



Oregon
Theodore R. Kulongoski, Governor

Department of Land Conservation and Development
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Fax (503) 378-5518
www.lcd.state.or.us



NOTICE OF ADOPTED AMENDMENT

08/05/2013

TO: Subscribers to Notice of Adopted Plan
or Land Use Regulation Amendments

FROM: Plan Amendment Program Specialist

SUBJECT: City of Tillamook Plan Amendment
DLCD File Number 001-13

The Department of Land Conservation and Development (DLCD) received the attached notice of adoption. A Copy of the adopted plan amendment is available for review at the DLCD office in Salem and the local government office.

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: Tuesday, August 13, 2013

This amendment was submitted to DLCD for review prior to adoption with less than the required 35-day notice. Pursuant to ORS 197.830(2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

If you wish to appeal, you must file a notice of intent to appeal with the Land Use Board of Appeals (LUBA) no later than 21 days from the date the decision was mailed to you by the local government. If you have questions, check with the local government to determine the appeal deadline. Copies of the notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR Chapter 661, Division 10). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

***NOTE:** The Acknowledgment or Appeal Deadline is based upon the date the decision was mailed by local government. A decision may have been mailed to you on a different date than it was mailed to DLCD. As a result, your appeal deadline may be earlier than the above date specified. **NO LUBA Notification to the jurisdiction of an appeal by the deadline, this Plan Amendment is acknowledged.**

Cc: David Mattison, City of Tillamook
Gordon Howard, DLCD Urban Planning Specialist
Patrick Wingard, DLCD Regional Representative
Thomas Hogue, DLCD Economic Development Policy Analyst

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FORM **2**

DLCD

Notice of Adoption

This Form 2 must be mailed to DLCD within **20-Working Days after the Final Ordinance is signed** by the public Official Designated by the jurisdiction and all other requirements of ORS 197.615 and OAR 660-018-000

In person electronic mailed

DATE STAMP

DEPT OF

JUL 30 2013

LAND CONSERVATION AND DEVELOPMENT

For Office Use Only

Jurisdiction: **City of Tillamook**

Local file number:

Date of Adoption: **7/15/2013**

Date Mailed: **7/23/2013**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? Yes No Date:

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

Summarize the adopted amendment. Do not use technical terms. Do not write "See Attached".

In 2013 the City participated with Tillamook County and the Port of Tillamook Bay in the development of a Central Tillamook County Region Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (EOA). The EOA has been adopted by reference as an Appendix and text in the City Comprehensive Plan. This Regional EOA is consistent with the requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009) for the Central Tillamook County.

Does the Adoption differ from proposal? Please select one

No

Plan Map Changed from:

to:

Zone Map Changed from:

to:

Location:

Acres Involved:

Specify Density: Previous:

New:

Applicable statewide planning goals:

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment...

35-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

If no, did Emergency Circumstances require immediate adoption?

Yes No

001-13 (19855) [17566]

DLCD file No. _____

Please list all affected State or Federal Agencies, Local Governments or Special Districts:

Tillamook County, Port of Tillamook Bay, Tillamook County Economic Development Council,

Local Contact: **David Mattison**

Phone: (503) 842-3443 Extension:

Address: **210 Laurel Avenue**

Fax Number: 503-842-3445

City: **Tillamook**

Zip: **97141-**

E-mail Address: **dmattison@tillamookor.gov**

ADOPTION SUBMITTAL REQUIREMENTS

This Form 2 must be received by DLCD no later than 20 working days after the ordinance has been signed by the public official designated by the jurisdiction to sign the approved ordinance(s) per ORS 197.615 and OAR Chapter 660, Division 18

1. This Form 2 must be submitted by local jurisdictions only (not by applicant).
2. When submitting the adopted amendment, please print a completed copy of Form 2 on **light green paper if available**.
3. Send this Form 2 and one complete paper copy (documents and maps) of the adopted amendment to the address below.
4. Submittal of this Notice of Adoption must include the final signed ordinance(s), all supporting finding(s), exhibit(s) and any other supplementary information (ORS 197.615).
5. Deadline to appeals to LUBA is calculated **twenty-one (21) days** from the receipt (postmark date) by DLCD of the adoption (ORS 197.830 to 197.845).
6. In addition to sending the Form 2 - Notice of Adoption to DLCD, please also remember to notify persons who participated in the local hearing and requested notice of the final decision. (ORS 197.615).
7. Submit **one complete paper copy** via United States Postal Service, Common Carrier or Hand Carried to the DLCD Salem Office and stamped with the incoming date stamp.
8. Please mail the adopted amendment packet to:

**ATTENTION: PLAN AMENDMENT SPECIALIST
DEPARTMENT OF LAND CONSERVATION AND DEVELOPMENT
635 CAPITOL STREET NE, SUITE 150
SALEM, OREGON 97301-2540**

9. **Need More Copies?** Please print forms on **8 1/2 x 11 green paper only if available**. If you have any questions or would like assistance, please contact your DLCD regional representative or contact the DLCD Salem Office at (503) 373-0050 x238 or e-mail plan.amendments@state.or.us.

