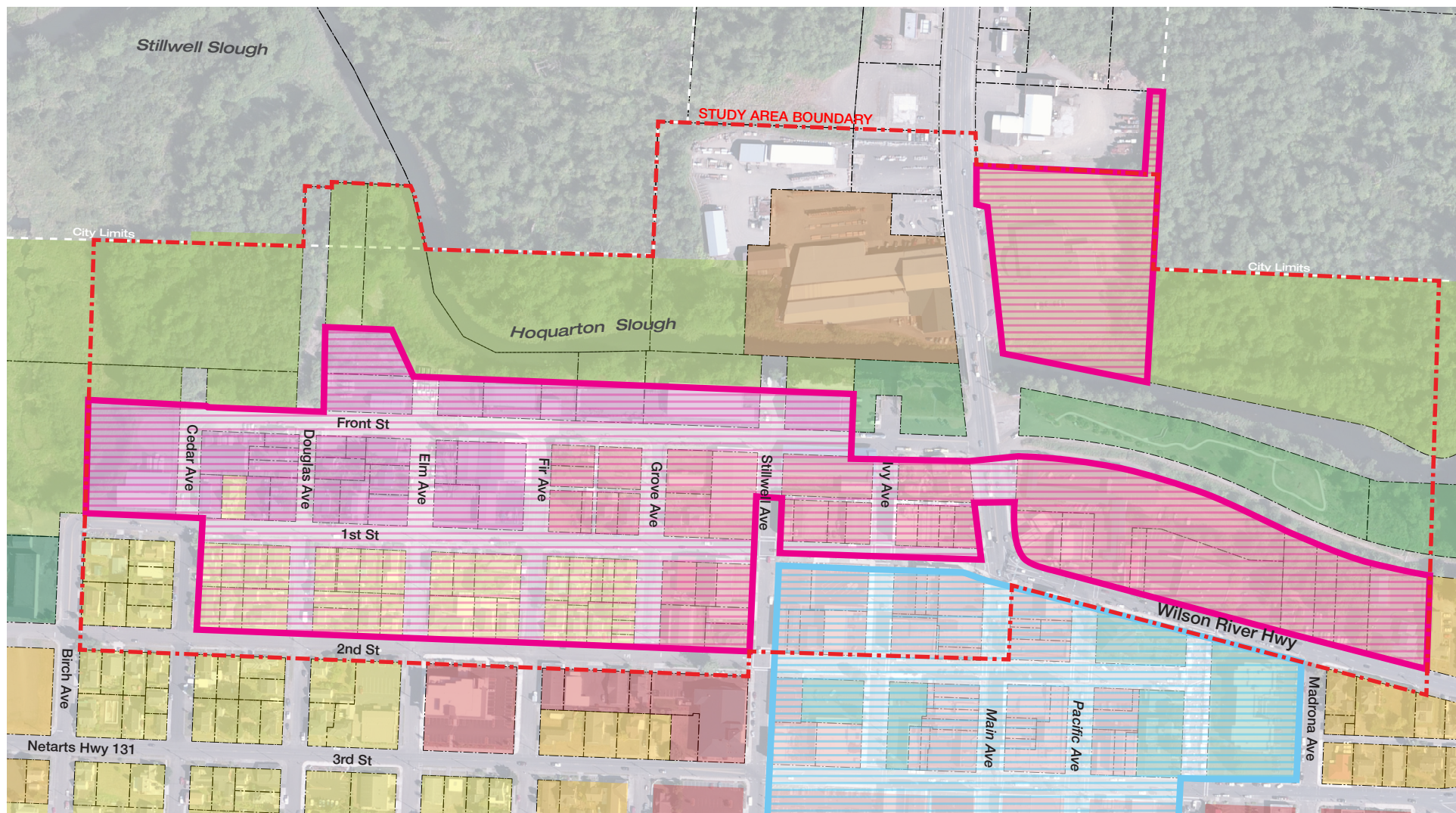
Suggested Overlay Zone:

Create and apply the Hoquarton Waterfront Overlay for commercial/industrial/residential mixed-use at the core of the plan area. The extent of the proposed overlay is illustrated in Figure 27. The overlay is proposed in areas with Light Industrial, Central Commercial, Highway Commercial and Multiple Use Residential base zones. The overlay is proposed to be adjacent to, but not overlapping with, the Town Center Overlay, to ensure the distinct downtown and Hoquarton goals are implemented. See Appendix B for proposed overlay zone draft language.

The overlay zone will be structured to include the following sections:

- **Purpose:** Implement the Hoquarton Waterfront Area Plan by providing a greater mix of industrial, commercial and residential uses that build upon the natural and industrial heritage of the district.
- **Relationship to base zoning:** Provide supplementary standards to uses and development standards in the base zones; the overlay would supersede the standards of the underlying zone in the event of conflict.
- **Definitions:** Add new definitions for live/work units, incubator space and artisan manufacturing.
- **Uses:** Expand allowed uses, prohibit incompatible uses, and allow for greater mix of industrial, residential and commercial uses than allowed in base zones.
 - Allow additional residential uses in the commercial and industrial base zones, including live/work units, ground floor residential limited to 25% of the ground floor area, upper floor residential, and single-family residential uses in existence at the time the ordinance is approved.
 - Allow artisan manufacturing in commercial base zone.
 - Allow expanded commercial activities in the industrial base zone including retail, eating and drinking establishments, and professional uses limited to 50% of the gross floor area.
 - Allow public facilities and other public uses in the commercial and industrial base zones.
 - Prohibit various types of storage, warehousing, vehicle servicing, and freight distribution uses in the overlay, to promote activity and jobs within the area.
- **Height requirements:** Introduce 50-foot maximum height limit in the overlay and height step-backs descending from Second Street to maximize views of the forest to the north.
- **Lot requirements:** No lot area, width, depth requirements. Introduce 10-foot maximum setback for commercial and industrial uses. Reduce setbacks in residential base zone to 10 ft for front and no side or rear setbacks.

-
- **Site design:** Require parking lots to be located to the side or rear of the building and integrate pedestrian and bike access and circulation. No other changes to base zone site and building design standards.
 - **Off-street parking:** Reduce or eliminate off-street parking requirements for some types of development. Use and expand existing options for on-street parking credits, shared parking and off-site parking in municipal or other shared lots. Require screening and separation of parking areas to minimize their visual and functional impact.
 - **Design standards:** Introduce clear and objective design standards for residential uses addressing issues like materials, window coverage, architectural details, roof form, façade modulation, and pedestrian entry. Future work could include develop design guidelines or educational materials for developers to promote design architectural form beyond the zoning requirements.
 - **Review procedures:** Review development proposals through an administrative process rather than a discretionary process using Site Plan Review. Require supplementary review materials, such as pedestrian plan, traffic plan, loading plan, open space plan, parking plan, public safety plan, and perimeter plan, depending on project impacts.



HOQUARTON WATERFRONT OVERLAY

Hoquarton Area Plan
City of Tillamook

LEGEND

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

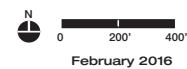


Figure 27. Hoquarton Waterfront Overlay

Phasing Strategy

The city will not implement all of the projects in the Hoquarton at once; limited resources and market factors require prioritization and phasing over time. Phasing infill redevelopment is more complicated than phasing greenfield development because existing development patterns and the infrastructure already in place must be retrofitted for more urban development forms. The Plan recognizes these contingencies, and prioritizes and categorizes actions in the area accordingly. The projects are organized into three categories and planning-level cost estimates are provided for each improvement.

- **Near-term Projects (“Do Now”)**: Infrastructure and programs necessary to support both the US 101/6 project and future development. The anticipated build-out for these projects is within the next five years.
- **Partnership Projects (“Do If”)**: Infrastructure projects that are directly tied to redevelopment on private properties.
- **Long-Term Projects. (“Do When”)**: Long-term infrastructure projects that support quality of life for the District and beyond. The anticipated build-out for these projects is beyond the next five years.

Transportation improvement projects (T1-T13) are included in both the Near-term and Long-term project lists, and are divided in street segments (east-west and north-south). Cost estimates for transportation improvement projects do not specifically reflect any additional pavement widening (or narrowing), as they are based on sidewalk and streetscape infill. It is assumed that unimproved roads would be improved through frontage improvements (this includes Grove and Fir from First to Second Street, Elm from Front to First Street and Douglas from Front to Third Street). Figure 28 illustrates the conceptual roadway design for the near-term projects.

Near-Term Projects (“Do Now”)

This category includes infrastructure and other capital projects necessary to catalyze the kind of development that is desired in the Hoquarton Area. The City needs to take a leadership role and should move projects forward in the project timespan of the US 101/OR 6 project. These projects also include two new programs that lay the groundwork for future public-private partnerships in the entire district. Table 2 details these projects.

Table 2. Near Term Projects and Programs

#	Project	Description	Lead	Potential Funding Sources	Guiding Plan(s)
G1	Gateway features	Landscaping, murals and gateway signage	City of Tillamook/ TURA ¹	TURA, TLT ² and/ or Room Tax Funding	
G3	Crosstown Connections Project (funded)	Develop a bike/pedestrian path from US 101 to Goodspeed Park; Striping and signing on First, Stillwell, Fourth; Second street plaza. This project includes a future connection to the Salmonberry corridor fully funded ODOT project. \$1.5 million. Already approved and engineered.	City of Tillamook	\$1.5 million (ODOT funded)	Parks and Rec Master Plan
WC1	Sue H. Elmore Park improvements Phase I (funded)	Make improvements to the park, including a boat ramp, steps to the water, and undergrounding utilities as part of the ODOT realignment project.	City of Tillamook	\$152,000 State grant and City match	Tillamook Park and Recreation Master Plan
WC2	US 101/OR6 Traffic Improvement Project (funded)	Reconfigure the US 101/OR 6 intersection and reconstruct the bridge. Build a new parking lot and turnaround for park and parcel access, and add streetscape and circulation improvements.	ODOT	\$28 million (ODOT funded)	
WC5	Wayfinding	Design and install coordinated signage that is consistent with the City’s branding strategy to assist visitors in navigating through downtown. Signage should specifically provide guidance for parking, major destinations, and bicycle wayfinding (including connections to the Salmonberry Corridor).	City of Tillamook	TURA, State Grants, TLT funding	Branding Strategy
WC5	Transportation- related projects	Install wayfinding signage to draw bicycles, trucks, transit and vehicles off US 101 at Front Street and continue on designated routes. Construct a transit stop and bike lane on Front Street to Stillwell.	City of Tillamook	TURA, State Grants, TLT funding,	City/County transportation system plans
HE1	Shared loading/ parking area	Construct a parking area at the corner of Douglas and Front on a brownfield site, which will be used to cap the environmental contaminants. This lot could be used among businesses and for the future Foundry Park.	TURA	TURA	Southern Flow Corridor

1. Tillamook Urban Renewal Agency

2. Transportation Lodging Tax

HE4	Interpretive features along the Hoquarton and Front St.	Install a set of features to provide background on the history and culture of the Hoquarton area and greater downtown Tillamook.	City of Tillamook	TURA, State Grants, TLT funding	Branding Strategy
T1	Front Street, Ivy Avenue to US 101	Streetscape: sidewalk infill (450 linear feet), curb rehabilitation, pedestrian ramps, and roadway striping and signage. Estimated cost: \$48,800.	City of Tillamook/ TURA	TURA	
T2	First Street, Stillwell Avenue to US 101	Streetscape: roadway striping and signage. Estimated cost: \$26,100	City of Tillamook/ TURA	TURA	
T3	Second Street, Fir Avenue to US 101	Streetscape: sidewalk/curb rehabilitation (600 linear feet) between Grove Ave and Fir Ave to accommodate extension of one-way section, and roadway striping and signage through segment. Estimated cost: \$57,900	City of Tillamook/ TURA	TURA	
T4	Fir Avenue, Front Street to Second Street	Streetscape: sidewalk infill (875 linear feet), curb rehabilitation, pedestrian ramps, curb extensions, and roadway striping and signage. Estimated cost: \$103,400	City of Tillamook/ TURA	TURA	
T5	Grove Avenue, First Street to Second Street	Streetscape: sidewalk infill (500 linear feet), curb rehabilitation, pedestrian ramps, curb extensions, and roadway striping and signage. Estimated cost: \$68,600	City of Tillamook/ TURA	TURA	
T6	Stillwell Avenue, Front Street to Second Street	Streetscape: curb extensions, roadway striping and signage. Estimated cost: \$118,300	City of Tillamook/ TURA	TURA	
T7	Ivy Avenue, Front Street to Second Street	Streetscape: sidewalk infill (125 linear feet), curb rehabilitation, pedestrian ramps, and roadway striping and signage. Estimated cost: \$122,500	City of Tillamook/ TURA	TURA	Programs
HE1	Business attraction and retention to support live-work and cottage industries	Develop a set of business assistance programs and supportive regulations to help attract and retain a collection of small manufacturing and "maker" businesses in the area. This work could include setting up a business structure that allows for co-investment in shared facilities.	TURA	TURA, State ec dev grants	Ec Dev Strategy
RV	Development Attraction Toolkit	Components of this toolkit would include: 1) Determine overall incentives available 2) Market a set of development incentives to attract housing to specific areas within downtown Tillamook, including the Hoquarton and 3) Provide support small developers who wish to explore development feasibility in the Hoquarton area. These funds could be used for site study, market studies, or other predevelopment assistance.	City of Tillamook/ TURA	Incentives/tax abatements	Comp. Plan



HOQUARTON WATERFRONT PLAN | Conceptual Transportation Master Plan

Figure 28. Hoquarton Waterfront Plan Conceptual Roadway Design (Near-term projects)

Partnership Projects and Programs

Partnership projects and programs are contingent upon agreements with willing property owners and developers to move forward, and thus do not have a specific time span identified. The City should only partner on these projects if criteria furthering the goals of the Hoquarton area are met. The projects shown in Table 3 are not yet fully described and detailed, because specifics of the projects will be determined in partnership with the property owners and / or developers when projects are ripe. The public partnership will usually include negotiated development agreements or the use of tax increment finance dollars.

Table 3. Partnership Projects

#	Project	Description	Lead	Potential Funding Sources
G4	Hoquarton House	Extend parking lot and connect trails to the Hoquarton Park and boardwalk.		State grants, local organizations
G5	Potential new connection from OR 6 to the new parcel.	The City would make infrastructure improvements to provide access to the new parcel, in conjunction with new development.	TURA	TURA
G6	Waterfront walkway along south side of the Hoquarton	In conjunction with entitlements for new development, use an easement process to construct a walkway on the south side of the Hoquarton.	City of Tillamook	TBD
WC3	Restored feed store tower as gateway treatment	Initiate conversations with the Creamery Association about the installation of the restored feed store tower, to serve as a gateway feature to the Hoquarton. A possible public partnership could include an urban renewal or TLT grant.	TURA, TLT (branding/promotion emphasis)	TURA
WC3	Fencing, public ROW	Screen the vehicle lot at the corner of Ivy and Front Street to enhance the pedestrian realm, and reclaim the public ROW for sidewalk construction.	TURA	TURA
WC4	Development Opportunity	Encourage desirable businesses to locate and revitalize vacant parcels.	TURA	TURA
WC4	New parcel development assistance	Work with City committees and stakeholders to determine how the City wishes to participate in attracting/shaping development at this site. Establish a set of guiding criteria to help the City determine whether it should contribute to a public-private partnership on the site (i.e. design standards, interaction with adjacent uses, etc.). Provide incentives for desired development on the parcel.	City of Tillamook	TBD
HE3/ WC2	Boardwalk	Construct a boardwalk or pedestrian promenade along the Hoquarton and Front Street. Include interpretive signage, boat access and a birdwatching platform.	City of Tillamook	State grants, general fund
HE2	Retail component	Work with developers and business owners to encourage retail operations within manufacturing enterprises.	Private developer	Private investment
S1	Downtown branding and signage	Develop aesthetic features consistent with the Dairylands branding, including coloration on the bridge, signage, incorporated on murals and through landscaping.	City of Tillamook	TLT Grants, TURA
T8	Loading/unloading area along Front St.	In coordination with local property owners, develop a strategy and a dedicated area for truck loading that does not conflict with through traffic and pedestrian uses.	City of Tillamook	TBD

Long-Term Projects (“Do When”)

The projects shown in Table 4 help to support the long-term quality of life in the Hoquarton Area and improve city-service systems. They include projects identified in the City’s capital improvement program. These projects do not include the same level of detail, given uncertain future funding levels. These projects should be funded regardless of development in the area and primarily with public money (including regional, state, and federal dollars).

Table 4. Long-Term Projects

#	Project	Description
G6	Trail Network and Heritage Recreation Area	Develop a trail network that includes a floating walk, pedestrian improvements, and an overlook of the Hoquarton. No funding is currently available for any segments of the trail network.
WC1	Sue H. Elmore Park and Improvements II	Expand upon existing improvement to include public restrooms, a pavilion and other potential improvements.
HE1	Cottage Industry Incubator	Partner to develop facilities that can attract and support a vibrant mix of small manufacturing and service businesses that contribute to a culture of collaboration in the Hoquarton. Continue to provide support through technical assistance and funding to support development on vacant or underutilized parcels to provide space for shared facilities for production and co-marketing of local products.
HE3	Foundry Park	The first phase of this project will include the removal of dikes and other flood impediments. However, no funding is available for park improvements.
T8	Front Street, Cedar Avenue to Ivy Avenue	Streetscape including sidewalk infill (1,600 linear feet), curb rehabilitation, pedestrian ramps, and roadways striping and signage. Estimated cost: \$137,900
T9	First Street, Birch Avenue to Stillwell Avenue	Streetscape including pedestrian ramps and roadway striping and signage. Estimated cost: \$16,300
T10	Second Street, Birch Avenue to Fir Avenue	Streetscape including curb extensions and roadways striping and signage. Estimated cost: \$41,600
T11	Cedar Ave., Front Street to Second Street	Streetscape including sidewalk infill (750 linear feet), curb rehabilitation, and pedestrian ramps. Estimated cost: \$57,500
T12	Douglas Avenue, Front Street to Second Street	Streetscape including sidewalk infill (750 linear feet), curb rehabilitation, pedestrian ramps, pavement rehabilitation and curb extensions between 1st Street and 2nd Street to accommodate angled parking on the east side of Douglas Avenue, and roadway striping and signage. Estimated Cost: \$75,900
T13	Elm Avenue, Front Street to Second Street	Streetscape including sidewalk infill (500 linear feet), curb rehabilitation, and pedestrian ramps. Estimated cost: \$38,700

Funding Strategy

City investments will help to create a sense of place in the area while responding to changing market dynamics over time. The City of Tillamook plans to fund projects in the Hoquarton Waterfront area through a set of blended tools that prioritizes infrastructure that removes barriers to and supports future development while also providing comprehensive policy toolkit to support development. Based on information about the capacity for different funding tools, Table 5 shows the suitability of funding tools for each of the potential projects. More information about these tools can be found in Appendix D: Funding Dictionary. Tools under consideration include:

- **Urban Renewal.** The City's existing urban renewal district generates tax increment finance revenues by the increase in total assessed value from the time the district was first established.
- **General Fund/General Obligation Bond.** City can use general fund dollars or can issue bonds to pay for desired public improvements.
- **Transient Lodging Tax Revenues.** Tillamook County collects a tax of 1% that can be used for tourism promotion, tourism-related facilities, and the maintenance of County roads.
- **Business Improvement District.** This tool, usually spearheaded by local business interests, would establish an assessment on property owners for use in promoting and improving the defined business district.
- **Housing Incentives.** Possible housing incentives include the state Vertical Housing Tax Abatement, Affordable Housing Tax Abatement, Oregon affordable housing tax credits, Federal Low Income Housing Tax Credit, and Oregon's Historic Preservation Tax Credit.
- **Enterprise Zone.** Enterprise zones exempt businesses from local property taxes on new investments for a specified amount of time, usually three to five years.
- **State Grants/Loans.** The State of Oregon has several competitive grant programs that could be used for transportation, parks, and redevelopment projects. One new tool, established in 2015, is the Main Street Revitalization Grant Program.

Table 5. Funding Tools Suitability by Priority Project

		Urban Renewal	General Fund/General Obligation Bond	Transient Lodging Tax Funds or Grants	Business Improvement District	Housing Incentives*	Enterprise Zone	CDBG Grants and Section 108	State Grants/Loans
Near-Term Projects									
A1	Interpretive features along the Hoquarton and Front	●	●	●	●				
A2	Wayfinding	●	●	●	●				
A3	Sue H. Elmore Park improvements Phase I (funded)								
A4	Crosstown Connections Project (funded)								
A5	Shared loading/parking area	●	●						
A6-A12	Streetscape enhancements projects (short-term)	●	●						●
B1	Business attraction and retention		●				●	●	
B2	Development Toolkit	●	●			●		●	
Partnership Projects									
C1	Loading/unloading area along Front	●	●						
C2	Potential new connection from OR 6 to Parcel A	●	●						●
C3	Waterfront walkway along south side of the Hoquarton	●	●						●
C4	Restored feed store tower as gateway treatment	●		●	●				●
C5	New parcel development assistance	●	●						●
C6	Downtown branding		●	●	●				
Long-Term Projects									
D1	Trail Network and Heritage Rec Area	●	●						●
D2	Cottage Industry Incubator	●	●						
D3	Sue H. Elmore Park and Improvements II	●	●						●
D4	Foundry Park	●	●						●
D5-D10	Streetscape enhancements (long-term)	●	●						●

*Possible housing incentives include the Vertical Housing Tax Abatement, Affordable Housing Tax Abatement, Oregon affordable housing tax credits, Federal Low Income Housing Tax Credit, and Oregon's Historic Preservation Tax Credit.

For near-term projects, the City will focus its efforts on a series of next steps related to specific funding tools. Each of these steps is outlined in Table 6.