ORDINANCE NO. 1277

AN ORDINANCE AMENDING ORDINANCE #1270 AND THE CITY OF TILLAMOOK COMPREHENSIVE PLAN TEXT TO INCLUDE A REGIONAL ECONOMIC OPPORTUNITIES ANALYSIS FOR THE CENTRAL TILLAMOOK REGION AS CONTEMPLATED BY THE EXISTING CITY COMPREHENSIVE PLAN AND CONSISTENT WITH THE REQUIREMENTS OF STATEWIDE PLANNING GOAL 9 AND THE GOAL 9 ADMINISTRATIVE RULE

WHEREAS, A Comprehensive Plan Amendment is allowed under Oregon Revised Statute Section 197. ORS 197.610 – 197.625 which describes and governs a separate process from periodic review initiated process for a plan amendment; and

WHEREAS, City Comprehensive Policy F-3 states that “The plan may be reopened at appropriate times in response to completion of plans by other jurisdictions and agencies. Further, the City shall acquire and consider additional inventory information that was not available during plan development in its evaluation of future plan revisions”; and

WHEREAS, the development of a regional Economic Opportunities Analysis (EOA) for the Central Tillamook Region constitutes a piece of additional inventory that require the City Comprehensive Plan to be reopened for amendment; and

WHEREAS, the City Comprehensive Plan states that the Regional EOA shall be inserted on Page 11-6, of Chapter 11, Economy; and

WHEREAS, the City of Tillamook and Tillamook County worked together to develop a regional EOA, consistent with OAR 660-009, including the provisions for conducting a regional EOA in OAR 660-009-0030; and

WHEREAS, the Technical Advisory Committee provided technical input in the development of the EOA held meetings, during the following months: July, October, December 2012, and February 2013; and

WHEREAS, a Stakeholder Workshop was conducted on May 9, 2013, and included representatives from the City, County, Port of Tillamook Bay and other organizations to review the regional EOA; and

WHEREAS, the Planning Commission held a public hearing on May 16, 2013 and recommended approval of the regional EOA to the City Council on June 6, 2013; and

WHEREAS, the City Council held a public hearing for the amended regional EOA on June 17, 2013, to review and consider these City Comprehensive Plan text changes and additions to the Comprehensive Plan Appendix and moved to adopt the EOA; and

WHEREAS, the complete EOA has been adopted as an appendix to the City Comprehensive Plan under Resolution 1637.

NOW THEREFORE, the Tillamook City Council does ordain as follows:

Section 1:

Exhibit "A" shall amend Page 11-6, of Chapter 11, Economy, of the Comprehensive Plan and be hereby incorporated by reference.

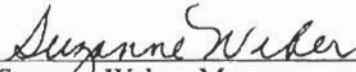
Section 2:

Exhibit "B" includes the Findings and Conclusions for Central Tillamook County Region Commercial And Industrial Buildable Lands Inventory and Economic Opportunity Analysis upon which this amendment is based.

PASSED FIRST READING by the Council this 1st day of July, 2013.

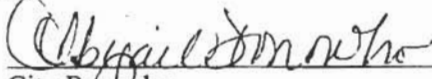
PASSED SECOND READING by the Council this 15th day of July, 2013.

APPROVED by the Mayor this 15th day of July, 2013.



Suzanne Weber, Mayor

ATTEST:



City Recorder

EXHIBIT A

The Regional Economic Opportunity Analysis (EOA) has two primary goals:

- **Identify comparative advantages for economic development in the Central Tillamook Region.** The EOA identifies the comparative and competitive advantages of the Central Tillamook Region, identifying economic opportunities based on these advantages, and identifying policy direction to capitalize on these advantages.
- **Determine if the Region has enough land to accommodate twenty-years of growth.** The EOA fulfills state planning requirements for a twenty-year supply of employment land by projecting the amount of land needed to accommodate the future employment growth within the Region between 2013 and 2033 and evaluating the existing employment land supply within the Region to determine if it is adequate to meet that need.