Table 6. Next Steps by Funding Tool

Tool	Next Steps
Urban Renewal	<ul style="list-style-type: none"> • Work with the Agency to determine next steps for including Hoquarton projects into future budget years, based on URA funding priorities. Several Hoquarton projects meet the priorities laid out in the Agency's documents. For example, the 2015-16 budget includes \$75,000 for visitor signage (Project WC5).
General Fund	<ul style="list-style-type: none"> • Determine whether there is sufficient funding capacity to fund specific improvements (e.g. sidewalk improvements).
County Transient Lodging Tax Funds or Grants	<ul style="list-style-type: none"> • Identify priority projects • Develop application materials for future years that detail the benefits of district marketing for downtown Tillamook and the County.
Tillamook Transient Room Tax	<ul style="list-style-type: none"> • Approach Council budget committee regarding applicability of Hoquarton projects for funding from the Room Tax. Initial ideas include a mural on the parking lot side of the new DeGarde Brewery, artwork on Second Street, or a collaboration with the tribes for a fountain/longhouse feature at the new bridge entrance to downtown.
Business Improvement District	<ul style="list-style-type: none"> • Revisit business owner appetite for a Business Improvement District throughout downtown that would include improvements to help market the area to visitors.
Housing Incentives	<ul style="list-style-type: none"> • Work with state staff to explore the feasibility of creating a multiple unit tax exemption area within the City
Enterprise Zone	<ul style="list-style-type: none"> • Work with local economic development stakeholders to discuss Business Incubator concept • Continue to advertise Enterprise Zone availability for new businesses.
CDBG Grants/Loans	Determine the role of CDBG funds in helping to spur investments in infrastructure, community facilities, or housing in the Hoquarton area.
State transportation Grants/Loans	<ul style="list-style-type: none"> • Identify specific projects for which the City would like to pursue funding. • Develop grant materials per specific funding timelines for ODOT's Immediate Opportunity Fund, Oregon Main Street Revitalization Fund, and Oregon Parks and Recreation grant opportunities

Business Attraction Strategy

Given its existing mix of businesses and central location, the Hoquarton Waterfront could be an excellent location as a hub for the many "maker" type businesses in Tillamook County. Traditional business incubators offers a range of services to qualified businesses including space, shared office services, business services, financial resources, and tenant networking. Businesses participating in incubators may have a better chance of success as operating costs are lowered while access to business counseling, and networking among tenants is encouraged. Low-cost internet services have removed many of the barriers to entry for businesses since the incubator concept was first conceived. A possible business incubator in this area should be carefully targeted to area business needs, otherwise it could run the risk of providing a solution to a need that doesn't really exist. While additional discussions would need to determine specific needs among

local businesses, one of the biggest gaps among local entrepreneurs could be getting their goods to highly visible markets. Along with production spaces, the incubator could include a retail component to capture visitor dollars while providing authenticity as well as tactile and social experiences. Smaller businesses could benefit from this by removing the barriers to entry for low-risk, visible retail space clustered with other vendors offering products that visitors may be interested in. It would allow these businesses to display local products for visitors so they can see, feel, and talk about what they make and sell. A dollar earned selling to a non-local is highly stimulative as it is more likely than not to be re-spent or invested in Tillamook.

Any facility will need one major champion to develop the building and manage day-to-day operations. The manager could be a government entity, private organization, nonprofit organization, or academic institution. Advancing this concept will require broad-based support among the many public, private, and nonprofit organizations within Tillamook County.

What is the City's role?

The role of the City in advancing this concept will be to:

- **Provide the resources to convene a set of focus groups with area business owners and economic development professionals.** These focus groups, or possibly expansions of an existing training or trade meetings, should discuss critical business needs, expansion plans, and gaps in business service provision in the area. Participants in this meeting could include other economic development providers in the region. The outcome of this meeting could be a working group of local businesses who would be interested in participating in the incubator and who could help further develop the concept. Participants could include:
 - Local businesses
 - Economic development organizations: Economic Development Council of Tillamook County
 - Educational institutions: Tillamook Bay Community College / Small Business Development Center
 - Major employers and industry groups: Tillamook County Creamery Association, Tillamook County Farm Bureau
 - Other business incubator organizations: Willamette Food Processing Consortium
 - Elected officials (locally and beyond)
 - Local philanthropists
- **Commission a feasibility study to document these needs,** clarify market demand, and provide the justification for bringing on new resources to the project. A feasibility study can help to provide greater structure to key points of agreement among various parties, identify the incubator's market niche, identify options for funding, and develop a set of steps to move forward. The City should bring on a consultant with direct incubator experience, preferably in the type of businesses that the initial

conversations indicate would be most suitable for the incubator. Possible funding for this exercise could come through Business Oregon's Rural Entrepreneurship Development Program.

- **Once needs and partners are established, provide assistance with development.**

- Identify and bring on partners with investment capital.
- Help to work with existing property owners to identify a suitable site, based on the findings of the feasibility study.
- Leverage public resources to assist in development. This could include helping to upgrade underutilized buildings that no longer serve existing business needs or are suitable for workspace conversion, purchasing land, or providing technical assistance in pursuing state and federal resources for the project.

- Coupled with physical development of an incubator, **work with local economic development providers to establish or rework programs to encourage small-scale “maker” businesses.** These could include revolving loans to help new businesses with start-up costs and support established businesses as they expand, assistance with equipment purchase, and staying current on the breadth of other local, state, and federal incentives available and connecting businesses with those programs where possible.

Resources:

- International Business Innovation Association – Rural Incubators Study: <http://www.rural.org/publications/NBIA01-08.pdf>
- Intellectual Property Handbook – Business Incubators Chapter: <http://www.iphandbook.org/handbook/ch13/p06/>

Building a Development Toolkit

The City should revamp its policies to develop a flexible and adaptable toolkit to support redevelopment in downtown Tillamook and the Hoquarton. This toolkit should include a combination of incentives that can help to bridge market barriers.

What is the City's role?

The role of the City in encouraging development will be to:

- **Clarify market demand.**

- Revisit the assumptions from the 2012 Housing Market Analysis to reflect recent regional conversations on affordable and workforce housing in the County. This documentation will be useful when marketing the City to potential investors.

- o Participation in the County Housing Task Force to track needs, issues, and recommendations for creating workforce and other housing within the County.

- **Foster two way-communications.**

- o Maintain regular communication with real estate brokers, property owners, and other partners in this area to track development opportunities.
- o Outreach with property owners with buildings that could be adaptively re-used as well as outreach to developers with expertise in this market and development type.

- **Clarify City objectives.**

- o To be responsive to future opportunities, the City/TURA needs a set of investment criteria that are attached to potential public investment on major redevelopment sites within the City's core. These should build upon the TURA Goals and Objectives and reflect stakeholder involvement related to those sites. Developing these criteria in advance will allow the City to provide greater certainty to potential development partners.

- **Market city incentives and foster creativity**

- o Work with TURA and others to clarify possible incentives. These should include:
 - Predevelopment assistance.
 - Targeted TURA grant/loan funding for new development that meets the City's investment criteria. This should document the major successes that TURA has had but also outline specifically the general investment guidelines that TURA has for its projects.
 - Tenant improvement programs (expanding upon the City's existing façade improvement programs).
- o Actively market available development incentives with materials that highlight key vision/priorities from the Hoquarton plan and depth of financial programs available. Outreach should include with key housing partners and developers in the region.
- o Engage in conversations with developers who are actively engaged in thinking about new, lower-cost development models. The City can reach out to potential partners both inside and outside the County who are working on employment and housing development projects that break the typical mold.

HOQUARTON AREA PLAN

Appendices

Appendix A: On-Street Parking Matrix	80
Appendix B: Policy Changes to Support Implementation	82
Appendix C: Hoquarton Waterfront Plan Funding Dictionary	85
Appendix D: City of Tillamook Zoning Ordinance: Hoquarton Waterfront Overlay (HWO) District	95

Appendix A: On-Street Parking Matrix

Street Name	Cedar to Douglas	Douglas to Elm	Elm to Fir	Fir to Grove	Grove to Stillwell	Stillwell to Ivy	Ivy to Main	TOTALS
Front Street Exist	8 exist (N), 1 exist (S)	8 exist (N), 0 exist (S)	0 exist (N&S)	6 exist (N), 7 exist (S)	0 exist (N), 4 exist (S)	0 exist (N&S)	10 exist (N), 3 exist (S)	+3 parking spaces
Proposed	No proposed Change	No proposed Change	No Change	10 (N), 0 (S) -3 loss	10 (N), 0 (S) +6 gain	No proposed Change	No proposed Change	
First Street Exist	3 exist (N), 2 exist (S)	6 exist (N), 4 exist (S)	6 exist (N), 6 exist (S)	6 exist (N), 6 exist (S)	6 exist (N), 5 exist (S)	8 exist (N), 5 exist (S)	4 exist (N), 3 exist (S)	-4 parking spaces
Proposed	No proposed Change	No proposed Change	No proposed Change	No Change	No Change	No Change	3 (N), 0 (S) -4 loss	
Second Street Exist	6 exist (N), 3 exist (S)	4 exist (N), 5 exist (S)	4 exist (N), 6 exist (S)	4 exist (N), 2 exist (S)	4 exist (N), 11 exist (S)	5 exist (N), 8 exist (S)	8 exist (N), 7 exist (S)	+12 parking spaces
Proposed	No proposed Change	No proposed Change	No proposed Change	7 (N), 7 (S) +8 gain	7 (N), 12 (S) +4 gain	No Change	No Change	
TOTALS				+5 gain	+10 gain		-4 loss	+11 parking spaces
Street Name	Front to First	First to Second						
Cedar Avenue Exist	7 exist (E), 4 exist (W)	3 exist (E), 4 exist (W)						
Proposed	No proposed Change	No proposed Change						
Douglas Avenue Exist	2 exist (E), 4 exist (W)	3 exist (E), 4 exist (W)						+15 parking spaces
Proposed	8 diagonal (E), 4 (W) +6 gain	10 diagonal (E), 6 (W) +9 gain						
Elm Avenue Exist	0 exist (E), 1 exist (W)	5 exist (E), 6 exist (W)						
Proposed	No proposed Change	No proposed Change						
Fir Avenue Exist	6 exist (E), 6 exist (W)	3 exist (E), 3 exist (W)						
Proposed	No proposed Change							
Grove Avenue Exist	VACATED	0 exist (E), 4 exist (W)						+8 parking spaces
Proposed	-3 loss	4 (E), 11 Diagonal (W) +11 gain						
Stillwell Avenue Exist	7 exist (E), 6 exist (W)	6 exist (E), 6 exist (W)						+3 parking spaces
Proposed	10 Diagonal (E), 6 (W) +3 gain							
Ivy Avenue Exist	7 exist (E), 7 exist (W)	6 exist (E), 6 exist (W)						+1 parking space
Proposed	8 (E), 7 (W) +1 gain	No proposed Change						
TOTALS	+7 parking spaces	+20 parking spaces						+38 parking spaces in the Hoquarton Area

Summary

After review of the existing and proposed on-street parking in the Hoquarton Area, there is not net loss of on-street parking spaces in the area and a gain of approximately 38 on-street parking spaces.

Additional on-street parking spaces are proposed in the following areas: following areas:

- Front Street between Grove Avenue and Stillwell Avenue,
- Second Street between Fir Avenue and Grove Avenue,
- Second Street between Grove Avenue and Stillwell Avenue,
- Grove Avenue between First and Second Street,
- Stillwell Avenue between Front Street and First Street,
- Ivy Avenue between Front Street and First Street,
- Douglas Avenue between Front Street and Second Street.

There is a loss of on-Street parking spaces in the following areas:

- Front Street between Fir Avenue and Grove Avenue,
- First Street between Cedar Avenue and Main Avenue,
- Grove Avenue (to be vacated) between Front Street and First Street.

Appendix B: Policy Changes to Support Implementation

Existing Supportive Policies

The City of Tillamook's Comprehensive Plan includes policy language that supports the implementation of the Hoquarton Waterfront Plan. Exhibit 1 provides a reference list of existing supportive policies, with the full text in Appendix B.

Exhibit 1. Existing Supportive Policies, City of Tillamook Comprehensive Plan.

Chapter	Section Title	Objective	Policy No.
Natural Resources	Estuaries	Objective No 3.	C-7
	Shorelands	Objective No 4.	C-19
	Historic Resources	Objective No 1.	C-30
			C-31
			C-33
	Natural Disasters and Hazards and Flood Mitigation	Objective No 1.	C-42
			C-43
			C-45
Public Infrastructure	Public Facilities and Services	Objective No 1.	D-8
	Transportation	Objective No 1.	D-27
			D-33
			D-34
			D-35
			D-36
	Recreation	Objective No 1.	D-51
Land Use	Land Use	Objective No 2.	E-10
			E-23
	Economic Development	Objective No 1.	E-31
			E-39
		Objective No 2.	E-43
			E-45
			E-46
			E-51
	Housing	Objective No 1.	E-59
		Objective No 2.	E-64

Revised Existing Policies

To support the implementation of the Hoquarton Waterfront Plan and align policy goals, we recommend making revisions to the following policies from City's Comprehensive Plan.

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 and extended into the Hoquarton Overlay Zone. 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.

Suggested Edit/Change: *Expand the focus of the Town Center area for infill and redevelopment to include the Hoquarton Area.*

Policy E-14: ~~Ample buffers shall be maintained between industrial areas and activities and residential areas~~

Suggested Edit/Change: *Remove this policy, as it is contrary to the live-work concept.*

Policy E-29: The City will promote a revitalized City Center that serves as a Gateway to Commerece the Coast, 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.

Suggested Edit/Change: *Edit the Gateway name to "Gateway to the Coast."*

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.

Suggested Edit/Change: *Remove motels and restaurants from the list of encouraged uses for the Highway Commercial area.*

Policy E-49: The City shall protect and enhance designated commercial and industrial lands ~~from conflicting uses~~ by applying appropriate zoning and land development ordinances that support economic development goals.

Suggested Edit/Change: *Remove "conflicting uses" so as to not undermine live-work and cottage industry policy language.*

Policy E-57: The City shall protect residential areas from the encroachment of incompatible uses that do not enhance these areas.

Suggested Edit/Change: *Remove or define "incompatible uses" so as to not undermine live-work policy language.*

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~~ Propose a zoning change on some blocks in the residential zones immediately east and west of the downtown commercial zone that provides for multiple housing types (square footages) available for different markets (e.g., low income, special needs).

Suggested Edit/Change: Change the language to reflect a zoning change rather than creating a new overlay district.

New Policies

Suggested New Policy E-41, Incubator policy: Promote small-scale manufacturing enterprises and business diversification within commercial and industrial areas. The City shall explore opportunities and partnerships to provide business support services, technical assistance and competitive leases to small businesses focused on cottage industry.

Implementing Procedures for Policy E-41

Develop ordinance provisions to facilitate small-scale manufacturing enterprises and business diversification, with special emphasis in the Hoquarton Area through the application of the Hoquarton Waterfront Overlay (HWO) District.

Appendix C. Hoquarton Waterfront Plan Funding Dictionary

The Hoquarton Waterfront Plan project recommends a variety of infrastructure improvements as well as additional amenities and programs to attract visitors, businesses, and residents to the Hoquarton area. To implement the plan, the City will need to draw from a variety of funding sources over time, as the City alone cannot fund all improvements in a timely manner. To explore ways to fill funding gaps, this memo provides a starting place for the City to explore potential funding tools. This is not an exhaustive list of all available funding tools, but represents our understanding of the list of infrastructure projects and desired uses. With further due diligence in aligning project types with potential incentives, this list will likely change and become more targeted.

The Implementation Plan identifies specific steps the City can take to overcome financing gaps and attract desired development in the study area. The City must undergo an internal process to evaluate which of these tools merit further consideration. We suggest that the City use the following criteria when evaluating these tools:

1. **Economic feasibility.** This category covers everything related to creating and maintaining net revenues. We break efficiency into four subcategories: (1) revenue-generating capacity, (2) administrative costs, (3) revenue stability, and (4) revenue flexibility:
 - a. **Revenue-generating capacity** considers how much money the source can generate.
 - b. **Administrative cost** considers the portion of gross revenues that will be spent on administration. The easier it is to administer the tax or fee, the more of the gross revenue collected that will be available as net revenue for transportation projects and programs in the corridor.
 - c. **Revenue stability and predictability** considers whether the source is likely to avoid large fluctuations each year and whether the source is likely to be close to the forecasts analysts might make.
 - d. **Revenue flexibility** considers limitations on the types of projects that can be funded with a given source. A funding source may be a little less useful to jurisdictions if its use is limited to certain types of projects.
2. **Political acceptability.** Will stakeholders accept or support the tool? Political acceptability considers whether elected officials and the public at large are likely to support the funding source. This depends to a large extent on the efficiency components described above: if a revenue source is legal, efficient, and fair, then it should get political support from the public, advisory groups, and decision makers. For this analysis, we evaluate whether a source is politically acceptable using two approaches: (1) is the source widely used elsewhere in Oregon? And (2) does the source collect revenue mostly from non-locals (as opposed to local residents)?
3. **Fairness.** In the context of transportation funding, the key question related to fairness is “who pays?” A standard definition of fairness in public finance is that the charges that fund the transportation system are tied to the users who receive benefits from (or impose costs on) the transportation system. Fairness may also be referred to as equity.
4. **Legality.** All the benefits of a funding source are moot if the source is not legal or cannot become legal within the desired timeframe. If the source is currently prohibited by State statute, then there is a very big administrative hurdle to be surmounted up front.

Using the above criteria, ECONorthwest narrowed the range of potential funding tools to a list summarized in Exhibit 1 with more detail provided later in this memorandum. The tools outlined below are grouped into the following funding categories:

1. Local Funding – Development Driven
2. Local Funding – Publicly Generated
3. Tax Abatements and Credits
4. Low Interest Loans, Subsidies, and Grants

1. Local Funding – Development Driven

Local Improvement District (LID)

How It Works	A special assessment district where property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. LIDs must be supported by a majority of affected property owners.
Fund Sources	LID bonds are backed by revenue committed by property owners (which can be public as well as private).
Benefits	<ul style="list-style-type: none"> Organizes property owners around a common goal. Allows property owners to make payments over time to bring about improvements quickly that benefit them individually. Improvements within smaller areas can enhance catalytic and redevelopment value of the area. LIDs can be bundled with other resources such as TIF.
Drawbacks	<ul style="list-style-type: none"> Setting up fair LID payments for various property owners, who are located different distances from the improvement, is challenging. Some lenders insist that LIDs be paid off when properties are transferred. Small geographic areas may not have sufficient LID revenues to support bonds for the desired improvement.

Economic Improvement District (EID) / Business Improvement Area (BID)

How It Works	An E.I.D. is a funding mechanism designed to enable a community to fulfill its commercial revitalization goals and plans; and is established as an assessment to property owners for use in promoting and improving the defined business district. A B.I.D. is a funding mechanism designed to enable a community to fulfill its commercial revitalization goals and plans; and is established as an assessment (surcharge on business licenses) to business owners for use in promoting and improving the defined business district. The existing Tillamook Main Street Association evaluated the creation of a BID, but determined that existing business owners were not yet ready for the formation of a district at that time.
Fund Sources	EID (property owners), BID (Business Owners)
Benefits	<ul style="list-style-type: none"> Flexible source of funding that organizes property owners around a common goal. Allows property owners to make payments over time to bring about improvements quickly that benefit them individually. Improvements within smaller areas can enhance catalytic and redevelopment value of the area. Like LID's, can be bundled with other resources such as TIF. A BID can be renewed indefinitely, but an EID has a term limit of 5 years.
Drawbacks	<ul style="list-style-type: none"> Can be disestablished with property or business owner petition. Does not fund capital improvements.

Sole Source Systems Development Charges

How It Works	Retains SDCs paid by developers within the limited geographic area that directly benefits from new development, rather than being available for use city-wide.
Fund Sources	SDC funds.
Benefits	<ul style="list-style-type: none"> Enables SDC eligible improvements within the area that generates those funds to keep them for these improvements. Improvements within smaller areas, which can enhance the catalytic and redevelopment value of the area. Can be blended with other resources such as LIDs and TIF.
Drawbacks	<ul style="list-style-type: none"> Reduces resources for SDC-funded projects in a broader geography.

2. Local Funding – Public / Increased Fees

Urban Renewal / Tax Increment Finance (TIF)

How It Works	<p>Adopted in 2006 and amended three times, Tillamook’s urban renewal area includes the Hoquarton study area. The Tillamook Urban Renewal Agency (TURA) has \$1.3 million to spend over the next five years. Tax increment finance revenues are generated by the increase in total assessed value in an urban renewal district from the time the district is first established. As property values increase in the district, the increase in total property taxes (i.e., city, county, school portions) is used to pay off the bonds. When the bonds are paid off the entire valuation is returned to the general property tax rolls. Urban renewal funds can be invested in the form of low interest loans and/or grants for a variety of capital investments:</p> <ul style="list-style-type: none"> • Redevelopment projects, such as mixed-use or infill housing developments. • Economic development strategies, such as capital improvement loans for small or start up businesses which can be linked to family-wage jobs. • Streetscape improvements, including new lighting, trees and sidewalks. • Land assembly for public as well as private re-use. • Transportation enhancements, including intersection improvements. • Historic preservation projects. • Parks and open spaces. <p>TURA’s funding priorities¹ are as follows:</p> <ul style="list-style-type: none"> • 2015-2016 : Grant Matches (SHE Park & Cross Town Connection) (\$60,000); Skatepark (\$160,000) Visitor Signage (\$75,000) • 2016-2017: Parking (\$200,000); Hadley Fields (\$125,000); ODOT Assistance (\$150,000) • 2017-2018: Undergrounding (\$150,000); Sidewalks (\$50,000); Holden Creek (\$150,000) • 2018-2019: Gateways (\$200,000_); Sidewalks (\$50,000)
Fund Sources	Local taxing jurisdictions’ permanent rate property tax impacts.
Benefits	<ul style="list-style-type: none"> • Over the long term (most districts are established for a period of 20 or more years), the district could produce significant revenues for capital projects. • TIF can be used to help pay for infrastructure improvements (including parking garages), and provide loans/grants for adaptive re-use and new development. • Among the most flexible incentives. • Option exists to have a single project-based TIF district.
Drawbacks	<ul style="list-style-type: none"> • Defers property tax accumulation by the city and county until the urban renewal district expires or pays off bonds. • Due to the sometimes slow or indirect nature of property tax growth in relation to targeted projects, urban renewal can often take five or more years to produce meaningful levels of revenue resulting in loss of project alignment. • Complex process requires extensive public involvement and community support, especially from other taxing jurisdictions. TURA would need to explore options with county officials and elected leadership, tracking legislative changes in urban renewal law, and meeting with adjacent jurisdictions and overlapping taxing entities. • Use of urban renewal can be politically contentious because of its impact on funds available to overlapping taxing districts, and because of the perception that the school districts are adversely impacted. • Investing over \$750,000 in TIF directly into a new or rehab private project triggers prevailing wage requirements, which can increase overall project costs by 10 – 20%.