The complete Regional EOA can be found in Appendix XXXV.

How much buildable employment land is within the Central Tillamook Region?

Analysis shows that about 1,142 acres are classified as built or committed (e.g., unavailable for development), 532 acres were classified as constrained, and 788 were classified as vacant and suitable for employment uses.

Land Base

The Central Tillamook Region has about 2,461 acres of employment land in 894 tax lots. **About one-quarter of the land in the Region (601 acres) is within the City of Tillamook's UGB**, with the remainder (about three-quarters of the land designated for employment use) in the County. Nearly two-thirds of the land (the majority of the land) in the Region (1,574 acres) is within and owned by the Port of Tillamook Bay at the site of the Tillamook Airport.

How much growth is the Central Tillamook Region planning for?

The EOA shows the forecast of employment growth by land use type in the Region from 2013 to 2033. The EOA forecasts growth in all land-use types and it forecasts shifts in the composition of the Region's employment. **The "medium" employment forecast is considered the most reasonable point forecast and used in the EOA.** The medium growth scenario shows modest change in the distribution of employment in 2033 as in 2013. This scenario assumes that retail and services employment will lead growth, followed by growth in industrial employment, with government growing at a similar rate the OEA's forecast for population growth.

Can some employment growth be accommodated on underutilized land?

Some new employment can be accommodated on underutilized lands, such as vacant buildings or businesses that can make more efficient use of existing office space. The analysis assumes that 10% of industrial employment can be accommodated this way and that 15% of retail and services and government employment can be accommodated in existing built space. In the medium growth scenario, 220 employees are accommodated in existing built space.

How much land will be required for employment?

The medium forecast of growth of 1,710 new employees will result in the following demand for vacant (and partially vacant) employment land: 39 gross acres of industrial land and 63 gross acres of commercial land for retail, services, and government uses.

Does the Central Tillamook Region have enough land to accommodate employment growth?

In all three forecast scenarios, the Region has sufficient industrial land to accommodate expected growth, without accounting for the desired site characteristics of the target industries. The Region has a small deficit of commercial land.

- The **low** growth scenario shows a surplus of 708 acres of industrial land and 17 acres of commercial land.
- The **medium** growth scenario shows a surplus of 692 acres of industrial land and an 11-acre deficit of commercial land. The medium growth scenario is the preferred employment growth scenario and the scenario that represents the point-forecast for employment growth and land needs in the Region.
- The **high** growth scenario shows a surplus of 642 acres of industrial land and a 20-acre deficit of commercial land.

While the Region has enough or nearly enough land to accommodate future growth, it does not tell the full story of employment land sufficiency in the Central Tillamook Region. The key issue for the Region is whether there is sufficient commercial land with the necessary characteristics to accommodate expected growth. The specific issues are: (1) whether there is enough land that is primarily meant for commercial development in the Region, (2) the location of vacant commercial land, and (3) opportunities for commercial development at the Port.

- **Amount of commercial land.** The Region has an 11-acre deficit of commercial land to accommodate expected growth. In addition, the Region has relatively few large commercial sites, which include a 17-acre site in the City and a seven-acre site in the County.
- **Location of commercial land.** Much of the unconstrained vacant commercial land in the City of Tillamook is located outside of the City core, north of the City along Highway 101 or in the east of the City along Highway 6. **The location of unconstrained vacant commercial land is not ideal if the City wants to concentrate retail and tourism activity in commercial district in or near downtown.**

One of the key economic opportunities and potential growth industries identified in this study is growth of tourism, such as restaurants, hotels, or small shops (e.g., a shop selling locally-produced crafts) for visitors. Higher-end hotels are likely to prefer to locate in a place with an ocean view.

Another option, which is articulated in policies (Policy E-41) presented in the economic element of the City of Tillamook's Comprehensive Plan, is to take steps to encourage redevelopment within the downtown area.

- **Opportunities for commercial development at the Port.** The Port of Tillamook Bay has about 500 acres of vacant land, zoned M-1 (General Industrial). While a substantial amount of land at the Port will be used for industrial uses (e.g., the Industrial Park and the Airport Business Park), the Port expects developers of land along Highway 101 to desire a mixture of commercial and retail uses.

While the Port is not planning for large-scale retail development (e.g., a regional mall), this land may develop with some larger commercial uses, such as a new museum. The types of retail uses discussed varied from small shops that sell local goods (e.g., a hardware store or a crafts store) to regional commercial that serves locals and visitors (e.g., factory outlet

stores), once the Region has sufficient population and overnight tourism to support large-format retail. Commercial uses at the Port should complement, rather than compete with, commercial uses within the City of Tillamook.

It will be important for the key stakeholders (e.g., the City, County, Port and other interested parties) to engage in a dialog and planning process to determine what types of commercial uses are appropriate on the Port site. The key will be to identify uses that do not conflict with the City's policies as described ahead in this Chapter.

What types of business does the Central Tillamook Region want to attract?

The characteristics of the Central Tillamook Region will affect the types of businesses most likely to locate in the Region. The types of businesses that may be attractive to the Region include:

- **Specialty food production**, such as production of wild rice, wasabi, horseradish, mushrooms, truffles, oysters, blueberries, artichokes, sea salt, specialty brewing yeast, and specialty flowers.
- **Forest products**, such as timber, moss, or wild-grown edibles (e.g., mushrooms).
- **Specialty agricultural and forest production** for locally grown products.
- **Alternative energy production**, such as manure waste digesters, forest biomass, or wind energy production.
- **Agricultural services and businesses**, such as feed and equipment stores.
- **Specialty manufacturing**, such as avionics and aeronautical equipment, value-added lumber productions, wood products manufacturing, or other specialty manufacturing.
- **Other manufacturing**, such as recreational equipment, furniture manufacturing, specialty apparel, or other light manufacturing
- **Services for visitors, such as hotels, restaurants, and** activities such as recreation (e.g., bicycle tours), agricultural-based tourism (e.g., tourism for brewery or wine tasting), river- or ocean-resource-based tourism (e.g., fishing, crabbing, or oysters), ecological tourism, or special events.
- **Retail and personal services**, such as small specialty retail shops (e.g., a hardware store or a craft-supply store) and personal services such as financial institutions or beauty shops
- **Medical services** for seniors and other residents.
- **Services for seniors**, such as assisted living facilities, retirement centers, or recreational services.

What are the implications of the key economic development issues in the Central Tillamook Region?

The conclusion of the economic opportunities analysis is that the City and County has enough industrial land to accommodate the forecast for employment growth within the Central Tillamook Region over the next 20-years. The Region has a deficit of commercial land (11 acres) to accommodate commercial growth over the next 20-years.

The challenge for the City and County is developing approaches to strategically position the land base and infrastructure to capitalize on the region's comparative advantages and identifying strategic public investments that retain existing businesses and attract new businesses.

- **Consider local preferences for growth.** Interviews with stakeholders and discussions with staff suggest that there is a strong preference to maintain the rural character of the

community, while reinvigorating the economy to raise incomes while maintaining the rural, small-town atmosphere. The general preference for economic growth is for growth that fits with the existing character of the Region and for modest amounts of growth. This suggests an economic development strategy that focuses as much (or more) on business retention and expansion than on recruitment.

As the City, County, and Port continue work on economic development planning, decision-makers should keep these preferences in mind. The local governments can plan for growth in employment and increases in income, while retaining the unique and desirable characteristics of the community. Economic development policies and strategies, however, will need to be crafted to provide opportunities for types of growth that are consistent with community values, as well as the comparative advantages of the Region. Moreover, it will be important for the three local government agencies as well as the Tillamook Economic Development Council to ensure that strategies and actions align and are coordinated.

- **Build from the Region's strengths.** The Region is most likely to successfully retain, grow, or attract businesses that require the qualities found in the Central Tillamook Region. The Region's strengths include: transportation access to Highways 101 and 6, freight and automotive proximity to Portland, high quality natural resources and agricultural products, ocean and bay access, developable and serviced land at the Port of Tillamook Bay, the large base of tourists who pass through Tillamook already (nearly 1 million visitors annually), access to labor from the Northern Oregon Coastal region, and high quality of life.
- **Capitalize on opportunities to grow manufacturing.** The Region's opportunities for growing manufacturing are in production of value-added, niche agricultural products, wood products, and specialty manufacturers who locate in Tillamook because of the Region's attributes (e.g., availability of serviced industrial land or quality of life). Much of the manufacturing growth in the Region is likely to be at relatively small businesses and involve growth of a few jobs (e.g., one to nine jobs per firm). However, a larger manufacturer (e.g., one with 50 or more employees) might be attracted to the Region because the Port of Tillamook Bay's serviced land and the relative ease of transporting freight by truck to Portland.
- **Work together to create a coordinated framework for regional implementation of economic development strategies.** The primary purpose of the EOA is to provide a factual basis to support development of economic development policies and implementation strategies for the City of Tillamook and Tillamook County. It is important to acknowledge that the City, County, and Port already have policies and strategies that relate to economic development. A review of these strategies suggests a strong foundation exists on which to build from. Appropriate policies already exist; the issue is the lack of a coordinated implementation framework.