How It Works	<p>Adopted in 2006 and amended three times, Tillamook's urban renewal area includes the Hoquarton study area. The Tillamook Urban Renewal Agency (TURA) has \$1.3 million to spend over the next five years. Tax increment finance revenues are generated by the increase in total assessed value in an urban renewal district from the time the district is first established. As property values increase in the district, the increase in total property taxes (i.e., city, county, school portions) is used to pay off the bonds. When the bonds are paid off the entire valuation is returned to the general property tax rolls. Urban renewal funds can be invested in the form of low interest loans and/or grants for a variety of capital investments:</p> <ul style="list-style-type: none"> • Redevelopment projects, such as mixed-use or infill housing developments. • Economic development strategies, such as capital improvement loans for small or start up businesses which can be linked to family-wage jobs. • Streetscape improvements, including new lighting, trees and sidewalks. • Land assembly for public as well as private re-use. • Transportation enhancements, including intersection improvements. • Historic preservation projects. • Parks and open spaces. <p>TURA's funding priorities¹ are as follows:</p> <ul style="list-style-type: none"> • 2015-2016 : Grant Matches (SHE Park & Cross Town Connection) (\$60,000); Skatepark (\$160,000) Visitor Signage (\$75,000) • 2016-2017: Parking (\$200,000); Hadley Fields (\$125,000); ODOT Assistance (\$150,000) • 2017-2018: Undergrounding (\$150,000); Sidewalks (\$50,000); Holden Creek (\$150,000) • 2018-2019: Gateways (\$200,000_); Sidewalks (\$50,000)
Fund Sources	Local taxing jurisdictions' permanent rate property tax impacts.
Benefits	<ul style="list-style-type: none"> • Over the long term (most districts are established for a period of 20 or more years), the district could produce significant revenues for capital projects. • TIF can be used to help pay for infrastructure improvements (including parking garages), and provide loans/grants for adaptive re-use and new development. • Among the most flexible incentives. • Option exists to have a single project-based TIF district.
Drawbacks	<ul style="list-style-type: none"> • Defers property tax accumulation by the city and county until the urban renewal district expires or pays off bonds. • Due to the sometimes slow or indirect nature of property tax growth in relation to targeted projects, urban renewal can often take five or more years to produce meaningful levels of revenue resulting in loss of project alignment. • Complex process requires extensive public involvement and community support, especially from other taxing jurisdictions. TURA would need to explore options with county officials and elected leadership, tracking legislative changes in urban renewal law, and meeting with adjacent jurisdictions and overlapping taxing entities. • Use of urban renewal can be politically contentious because of its impact on funds available to overlapping taxing districts, and because of the perception that the school districts are adversely impacted. • Investing over \$750,000 in TIF directly into a new or rehab private project triggers prevailing wage requirements, which can increase overall project costs by 10 – 20%.

General Fund and General Obligation (GO) Bonds

How It Works	City can use general fund monies on hand or can issue bonds backed by the full faith and credit of the city to pay for desired public improvements.
Fund Sources	Property taxes are increased to pay back the GO bonds.
Benefits	<ul style="list-style-type: none"> Community can implement public projects that can in turn catalyze other development (e.g. parking garage, transportation improvements...).
Drawbacks	<ul style="list-style-type: none"> Requires public vote. Takes time and money to run a campaign for public vote. Raises property owner taxes. Lending of Credit provision prohibits City from contributing to private sector projects.

Tillamook Transient Room Tax

How It Works	The City of Tillamook collects a 10% transient occupancy tax that generates \$30,000-\$40,000 annually for priority projects. It is currently directed into the general fund. ^{2,3}
Fund Sources	Overnight visitors
Benefits	<ul style="list-style-type: none"> Provides a good nexus between the visitors who use facilities and the sources needed to help fund those facilities. Overall receipts have broader uses, including tourism-related facilities.
Drawbacks	<ul style="list-style-type: none"> Limited political ability to bond against the proceeds.

County Transient Lodging Tax and Tourism Marketing and Promotions Grant Program

How It Works	<p>In 2014, Tillamook County started to collect a Transient Lodging Tax of 1% in incorporated areas and 10% in unincorporated areas. Per state law, 70% of this tax is devoted to tourism promotion and tourism-related facilities; the 30% balance is dedicated to the maintenance of county roads.</p> <p>Of the 70% devoted to tourism promotion and tourism-related facilities, a portion of TLT funds will be made available each year in the form of grants for tourism marketing and promotions. Eligible projects include events, advertising, video production, social media, tradeshow, rack card, and PR efforts geared toward tourism and overnight stays in Tillamook County. Grants will be available every year for the foreseeable future. Funding for grants may vary depending on the amount of transient lodging tax that is collected each year. In Phase One (2015), "approximately \$450,000 will be available for tourism-related facilities grants, and approximately \$50,000 for marketing and promotions grants (which will be available before fiscal year end, June 30, 2015. This represents nearly 50% available funds." (Source: http://tillamookcoast.com/grants/)</p>
Fund Sources	Overnight visitors
Benefits	<ul style="list-style-type: none"> Provides a good nexus between the visitors who use facilities and the sources needed to help fund those facilities. Overall receipts have broader uses, including tourism-related facilities.
Drawbacks	<ul style="list-style-type: none"> Grants are limited to tourism promotion and are competitive. This is likely tool that will be limited to programs like wayfinding and branding.

Fees or Other Dedicated Revenue

How It Works	Many cities have collected user fees for services that they direct into enterprise funds that provide dedicated revenue to fund specific projects. Examples of those types of funds can include parking revenue funds, stormwater/sewer fees, street fees, etc.
Fund Sources	Residents and businesses.
Benefits	<ul style="list-style-type: none"> • Allows for new revenue streams into the City. • Many developers support fee-in-lieu programs if they allow them to receive the same parking allocation for less money than it would cost to build and manage the space.
Drawbacks	<ul style="list-style-type: none"> • Political challenges of introducing new fees or increasing existing fees that are directed toward specific funding objectives, unless those objectives are widely supported.

3. Tax Credits and Abatements

ECONorthwest narrowed the list of tax credits and abatements to ones that can be used for market-rate apartments, affordable housing, and mixed-use buildings, where housing is above active ground floor uses.

Vertical Housing Tax Abatement (State of Oregon enabled, locally adopted)

How It Works	<p>Subsidizes “mixed-use” projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project with a maximum property tax exemption of 80 percent over 10 years. An additional property tax exemption on the land may be given if some or all of the residential housing is for low-income persons (80 percent of area is median income or below). The proposed zone must meet at least one of the following criteria:</p> <ul style="list-style-type: none"> • Completely within the core area of an urban center. • Entirely within half-mile radius of existing/planned light rail station. • Entirely within one-quarter mile of fixed-route transit service (including a bus line). • Contains property for which land-use comprehensive plan and implementing ordinances effectively allow “mixeduse” with residential. <p>State program webpage: http://www.oregon.gov/OHCS/Pages/HFS_Vertical_Housing_Program.aspx</p>
Fund Sources	General funds of local taxing jurisdictions that agree to participate—cities, school districts, counties, etc.
Benefits	<ul style="list-style-type: none"> • Targeted tool to support mixed-use development in places with locational advantages. • City-controlled on project-by-project basis.
Drawbacks	<ul style="list-style-type: none"> • Reduces general fund revenues for all overlapping taxing districts. • Requires a lengthy approval process with taxing districts.

Enterprise Zone (State of Oregon enabled, locally adopted)

How It Works	<p>Enterprise zones exempt businesses from local property taxes on new investments for a specified amount of time (3-5 years). Qualified investments include a new building/structure, structural modifications or additions, or newly installed machinery and equipment may qualify for exemption but not land, previously used property value and miscellaneous personal items. Eligible businesses include manufacturers, processors, and shippers. Retail, construction, financial and certain other defined activities are ineligible.</p> <p>Tillamook Enterprise Zone website: http://www.edctc.com/business-resources/enterprise-zone/</p>
Fund Sources	General funds of local taxing jurisdictions that agree to participate—cities, school districts, counties, etc.
Benefits	<ul style="list-style-type: none"> • Targeted tool to support businesses that is already adopted.
Drawbacks	<ul style="list-style-type: none"> • Reduces general fund revenues for all overlapping taxing districts. • Requires a lengthy approval process with taxing districts.

Multiple-Unit Limited Tax Exemption Program (Locally managed)

How It Works	<p>Through the multifamily tax exemption, a jurisdiction can incent diverse housing options in urban centers lacking in housing choices or workforce housing units. Through a competitive process, multi-unit projects can receive a property tax exemption for up to ten-years on structural improvements to the property. Though the state enables the program, each City has an opportunity to shape the program to achieve its goals by controlling the geography of where the exemption is available, application process and fees, program requirements, criteria (return on investment, sustainability, inclusion of community space, percentage affordable or workforce housing, etc.), and program cap. The City can select projects on a case-by-case basis through a competitive process.</p> <p>Use of the program in the State includes:</p> <p>City of Portland Multiple-Unit Limited Tax Exemption Program. Within eligible areas, this program allows multi-unit projects to receive a ten-year property tax exemption on structural improvements to the property as long as program requirements are met. This program limits the number of exemptions approved annually, requires developers to apply through a competitive process, and encourages projects to provide greater public benefits to the community that would otherwise be possible. The applicant must submit documentation that the anticipated rate of return for the project for the period of the exemption will not exceed 10%. In 2014, the City made \$1,210,000 in foregone tax revenue available. More info: https://www.portlandoregon.gov/phb/61191</p> <p>City of Eugene Multi-unit Property Tax Exemption Program. This program offers a property tax exemption on the new structure or incremental change in the property value of a building for a maximum of 10 years. Projects eligible for the tax exemption include construction, addition or conversion of rental or owner-ship multi-unit housing within the MUPTE boundary. More info: http://www.eugene-or.gov/index.aspx?NID=829</p>
Fund Sources	Local taxing jurisdictions that agree to participate—cities, school districts, counties, etc.
Benefits	<ul style="list-style-type: none"> • Targeted tool to support mixed-use development in places with locational advantages. • City-controlled on project-by-project basis. • Does not require active ground floor use. • Can be paired with other tools that incent density and allow for cost reductions. • Possible flexibility to tailor length of exemptions on a case-by-case basis, depending on the project benefits to the public. • The city can set an annual cap on the total amount of tax exemptions in any given year for all projects.

Affordable Housing Property Tax Abatement (Locally Managed, Enabled by State of Oregon)

How It Works	Since 1985, the State of Oregon has allowed for affordable housing property tax abatements when they are sought separately by non-profits that develop and operate affordable rental housing. Only the residential portion of a property located within a City that is used to house very low-income people, or space that is used directly in providing housing for its low-income residents is eligible for a property tax exemption.
Fund Sources	Local taxing jurisdictions' general funds—cities, school districts, counties, etc.
Benefits	<ul style="list-style-type: none"> • Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages. • The affordable housing tax abatement can stand alone (without tax credits). For example, if a non-profit housing provider were to use bonds, it could still be eligible for an abatement, but it must apply for them separately. • Can be blended with other resources such as TIF, tax credits, housing bonds.
Drawbacks	<ul style="list-style-type: none"> • Reduces general fund revenues for all overlapping taxing districts if property tax abatement is sought by affordable housing providers and approved by local jurisdictions.

Affordable Housing Tax Credit (OAHTC)

How It Works	Provides a state income tax credit for affordable housing equity investments that help reduce the financing costs for multi family rental units. Applications must demonstrate a 20 year term that the benefit of the tax credit will be entirely passed on to reduce rents for the tenants. Program webpage: http://www.oregon.gov/ohcs/pages/hrs_oahtc_program.aspx
Fund Sources	Institutional investors or high net worth individuals makes investments. State general fund is impacted.
Benefits	<ul style="list-style-type: none"> • Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages. • The credit contributes to project equity, reducing developer's out-of-pocket investment and can be a significant incentive for the provision of affordable housing.
Drawbacks	<ul style="list-style-type: none"> • The state allows for affordable housing property tax abatements. These are applied for separately. • Highly competitive process.