Input received suggests that an opportunity exists to engage in a regional dialog about how to best align strategies among the three government entities and the Economic Development Council of Tillamook County.

The next step is for the City and County to develop a plan to guide implementation of

economic development within the Region. The City and County should work together with other local and regional partners (including the Port) to develop an economic development action plan to prioritize the implementation of existing policies and goals.

Economic development strategies commonly include goals and actions to address the following topics:

- Encouraging growth of businesses and employment in target industries.
- Managing the supply of commercial and industrial land in the Region.
- Ensuring that employment land has necessary services.
- Supporting workforce development.

Several approaches exist to addressing this recommendation. Based on the review of the plans and input received through interviews and the Stakeholder meeting, the regional organizations (city, county, port, and EDCTC) should engage in one or more joint meetings to identify specific short term actions that are consistent with the existing plans and policies and address specific opportunities outlined in this report. The meetings should be organized and facilitated by an outside individual or group.

- **Concentrate manufacturing growth at key sites.** Manufacturing businesses may benefit from locating near to other manufactures (i.e., clustering), especially the businesses have common inputs (e.g., natural resources) or common labor requirements. The City and County could also benefit from manufactures that cluster together because it may be less costly and easier to provide infrastructure to one larger area, rather than many smaller sites around the Region. The obvious opportunity for clustering manufacturing businesses and making strategic infrastructure investments is at the Port of Tillamook Bay's, both in the Industrial and Airport Business Parks. In addition, the Port site may provide opportunities for a mixture of commercial and retail development, some of which might complement the manufacturing (e.g., selling locally manufactured or processed products).
- **Address service deficiencies on industrial land.** The majority of industrial land in the Region is at the Port. Land at the Port has well-documented service deficiencies, most notably deficiencies in wastewater service and transportation limitations. The City and County should work with the Port to resolve these deficiencies and make land at the Port available for development.

The first step in this process is complete. The City and County modified the Urban Growth Management Agreement (UGMA) in 2011 to allow the city to extend wastewater infrastructure to the Port site. While this step is pre-requisite to providing services, identifying funding sources will likely be the biggest challenge.

In addition, some industrial lands within the City are unserved because of the prohibitive cost or complexity of providing services to the industrial sites. The City should consider options for servicing these sites or using the land for other purposes that do not require urban-level services. In addition, the City may want to consider removing unserviceable industrial sites from the UGB. The City could work with the County to bring the Rural Industrial site south of the UGB into the City, allowing more intense usage of this site for industrial uses.

- **Identify opportunities for commercial land infill and redevelopment.** This study concludes that the Region has a modest deficit of commercial land (11 acres) to

accommodate commercial growth. The study identifies three key issues with the commercial land supply in the region are: (1) amount of commercial land in the Region, (2) few large sites (over five acres) for commercial development in the Region, and (3) very little vacant commercial land in Netarts or Oceanside. In addition, the 2010 Johnson-Reid study identified land needed for businesses to move out of flood-prone areas. The City and County should work together to identify opportunities for commercial infill and redevelopment.

In addition, there may be opportunities for other policy changes to allow for commercial development. For example, the City or County could redesignate land designated for other uses to allow commercial development. These opportunities are already addressed in policies in the City's Comprehensive Plan (Policy E-37). In addition, the Port may allow commercial uses at specific areas within the Port, such as along Highway 101.

- **Grow overnight tourism.** Nearly 1 million people visit the Tillamook Cheese Factory per year and Highway 101 has more than 5 million trips per year. The Region already has a lot of visitors and people who pass through the City. To grow tourism, the City, County and other stakeholders should:
 - *Develop a regional tourism marketing strategy.* The strategy should: (1) identify and involve stakeholders involved in developing tourism, (2) assess current and needed tourism infrastructure, (3) assess opportunities for growing tourism and increasing overnight stays in the Region, and (4) a concise action plan that identifies a few goals related to growing tourism and concrete actions to implement the goals. While the strategy should identify a long-term vision for growing tourism, we strongly recommend that the strategy focus on goals and actions that are achievable over the next one to three years and possibly as long as five years.
 - *Focus on increasing overnight tourism.* Average per person expenditures for overnight visitors to Oregon in 2009 was \$155, compared with \$46 for leisure visitors on a day trip. The Region provides most of the opportunities for the most common activities and experiences that overnight visitors to Oregon engage in.
 - *Develop tourism infrastructure.* Increasing revenue from tourism (both for businesses and local taxes) will require building infrastructure to support tourism (e.g., hotels and restaurants) and activities to keep people in Tillamook for multiple days (e.g., outdoor recreation like fishing, attractions, or events).

**BEFORE THE PLANNING COMMISSION OF THE
CITY OF TILLAMOOK
FINDINGS AND CONCLUSIONS
CENTRAL TILLAMOOK COUNTY REGION COMMERCIAL AND INDUSTRIAL
BUILDABLE LANDS INVENTORY AND ECONOMIC OPPORTUNITY
ANALYSIS**

APPLICANT: City of Tillamook, 210 Laurel Avenue, Tillamook, OR 97141

REQUEST: To recommend approval of the Central Tillamook County Region Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (EOA). The City of Tillamook has been working on this project with Tillamook County and the Port of Tillamook Bay for over a year. This is an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends.

SUMMARY: This report, completed by consulting firm ECONorthwest, presents a regional Economic Opportunities Analysis (EOA) consistent with the requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009) for the Central Tillamook Region (the Region). Goal 9 describes the EOA as "an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends" and states that "a principal determinant in planning for major industrial and commercial developments should be the competitive advantage of the region within which the developments would be located."

The EOA is organized as follows:

- Executive Summary
- Chapter 1: Introduction
- Chapter 2: Land Available for Industrial and Other Employment Uses
- Chapter 3: Economic Opportunities and Land Demand in the Central Tillamook Region
- Chapter 4: Implications

- Appendix A: National, State, County, and Local Trends
- Appendix B: Factors Affecting Future Economic Growth in Tillamook
- Appendix C: Employment Forecast and Site Needs for Industrial and Other Employment Uses
- Appendix D: Buildable Lands Inventory Methodology

The EOA has two primary goals:

- Identify comparative advantages for economic development in the Central Tillamook Region. The EOA identifies the comparative and competitive advantages of the Central Tillamook Region, identifying economic opportunities based on these advantages, and identifying policy direction to capitalize on these advantages.
- Determine if the Region has enough land to accommodate twenty years of growth. The EOA fulfills state planning requirements for a twenty-year supply of employment land by projecting the amount of land needed to accommodate the future employment growth within the Region between 2013 and 2033 and evaluating the existing employment land supply within the Region to determine if it is adequate to meet that need.

The Region includes the following communities: City of Tillamook, City of Netarts, City of Oceanside, the Port of Tillamook Bay and the community of Idaville. The Region is identified in the Analysis on Page 14.

Three forecast of employment growth by land use type in the Region from 2013 to 2033 were analyzed by ECONorthwest:

- The low growth scenario shows the about same distribution of employment in 2033 as in 2013. This scenario assumes little change in the amount and structure of employment in the Region.
- The medium growth scenario shows modest change in the distribution of employment in 2033 as in 2013. This scenario assumes that retail and services employment will lead growth, followed by growth in industrial employment, with government growing at a similar rate the OEA's forecast for population growth.
- The high growth scenario shows a greater change in the distribution of employment in 2033 as in 2013. Achieving the growth in the high growth scenario will require growth driven by increases in industrial employment, especially in manufacturing, and increases in retail and services driven by an increase in overnight tourism.

ECONorthwest identified the "medium" employment forecast as the most reasonable point forecast.

Interviews/Meetings. Numerous people, individually, on boards and committees contributed to the completion of this project. They include the following:

Mike Oliver, from the Tillamook Air Museum, Mark Labhart, Tillamook County Commissioner, Justin Aufdermauer, Tillamook Chamber of Commerce, Patrick Creteser, Tillamook Creamery Association, and Doug Rosenberg, TBHEID, were interviewed by ECONorthwest.

The Technical Advisory Committee (TAC) provided technical input in the development of the Central Tillamook County Region Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis. The TAC included the following people: Dan Biggs, Executive Director, Tillamook County Economic Development Council Economic and Small Business Development Center; John Boyd, Tillamook County Community Development Director; Michele Bradley, General Manager, Port of Tillamook Bay; Bradford Sheets, County Planner, Tillamook County; David Mattison, City Planner, City of Tillamook; Paul Wyntergreen, City Manager, City of Tillamook; Patrick Wingard, State Department of Land Conservation and Development; ECONorthwest, Bob Parker, AICP, Senior Planner, and Beth Goodman, Senior Planner. The TAC met for meetings, during the following months: July, October, December 2012, and February 2013.