Low-Income Housing Tax Credit (Federal Program, Administered by State of Oregon)

How It Works	<p>Provides a state income tax credit for affordable housing equity investments that help reduce the financing costs for multi-family rental units. Applications must demonstrate that the project will be maintained as affordable housing for a minimum 30-year term. To be eligible, at least 20% of units must be at or below 50% or AMI, OR 40% must be at or below 60% AMI. There are two rates:</p> <ul style="list-style-type: none"> • The "9%" credit rate. New construction and substantial rehabilitation projects that are not otherwise subsidized by the federal government earn credits at a rate of approximately 9% of qualified basis, each year for a 10-year period. "9%" credits are more powerful but also more competitive. • The "4%" credit rate. The 4% rate applies to acquisition of eligible, existing buildings and to federally-subsidized new construction or rehabilitation. The 4% rate also applies to all eligible bases in projects that are financed through the issuance of volume-cap multi-family tax-exempt bonds (the associated LIHTCs are sometimes called "as of right" credits because they are automatically attached to the volume-cap bonds). <p>State program webpage: http://www.oregon.gov/OHCS/Pages/HRS_LIHTC_Program.aspx</p>
--------------	--

Fund Sources	Institutional investors or high net worth individuals make investments by purchasing tax credits, which infuses cash equity into a project that does not require repayment. Income tax receipts are impacted because investors' income tax payments are reduced.
Benefits	<ul style="list-style-type: none"> • Targeted tool to support multi-family rentals or mixed-use development in places with locational advantages. • The credit contributes to project equity, reducing developer's out-of-pocket investment and can be a significant incentive (particularly at the 9% level) for the provision of affordable housing. • Can be blended with other resources such as TIF, property tax abatements, and housing bonds.

Historic Preservation Tax Credit (State of Oregon)

How It Works	<p>Encourages private sector rehabilitation of income-producing historic buildings. The program allows a 20% tax credit for allowable rehabilitation of certified historic structures. It also allows a 10% tax credit for rehabilitation of non-historic, non-residential buildings built before 1936. The rehabilitation must be substantial and must involve a depreciable building. Tax credits provide inexpensive equity for eligible projects.</p> <p>State program webpage: http://www.oregon.gov/oprd/HCD/SHPO/pages/tax.aspx</p>
Fund Sources	Private and institutional investors, or the federal government.
Benefits	<ul style="list-style-type: none"> • The 10% tax credit is available for the qualified rehabilitation of non-historic buildings placed in service before 1936. • HTC's are effective equity in projects. • Can be bundled with historic property tax freeze and other tax credits to significantly reduce the rehabilitation costs of historic buildings for adaptive re-use.
Drawbacks	<ul style="list-style-type: none"> • Long designation and certification process. • Buildings must be rehabilitated for commercial uses and can include apartments. • An owner that is allocated the tax credits must remain in title for at least five years after the project is placed in service. • Potential pitfalls involving the allocation of the tax credits by the investor party. • Only applicable to historic buildings.

4. Low-interest Loans, Grants, and Land Disposition

EB-5

How It Works	Attracts investment dollars for new commercial enterprises that will benefit the US economy primarily by creating new jobs for US citizens. There are two versions of the program: 1) the original program that requires foreign investor to commit \$1 million for eligible projects that create at least 10 full-time direct jobs, and 2) the newer program that allows foreign investors to commit \$500,000 in eligible projects within Targeted Employment Areas that create at least 10 direct and/or indirect jobs. In return for these investments, foreigners seek US citizenship.
Fund Sources	Foreign investors
Benefits	<ul style="list-style-type: none"> • Relatively low-cost source of equity for appropriate projects. • Projects can be construction (new or rehabilitation), or direct investments into businesses that will create required jobs. • EB5 can be bundled with many other funding sources such as TIF. • Among the most commonly sought-after projects are hotels and senior housing developments since both generate considerable jobs.
Drawbacks	<ul style="list-style-type: none"> • \$500,000 program investor projects must be in an EB-5 eligible “targeted employment area” or TEA. TEAs are areas that have unemployment rates in excess of 150% of the federal rate for a given year. TEAs are established and adjusted by the governors of each state. • Must meet job generation requirements within 2.5 years. • Investors expect to get their equity investment repaid at the end of five years. • It takes added time to secure EB5 funds due to federally required process.

Land Assembly and Property Price Buy Down

How It Works	<p>The public sector sometimes controls land that has been acquired with resources that enable it to dispose of that land for private and/or nonprofit redevelopment. Land acquired with funding sources such as tax increment, EB5, or through federal resources such as CDBG or HUD Section 108 can be sold or leased at below market rates for various projects to help achieve redevelopment objectives. Publicly owned parcels can often be disposed of at lower costs or more flexible terms to induce redevelopment.</p> <p>The public sector can provide technical assistance with the process of acquiring a private parcel for redevelopment or combining parcels together into one developable site. Other times, the public sector acquires the parcel(s), combines them, and sells to a private party.</p>
Fund Sources	Tax Increment, CDBG/HUD 108, EB-5, LIHTC
Benefits	<ul style="list-style-type: none"> • Can help overcome development feasibility challenges by creating more viable redevelopment sites. Public ownership of assembled land makes land write-downs or ground leases more viable. • Increases development feasibility by reducing development costs. • Gives the public sector leverage to achieve its goals for the development via development agreement process with developer.
Drawbacks	<ul style="list-style-type: none"> • Public agencies sometimes buy land at the appraised value because they want to achieve multiple goals – which can impact costs of future public and private acquisitions. • Requires careful underwriting and program administration to reduce public sector risk and ensure program compliance.

Community Development Block Grants (CDBG) and Section 108

How It Works	<p>Community Development Block Grants provide communities with resources to address a wide range of community development needs, including infrastructure improvements, housing and commercial rehab loans and grants as well as other benefits targeted to low- and moderate-income persons.</p> <p>HUD Section 108 is one mechanism that increases the capacity of block grants to assist with economic development projects, by enabling a community to borrow up to 5 times its annual CDBG allocation.</p>
Fund Sources	Federal HUD funds
Benefits	<ul style="list-style-type: none"> Funds are fairly flexible in application. Program has been run since 1974, and is seen as being fairly reliable. Section 108 enables a larger amount of very low interest-rate-subordinate funding for eligible projects.
Drawbacks	<ul style="list-style-type: none"> Competitive process to secure loans/grants for individual projects. Administration and projects must meet federal guidelines such as Davis Bacon construction requirements. Amount of federal funding for CDBG has been diminishing over the past few years.

Transportation Grants/Loans

How It Works	<p>ODOT administers several grant programs that help to pay for pedestrian and bicycle improvements, including crosswalks, bike lane striping, and pedestrian crossing islands. Local governments must often match grant funding. These programs include:</p> <ul style="list-style-type: none"> ConnectOregon. ConnectOregon focuses on improving connections and supporting local economies throughout the state. Dedicated to non-highway projects, ConnectOregon was first approved by the Oregon legislature in 2005 and has funded more than 130 marine/ports, aviation, public transit, and rail projects around the state. For ConnectOregon V, bicycle/pedestrian projects were also eligible to compete for funds. State program webpage: http://www.oregon.gov/ODOT/TD/TP/pages/connector.aspx Statewide Transportation Enhancements Program. The Statewide Transportation Improvement Program, known as the STIP, is Oregon's four-year transportation capital improvement program. It is the document that identifies the funding for, and scheduling of, transportation projects and programs. STIP will be divided into two broad categories: Fix-It and Enhance. State program webpage: http://www.oregon.gov/ODOT/TD/STIP/Pages/about.aspx Oregon Transportation Infrastructure Bank. The Bank is a low-interest revolving loan fund that can help to pay for transportation capital projects. These low-interest loans can be repaid with TIF, general fund, or local improvement district revenues. They provide up front monies (planning, engineering) as well as implementation funds which means cities don't need to wait for TIF build up. Need to make sure there will be a city repayment source. State program webpage: http://www.oregon.gov/ODOT/CS/FS/pages/otib.aspx ODOT immediate Opportunity Fund. This fund supports economic development by providing road improvements where they will assure job development opportunities. The fund may be used only when other sources of funding are unavailable, and is restricted to job retention and committed job creation opportunities. To be eligible, a project must require an immediate commitment of road construction funds to address an actual transportation problem. The applicant must show that the location decision of a firm or development depends on those transportation improvements, and the jobs created by the development must be "primary" jobs such as manufacturing, distribution, or service jobs. Oregon Main Street Revitalization Grant. Established by House Bill 3526 in 2015, this grant program will award \$2.5 million in lottery funds to participants in Oregon Main Street Network. As of early 2016, the State Parks and Recreation Department, this grant is working on the following steps: "adopt formula for awarding grants; give priority to proposals in traditionally underserved communities; develop criteria to determine eligibility of grant applicants and proposed projects; provide assistance and monitoring for grant recipients; and develop rules to implement grant program."⁴ As of 2014, the City of Tillamook was a "Transforming" community under the state Main Street framework. Grant information will be available at: http://www.oregon.gov/OPRD State of Oregon Parks and Recreation Grants. Applicable state grants include the lottery-funded local government grants, recreational trails grants, land and conservation fund grants. State program webpage: http://www.oregon.gov/OPRD/GRANTS/pages/index.aspx
Fund Sources	State and federal funds
Benefits	<ul style="list-style-type: none"> Direct public investment into private projects. Does not impact City funds.
Drawbacks	<ul style="list-style-type: none"> Highly competitive and must meet state-identified criteria (varies by program). For loans, need to establish a City repayment source.

(Footnotes)

1 PUBLIC PROJECT PLANNING – December 2015.

2 <http://www.co.tillamook.or.us/gov/comdev/TLT/Tillamook%20County%20Lodging%20Tax%20Questions.pdf>

3 <http://tillamookor.gov/wp-content/uploads/2014/12/1668-Budget-for-FY14-15-6-16-14.pdf>

4 Staff Measure Summary, HB 3526://olis.leg.state.or.us/liz/2015R1/Downloads/MeasureAnalysisDocument/32410

Appendix D: City of Tillamook Zoning Ordinance: Hoquarton Waterfront Overlay (HWO) District

City of Tillamook Zoning Ordinance

Appendix D - Hoquarton Waterfront Overlay District or HWO District

1. Purpose. This district implements the Hoquarton Waterfront Plan. The district is intended to create a mix of industrial, commercial and residential uses that captures the recreational and visual amenities of the Hoquarton Waterfront. Development should build on the industrial heritage of the area while providing new opportunities for employment and services. The district shall:
 - Provide access to and enjoyment of the Hoquarton Waterfront.
 - Maintain and celebrate the area's unique native and industrial heritage.
 - Cultivate a diverse mix of businesses and shops to serve residents and visitors.
 - Encourage a variety of housing options to support a diverse population and local workforce.
 - Design sites to connect to transportation infrastructure for pedestrians, bicycles, automobiles and trucks and provide appropriate onsite facilities to support multimodal transportation.
2. Relationship to Base Zoning. This overlay district supplements the use and development standards in the base C-C, C-H, I-L and R-O zones. In the case of conflict, this overlay district supersedes the standards of the underlying zone. This overlay does not alter or replace any standards in the Hazard Overlay (H-O), Flood Hazard Overlay (FHO), or Water Resource Protection Overlay (WRPO) districts.
3. Definitions.
 - A. **Artisan Manufacturing.** Small-scale businesses that manufacture artisan goods, materials or specialty foods. Small manufacturing production primarily focuses on direct sales rather than the wholesale market. This small-scale manufacturing use is intended to be compatible with surrounding commercial development. An allowance for public viewing or customer service space is required with artisan and specialty goods production. This use category includes the following uses: sugar and confectionary, fruit and vegetable preserving, tea and coffee, specialty foods, and bakeries; artisan leather, wood products, glass, cutlery, hand tools, wood, paper, ceramic, textile and yarn products; microbreweries, microdistilleries, and wineries; and similar uses determined by the Director.
 - B. **Incubator Space.** A multi-use facility providing start-up and early stage businesses with shared office, industrial, manufacturing, food preparation, or similar facilities.
 - C. **Live/Work Unit.** A building or space within a building used jointly for a commercial or manufacturing activity allowed in the zone and a residential living space for the owner of the commercial or manufacturing business, or the owner's employee, and that person's household, where the residential use of the space is secondary or accessory to the primary use as a place of

work.