Meetings were held in March 2013, before the Tillamook EDC, the Port of Tillamook Bay Board and the Chamber of Commerce. Additionally, the City Associations Committee held a meeting regarding the Central Tillamook County Region Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis in April 2013.

A Stakeholder Workshop was conducted on May 9, 2013, and included representatives from the City, County, Port of Tillamook Bay and other organizations.

HEARING DATES: The City Planning Commission held a public hearing on **May 16, 2013** and **June 6, 2013**. The City Council will hold a public hearing on **June 17, 2013**.

CITY CONTRACTS:

Personal Service Contract #426 was approved for the development of the Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis.

CITY COMPREHENSIVE PLAN GOALS, OBJECTIVES AND POLICIES

A number of City goals, objectives and policies, identified in the City Comprehensive Plan support the development of the EOA. These policies include:

Policy E-46 states that “The City shall support an active Economic Development Advisory Committee and shall work with that committee, the Port of Tillamook Bay, the County and Chamber of Commerce to:

- interest tourists in year round visits to Tillamook;
- use existing timber resources in local wood products manufacturing;
- increase local marine food processing;
- attract appropriate manufacturing concerns to the Tillamook area;
- support public facilities including water, sewer and parking to handle the planned growth;
- monitor changes in employment, population, retail sales, etc., in order to bring information up to date and be able to make adequate choices as development alternatives become available;
- focus key civic uses in the Town Center Area.

Policy E-48 states that “The City shall maintain an adequate supply of buildable commercial and industrial lands suitable for businesses and industries likely to locate in Tillamook.”

Policy E-50 states that “The City shall work to ensure that buildable commercial and industrial lands are market-ready, with access, infrastructure, and permit needs capable of being met at key sites within six months of receiving a proposal for development.”

Policy E-51 states that “Realizing the importance of industry to the economic stability of the community, it is desirable to encourage and aid in the improvement and well-located industrial development.”

Policy E-52 states that “The City shall promote and encourage greater use of Port of Tillamook Bay for industrial uses.”

Policy E-53 states that “The City shall participate in a countywide economic development program to recruit industry appropriate for the area.”

Policy E-54 states that “The City shall work with key state and federal agencies to promote local economic objectives and to seek financing for economic development programs and projects.”

All of these policies lead to the development of a Regional EOA. The City Comprehensive Plan Goals, Objectives and Policies were updated in October 2012, City Ordinance #1270 and have been recognized in the development of the analysis and referenced in the text.

OREGON ADMINISTRATIVE RULES (OAR's)

The content of this report is designed to meet the requirements of Oregon Statewide Planning Goal 9 and the administrative rule that implements Goal 9 (OAR 660-009).

OAR 660-009-0015(2) identifies the characteristics of needed sites and requires the EOA identify the number of sites, by type, reasonably expected to be needed for the 20-year planning period. Types of needed sites are based on the site characteristics typical of expected uses. The Goal 9 rule provides flexibility in how jurisdictions conduct and organize this analysis.

OAR 660-009-0005(11), Site Characteristics.

Site characteristics means the attributes of a site necessary for a particular industrial or other employment use to operate. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, services or energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes.

It specifically cites the “proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes” as a site characteristic. Manufacturers will need to locate on land that allows manufacturing, such as land zoned industrial. A key option for manufacturers is locating at the Port of Tillamook Bay’s Industrial Park.

It specifically cites “a minimum acreage” as a site characteristic. The size of the site will depend on the type of business. Some businesses may require relatively small locations at an existing farm or in the Port of Tillamook Bay’s Industrial Park, such as a Hoop house or a space in an existing building. Specialty manufacturers may require a relatively small site (e.g., 1- to 2-acres) for small-scale businesses or may require a large site (e.g., 10- or more acres) for large-scale operations. Small businesses may prefer to locate in existing buildings (if available).

It specifically cites “site configuration including shape and topography” as a site characteristic. Reasonably level and well-drained land outside the floodway is typical of employment areas. Areas not meeting these requirements are constrained and, as a result, may be unsuitable for development.

OAR 660-009-0005(2) states: "Development Constraints" means factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as habitat, environmental contamination, slope, topography, cultural and archeological resources, infrastructure deficiencies, parcel fragmentation, or natural hazard areas.

It also states: "Development Constraints" means factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as habitat, environmental contamination, slope, topography, cultural and archeological resources, infrastructure deficiencies, parcel fragmentation, or natural hazard areas.

It also specifically cites the “proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and major transportation routes” as a site characteristic. All businesses will need automotive access. Businesses providing services to visitors will need access to local streets, with space for

parking. Some will require access to Highway 101 or Highway 6 and some may prefer to locate in an area with access to local streets.

It also specifically cites “visibility” as a site characteristic, either along Highway 101, Highway 6, or downtown Tillamook. Many of the desired commercial businesses require from exposure to traffic and storefront view to the road to attract passing motorists and other customers.

OAR 660-009-0030 allows cities and counties to coordinate Economic Opportunities Analyses and to designate lands among the coordinating jurisdictions in a mutually agreed proportion. Under this new rule, regional coordination is strongly encouraged, but not required.

OREGON REVISED STATUTES (O.R.S.)

O.R.S. 197.250 Compliance with goals required. All comprehensive plans and land use regulations adopted by a local government to carry out those comprehensive plans and all plans, programs, rules or regulations affecting land use adopted by a state agency or special district shall be in compliance with the goals within one year after the date those goals are approved by the Land Conservation and Development Commission.

It appears the proposed Central Tillamook County Region Commercial and Industrial Buildable Lands Inventory and EOA meets this requirement and addresses the following State Goals:

- Goal 1 – Citizen Involvement,
- Goal 9 – Economic Development.

POSTING: Notice was mailed to the State of Oregon on May 17, 2013, and posted May 9, 2013, May 31, 2013 at: Tillamook City Hall, Tillamook County Court House, Tillamook County Library, Tillamook Fire District.

COMMENTS RECEIVED: Tamra Jacobs, member of the City Planning Commission, requested, at the June 6, 2013 meeting, that the previous comments be kept on the record that assumptions about limitations to development for the floodplain, aren’t a constraint. Those limitations only require developers to build higher.

Comments were received from Mia Nelson, Willamette Valley Advocate for 1000 Friends of Oregon, on May 29, 2013. She states that after review of the EOA, the organization finds it to be a well-written document with reasonable assumptions and sensible policy goals. They are especially impressed with the EOA’s regional approach to employment land planning. 1000 Friends is pleased to offer you their congratulations and support.

Regarding Tillamook County’s overall surplus of industrial land, they urge caution if conversion of serviceable industrial lands to retail uses is proposed at a future date. These lands are a valuable community asset, and can be difficult or impossible to replace, once lost. Industrial jobs are often highly paid, while retail jobs are generally the lowest paid of any sector. Therefore, a good supply of serviced industrial land would be a sound investment in the region’s future.

RECOMMENDATION: Based upon the findings listed above, the Central Tillamook County Region Commercial and Industrial Buildable Lands Inventory and EOA meets the City’s Comprehensive requirements, State requirements and it is recommended by City

Staff that the proposed County Region Commercial and Industrial Buildable Lands Inventory and EOA be recommended for approval.

BEFORE THE PLANNING COMMISSION
OF THE CITY OF TILLAMOOK

Approval of the Central Tillamook County Region Commercial and Industrial Buildable Lands Inventory and EOA

A public hearing on the above-entitled matter was held before the Planning Commission on May 16, 2013 and June 6, 2013, and the Planning Commission closed the public hearing and rendered a decision for recommended approval to the City Council at the June 6, 2013 hearing.

The Planning Commission recommends that the Central County Region Commercial and Industrial Buildable Lands Inventory and EOA with the listed conditions and changes be approved by the Tillamook City Council and adopts the findings of fact contained in the report as attached hereto.

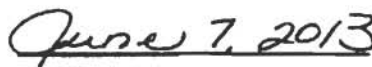
DATE SIGNED: June 6, 2013

DATE MAILED: June 7, 2013

CITY OF TILLAMOOK PLANNING COMMISSION CHAIR



Jan Stewart, Planning Commission Chair



Date

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WEED 24 JUL 2013

DEPT OF

JUL 30 2013

LAND CONSERVATION
AND DEVELOPMENT



City of Tillamook
210 Laurel Avenue
Tillamook, OR 97141

Dept. of Land Conservation & Development
Attn: Plan Amendment Specialist
635 Capitol Street NE, Suite 150
Salem, OR 97301-2540