4. Uses Permitted Outright. The following uses are permitted in addition to the uses allowed in the base zone.

A. Existing uses.

- 1) Single family residential uses in existence on the effective date of the original adoption of the Waterfront Hoquarton Overlay District are a permitted use within the district.
- 2) All other uses and structures lawfully existing on the effective date of the original adoption of the Waterfront Hoquarton Overlay District which are non-conforming as defined by Section 31 shall be deemed legal non-conforming and may be altered, and/or expanded consistent with Section 31.

B. In the C-C base zone, the following uses are permitted in addition to those allowed in the base zone:

- 1) Artisan Manufacturing.
 - a. Structures shall not encompass more than 10,000 square feet of area. The 10,000-square-foot total shall include all storage areas associated with the manufacturing operation. These types of uses are limited in size to assure that they will not dominate the commercial area and to limit the potential impacts on residential and commercial uses.
 - b. All activities except loading and outdoor product displays shall occur within buildings; outdoor storage/repair is prohibited.
 - c. All Artisan Manufacturing uses are required to accommodate public viewing or a customer service space:
 - Public viewing shall be accomplished with windows or glass doors covering at least 25% of the front of the building face abutting the street or indoor lobby wall, allowing direct views of manufacturing, openings between the display or lobby area and manufacturing/work space may be reduced below 25% where fire-rated separation requirements restrict opening size as determined by the planning official, or;
 - A customer service space includes a showroom, tasting room, restaurant, or retail space.
 - d. All uses shall be carried on in such a manner that they do not create smoke, gas, odor, dust, sound, vibration, soot, heat, glare or lighting to a degree that is readily detectable at any point beyond the property line of the use.
- 2) Upper Floor Residential (single-family and multi-family).
- 3) Ground Floor Residential Uses (single-family and multi-family) occupying less than twenty-five percent (25%) of the ground floor of commercial buildings, provided that commercial store fronts are maintained on the street front.
- 4) Live/Work Units.
 - a. A minimum of seventy-five percent (75%) of a structure's street front façade at street level shall be occupied by nonresidential uses.
 - b. The minimum floor-to-floor height of the first floor shall be 13 feet.
 - c. Off-street parking for live/work units is prohibited between the structure's street front façade and the street.
 - d. Live/work units that exceed 2,000 square feet gross floor area must have separate entrances for the business and residential portions of the use.

- e. Within each live/work unit, the living area shall not exceed one-half of the total floor area of the unit.
- 5) Public facilities and other public uses.
- C. In the I-L base zone, the following uses are permitted in addition to those allowed in the base zone:
 - 1) Commercial retail limited to fifty percent (50%) of the gross floor area.
 - 2) Commercial services limited to fifty percent (50%) of the gross floor area.
 - 3) Eating and drinking establishments limited to fifty percent (50%) of the gross floor area.
 - 4) Incubator Space. All uses shall be carried on in such a manner that they do not create smoke, gas, odor, dust, sound, vibration, soot, heat, glare or lighting to a degree that is readily detectable at any point beyond the property line of the use.
 - 5) Live/Work Units.
 - a. A minimum of seventy-five percent (75%) of a structure's street front façade at street level shall be occupied by nonresidential uses.
 - b. The minimum floor-to-floor height of the first floor shall be 13 feet.
 - c. Off-street parking for live/work units is prohibited between the structure's street front façade and the street.
 - d. Live/work units that exceed 2,000 square feet gross floor area must have separate entrances for the business and residential portions of the use.
 - e. Within each live/work unit, the living area shall not exceed one-half of the total floor area of the unit.
 - 6) Warehouse and storage are permitted as accessory uses to a primary commercial or manufacturing use for goods produced or sold on the premises.
 - 7) Public facilities and other public uses.
- D. In the R-0 base zone, the following uses are permitted outright in addition to those allowed in the base zone:
 - 1) Commercial retail limited to fifty percent (50%) of the gross floor area.
 - 2) Commercial services limited to fifty percent (50%) of the gross floor area.
 - 3) Eating and drinking establishments limited to fifty percent (50%) of the gross floor area.
 - 4) Artisan Manufacturing.
 - a. Structures shall not encompass more than 6,000 square feet of area. The 6,000-square-foot total shall include all storage areas associated with the manufacturing operation. These types of uses are limited in size to assure that they will not dominate the mixed use area and to limit the potential impacts on residential and commercial uses.
 - b. All activities except loading and outdoor product displays shall occur within buildings; outdoor storage/repair is prohibited.
 - c. All Artisan Manufacturing uses are required to accommodate public viewing or a customer service space:
 - Public viewing shall be accomplished with windows or glass doors covering at least 25% of the front of the building face abutting the street or indoor lobby wall, allowing direct views of manufacturing, openings between the display or lobby area and manufacturing/work space may be reduced below 25% where fire-rated separation requirements restrict opening size as determined by the planning official, or;

- A customer service space includes a showroom, tasting room, restaurant, or retail space.
 - d. All uses shall be carried on in such a manner that they do not create smoke, gas, odor, dust, sound, vibration, soot, heat, glare or lighting to a degree that is readily detectable at any point beyond the property line of the use.
 - E. In the C-H base zone, the following uses are permitted in addition to those allowed in the base zone:
 - 1) Artisan Manufacturing.
 - a. Structures shall not encompass more than 6,000 square feet of area. The 6,000-square-foot total shall include all storage areas associated with the manufacturing operation. These types of uses are limited in size to assure that they will not dominate the mixed use area and to limit the potential impacts on residential and commercial uses.
 - b. All activities except loading and outdoor product displays shall occur within buildings; outdoor storage/repair is prohibited.
 - c. All Artisan Manufacturing uses are required to accommodate public viewing or a customer service space:
 - Public viewing shall be accomplished with windows or glass doors covering at least 25% of the front of the building face abutting the street or indoor lobby wall, allowing direct views of manufacturing, openings between the display or lobby area and manufacturing/work space may be reduced below 25% where fire-rated separation requirements restrict opening size as determined by the planning official, or;
 - A customer service space includes a showroom, tasting room, restaurant, or retail space.
 - d. All uses shall be carried on in such a manner that they do not create smoke, gas, odor, dust, sound, vibration, soot, heat, glare or lighting to a degree that is readily detectable at any point beyond the property line of the use.
5. Prohibited Uses. The following uses are prohibited, superseding uses allowed in the base C-C, C-H, I-L and R-O zones.
- A. Mini-Warehouse/Storage Units as a primary use, excluding warehouse and storage permitted accessory to a permitted use.
 - B. Automobile sales and service station, including towing services and vehicle washing and polishing facilities.
 - C. New and use automobile, truck, motorcycle, trailer, recreational vehicle, agricultural vehicle, mobile home, and industrial equipment sales, services and storage.
 - D. Freight terminals, including moving and storage, warehouse for short-term storage, and cold storage.
 - E. Wholesaling, storage, and distribution such as RV storage, household storage, and personal storage.
 - F. Marijuana facility where marijuana is produced and registered with the Oregon Health Authority (OHA) or the Oregon Liquor Control Commission (OLCC).
 - G. Drive-through facilities.
6. Height Requirements. The height requirements of the underlying zone shall apply with the following exceptions:
- A. In the C-C, C-H, I-L and R-O base zone, no building or structure shall hereafter be erected, enlarged or structurally altered to exceed a height of 50 feet.
 - B. Historic resources constructed prior to 1950 or recreations of said resources shall be exempt from the height limit in the overlay zone and the base zone.

7. Lot Requirements.

- A. Lot Area: No minimum or maximum lot area.
- B. Lot Width/Depth: No minimum or maximum lot width or depth.
- C. The front, side and rear yard setbacks of the underlying zone shall apply with the following exceptions:
 - 1) In the I-L, C-H and C-C base zones, the maximum front setback shall be 10 feet. The 10-foot maximum applies to the first 15 feet of building height only and upper stories may step back.
 - 2) In the R-O base zone:
 - a. Front Yard Setback: The minimum front yard setback shall be 10 feet. Corner lot front yard setbacks, one side must have a minimum of 5 feet. Front yard setbacks may be reduced to 5 feet for an enclosed porch, portico, or other architectural feature that is connected directly to a building entrance.
 - b. Side and Rear Yard Setbacks: No requirements.

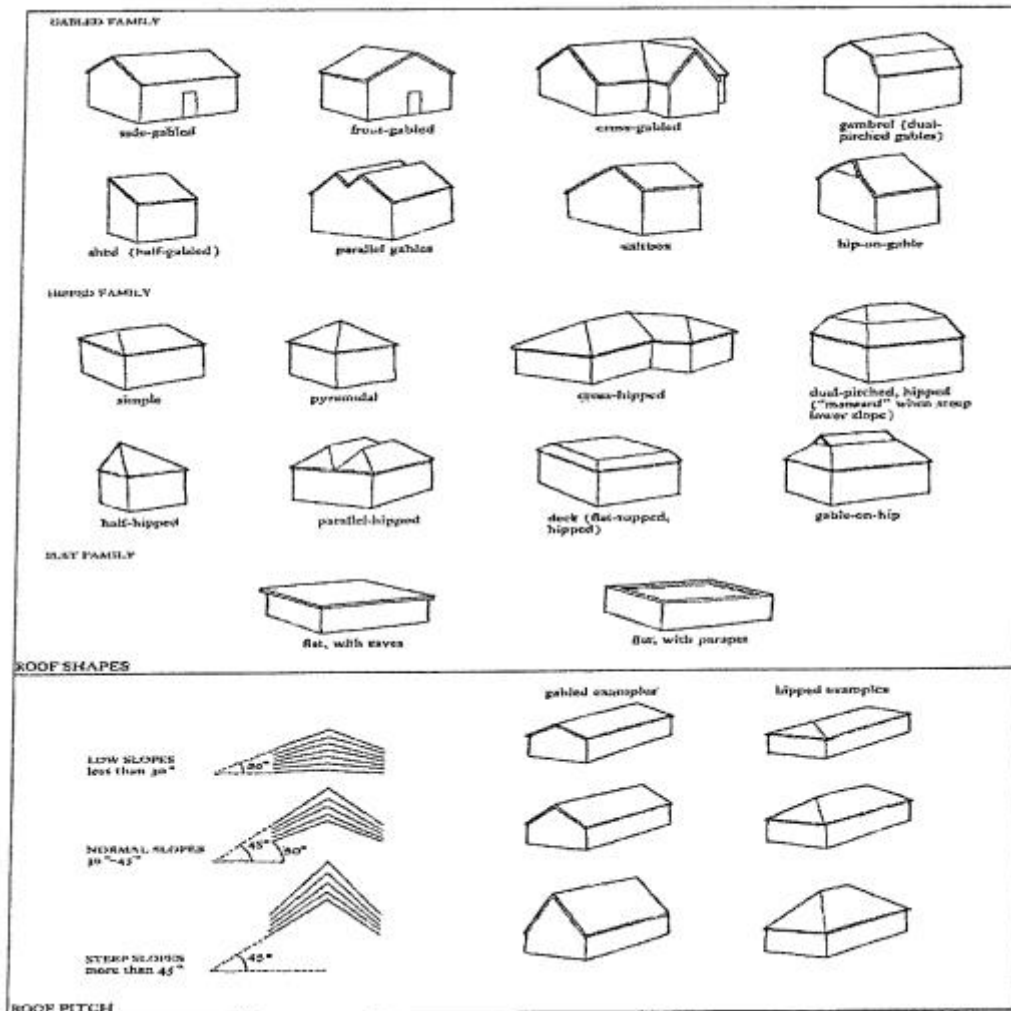
8. Site Design. The following standards are intended to promote a desired level of future development quality that will stimulate investment and strengthen economic vitality in the Hoquarton Area, renew a positive physical image of the area and require compatibility with nearby uses.

- A. Building Orientation: All new buildings shall be oriented to public streets. Building orientation is demonstrated by placing buildings and their public entrances close to streets so that pedestrians have a direct and convenient route from the street sidewalk to building entrances. Off-street parking or vehicular circulation shall not be placed between buildings and streets used to comply with this standard.
- B. Building Frontage: On sites with 100 feet or more of public street frontage, at least eighty percent (80%) of the site width shall be occupied by buildings placed within the maximum setback. For sites with less than one hundred (100) feet of public street frontage, at least sixty percent (60%) of the site width shall be occupied by buildings placed within the maximum setback.
- C. Differentiation Between Stories: Differentiation shall be provided between ground-level spaces and upper stories. For example, bays or balconies for upper levels, and awnings, canopies or other similar treatments for lower levels can provide differentiation. Variation in building materials, trim, paint, ornamentation, windows, or other features such as public art, may also be used.

9. Design Standards. The following standards apply to residential development in the C-C or R-O base zones within the overlay district and are intended to provide visual interest, distinct design qualities, appropriate massing, and a pleasing transition between uses to promote compatibility through architectural detailing and the use of sustainable and high-quality materials that are contextually appropriate for the Oregon coast.

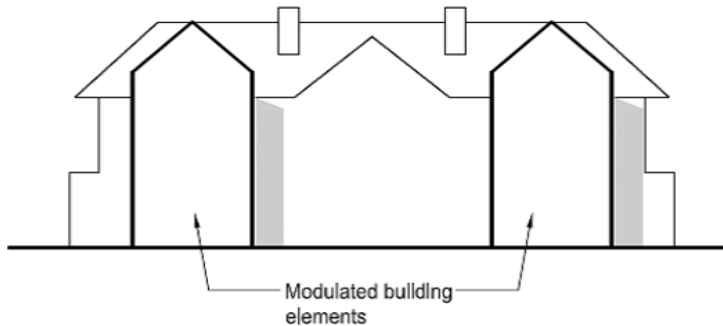
- A. Materials. Use building materials of high durability and high quality.
 - 1) Painted or natural stain wood, stone, brick, rusticated concrete block, and wood-textured, cementitious fiberboard products are allowed.
 - 2) Areas greater than twenty-five percent (25%) of the façade surfaced with rough-cut wood, wide rough-cut lap siding, T-111, plywood, corrugated metal, foam/synthetic stucco, or similar materials are prohibited.
 - 3) Vinyl siding is prohibited on the ground floor.

- B. Window Coverage. At least fifteen percent (15%) of the area of each street-facing façade shall consist of windows and/or doors. If a front and side façade are street-facing, the two façades may be combined for the purpose of this calculation.
- C. Architectural Expression. The street-facing façade of a townhouse, rowhouse and other individual unit, excluding apartments, shall provide architectural detail or composition to visually identify each individual unit as seen from the street. Each unit shall include a minimum of two of the following features total, one each from two separate categories on the following list:
 - 1) Roof
 - a. Dormers;
 - b. Gables;
 - c. Cupolas;
 - d. Eaves (minimum six-inch projection);
 - 2) Entry
 - a. Recessed entries;
 - b. Covered porch entries;
 - 3) Windows
 - a. Bay or bow windows;
 - 4) Other
 - a. Pillars or posts;
 - b. Off-sets on building face or roof (minimum 16 inches).
- D. Rooflines
 - 1) Roof Forms. Roof designs shall conform predominately to one of the following: flat with stepped parapet, gabled, or hipped. Secondary roof forms may include towers, dormers, turrets or other features with rounded (e.g., split-barrel), shed (e.g., dormer), pyramidal, or crossing elevations. Gambrel, dual-pitched (e.g., hipped "mansard"), deck (flat-topped, hipped), A-frame, and similar roof forms are prohibited. Where roofs are pitched, a minimum pitch of at least 30 degrees should be maintained.



- 2) The width of any continuous flat roofline should not extend more than 100 feet without modulation. Modulation should consist of either one or a combination of the following treatments:
 - a. For flat roofs or façades with a horizontal eave, fascia, or parapet with at least an eight-foot return, the minimum vertical dimension of roofline modulation is the greater of four feet or 0.1 multiplied by the wall height (finish grade to top of the wall).
 - b. A sloped or gabled roofline segment of at least 20 feet in width and no less than three feet vertical in 12 feet horizontal.

- E. Façade Modulation. Building façades visible from public streets and public spaces shall be stepped back or projected forward at intervals to provide a minimum of forty percent (40%) façade modulation unless the applicant demonstrates that an alternate design solution provides an equal or greater level of achieving the intent of the section. The minimum depth of modulation shall be one foot, and the minimum width shall be five feet.



Modulation

- F. Pedestrian Entry. Each individual unit such as a townhouse or rowhouse, or each apartment structure, shall have a pedestrian entry on the street-facing facade that is designed to be visually prominent through the use of covered stoops, porches, or other architectural entry features. For units on corner lots, a visually prominent pedestrian entry is required on only one of the street-facing facades.
- G. Front Setback. Design elements to provide a transition between the street and the building entrance, such as landscaping, trees, fences, or other similar features, are required in the front setback.
10. Off-Street Parking, Loading and Circulation.
- A. For commercial or industrial uses outside of the C-4 parking district, parking shall be provided at a minimum of one (1) space per employee plus one (1) space per seven hundred (700) square feet of commercial area.
- 1) Commercial or industrial uses may locate parking facilities off-site consistent with Section 25 (3)(A).
 - 2) Commercial or industrial uses may use the on-street parking credit in Section 25 (6) to satisfy the minimum requirements in part or in full. On-street parking credit will be reviewed through Site Plan Review consistent with Section XX (12) and will not require Planning Commission approval as stated in Section 25 (6).
 - 3) Commercial or industrial uses may also develop a joint use of facilities as described in Section 25 (4) to satisfy the minimum requirements in part or in full.
- B. For residential uses outside of the C-4 parking district, parking shall be provided at a minimum of 1 space per dwelling unit and a maximum of 1 space per bedroom. Exceptions to the minimum requirements may be approved by the City when it is demonstrated that the type of housing proposed does not require parking and/or when it is shown that use of on-street spaces during off-peak hours will provide adequate parking for the area.
- 1) Residential uses may use the on-street parking credit in Section 25 (6) to satisfy the minimum requirements in part or in full. On-street parking credit will be reviewed through Site Plan Review consistent with Section XX (12) and will not require Planning Commission approval as stated in Section 25 (6).

- 2) Residential uses may also develop a joint use of facilities as described in Section 25 (4) to satisfy the minimum requirements in part or in full.
 - C. Off-street parking lots shall be placed to the side or rear of buildings in accordance with the Building Orientation Standards as described in 8(A) of this section and Section 22. Access from alleys is encouraged. All vehicular driveway entries shall be patterned to differentiate them from sidewalks.
 - D. For corner lots, parking areas shall not be located within 20 feet of an intersection, as measured from the midpoint of the curb return arc to the edge of the parking area (curb or wheel stop) on corner lots.
 - E. Loading and service areas (e.g., trash enclosures and drive-throughs) shall be located in such a manner to minimize conflicts with public pedestrian areas, and shall be screened with plantings, shall provide convenient access for trucks, and minimize noise and other impacts with adjoining uses. Loading and service areas shall be located to the rear or sides of buildings, or in alleys when available. Loading dock doors are encouraged to be placed in recessed areas or between buildings to minimize impacts to the pedestrian and human- scale aspects of the development.
 - F. Off-street parking areas shall be separated from buildings by either a raised concrete walkway or landscaped strip with a minimum width of 6 feet. Situations where parking stalls directly abut buildings shall be avoided except where wheel stops are provided.
 - G. Off-street parking areas shall be screened from the street by a street wall or arcade, between 6 feet and 15 feet in height, and extending a maximum width to screen the view of parked vehicles and allow for safe circulation at the minimum driveway widths required according to Section 25.
Alternately, parking areas shall be screened from the street by a minimum 6-foot wide landscaping buffer with plants with a mature height of 6 to 15 feet and 50% opacity year-round.
 - H. Rear parking lots shall be designed and located contiguous to each other to the greatest extent practicable so that vehicles can travel from one private parking lot to the other (reciprocal access) without having to enter the street. Shared parking and circulation aisles coordinated between adjacent businesses and/or developments are strongly encouraged.
 - I. Parking areas on lots with historic resources constructed prior to 1950 are exempt from the off-street parking, loading and circulation provisions of this section.
11. Landscaping.
- A. New development or substantial remodel is subject to the design and landscaping standards as listed in Section 26 for the base zone in which the development is located.
 - B. All areas not occupied by structures, parking lots or pedestrian plazas that are visible from public rights of way shall provide landscaping. Landscaping shall include a mix of vertical and horizontal elements.
 - C. Street trees shall be required on at least one side of all streets except Front Street between Main and Cedar Avenues, or as specified in the Hoquarton Waterfront Plan. Species should be compatible with the standards provided below, and shall provide continuity with nearby landscaping. Street tree species to be planted and minimum tree planting dimensions are described in Section 26. A reduction to the number of required street trees may be granted when a development preserves

healthy, mature tree(s) adjacent to the sidewalk.

1) Tree canopies shall be a minimum of 10 feet diameter.

2) Trunk setback from curb shall be a minimum distance of 2 1/2 feet, maximum distance of 3 feet.

12. Review Required. Site Plan Review is required consistent with Section 30. In addition, the applicant shall submit a development proposal for the following elements, as applicable to the proposal as determined by the City Planner.
- A. Pedestrian Plan: A pedestrian circulation plan that provides adequate pedestrian access in the vicinity and within the project. The plan must provide compacted, safely lighted walkways and entrances suitable for use by the handicapped.
 - B. Traffic Plan: A traffic plan that provides adequate vehicle circulation in the vicinity of and within the project. The traffic plan must coordinate internal and external transportation networks, including bikeways and mass transit to extent possible. Traffic noise must be minimized.
 - C. Loading Plan: A plan for loading dock or space that provides adequate room for safe truck backing and turning movements.
 - D. Open Space Plan: A plan assuring that alterations and additions to existing buildings, and new construction, are compatible with neighboring properties in terms of the relative proportion of impervious/covered area to open space. Any landscape alterations for commercial, fabrication, educational, or professional uses shall be made in accordance with the standards contained in Section 22.
 - E. Parking Plan: A parking plan describing the impacts upon the City's parking program for both automobiles and bicycles, unless adequate on-site parking can be provided without damaging the integrity of the property.
 - F. Public Safety Plan: A plan for minimizing the likelihood of criminal activity by eliminating areas that are neither clearly private nor clearly public and by using landscaping that allows maximum observation while providing desired aesthetics.
 - G. Perimeter Plan: A plan for the perimeter of the project to protect adjacent properties from noise, visual incompatibility, light glare, heat pumps, fans, or other potential nuisances. This may be accomplished through screening, setbacks, siting, or other means.