

DATE: August 1, 2019
TO: Tualatin Project Advisory Committees
CC: Karen Perl Fox, Steve Koper, and Jonathan Taylor
FROM: Beth Goodman and Sadie DiNatale, ECONorthwest
SUBJECT: DRAFT: TUALATIN ECONOMIC DEVELOPMENT STRATEGY

The City of Tualatin contracted ECONorthwest to develop an Economic Opportunities Analysis and an Economic Development Strategy for Tualatin. The Economic Opportunities Analysis will determine whether the City of Tualatin has enough land to accommodate 20-years of commercial and industrial job growth. The Economic Opportunities Analysis (EOA) will provide the basis for an update to the City's Comprehensive Plan Economic Element, as well as development of an action plan to implement the economic development policies (i.e. the Economic Development Strategy).

Note to CAC: We have had fewer discussions about economic development policies than we have about housing policies. So, this document is less well-developed than the Housing Strategy. That said, it should follow the same general pattern as the Housing Strategy, when completed.

The EOA uses a planning period of 2020-2040. Tualatin is planning for growth of about 12,800 new jobs within the Tualatin city limits and the Basalt Creek area over the 20-year planning period. The preliminary results of the EOA show that Tualatin has a deficit of land designated for employment in the Commercial and Industrial comprehensive plan designations.

A key objective of the EOA and accompanying economic development strategy is to identify options for changes to the City's comprehensive plan and land use regulations needed to address commercial and industrial land needs. This memorandum presents an Economic Development Strategy for Tualatin, based on the results of the EOA, and discussions with the Community Advisory Committee (CAC) and Technical Advisory Committee (TAC). The economic development presents a comprehensive package of interrelated policy changes that the CAC and TAC recommend the City address.

This economic development strategy focuses on land use tools to ensure there is adequate land planned and zoned to provide opportunities for employment growth on sites with a variety of characteristics (e.g., site sizes, locations, visibility, and other characteristics).

Through the technical analysis of the EOA and input from the CAC and TAC, the City identified four strategic priorities to address issues identified in the EOA. Strategic priorities are described in greater detail in the section below. Appendix A presents the full text of Tualatin's existing Comprehensive Plan policies for commercial and industrial development. Appendix B presents the information about economic development tools commonly used in other cities in Oregon.

Tualatin's Economic Development Strategy

Tualatin's economic development strategy is organized around four broad strategic priorities: (1) ensure an adequate supply of land that is available and serviceable; (2) identify redevelopment opportunities; (3) support business retention, growth, and attraction; and (4) ensure there are connections between planning for economic development and other planning (such as transportation planning, water and wastewater planning, and economic development planning). The broad goal of the Tualatin economic development strategy is to help the City manage the land within the Tualatin planning area to support and manage economic growth while maintaining the character and quality of life in Tualatin and protecting public interests such as health, safety, and municipal revenues.

The Tualatin CAC convened seven times between March 2019 and September 2019. The CAC discussed economic development at the meetings in June, August, and September. The Tualatin TAC met four times between April 2019 and September 2019 and discussed economic development at two meetings (while some meetings included discussions of other topics, as well). The CAC and TAC provided input, through discussions at meetings and opportunities for input on written document, into development of the Economic Development Strategy.

The recommendations from the CAC and TAC in this strategy consider key findings from the EOA, such as the following examples. The City has a long-term deficit of commercial and industrial land. This document presents a comprehensive strategy that provides a variety of policies to support business retention, growth, and attraction in Tualatin.

Note to CAC: We will flesh the two paragraphs out further as we continue discussions and finalize the Economic Development Strategy.

Many of the actions described in the Tualatin Economic Development Strategy will require legislative amendments to the City's comprehensive plan and/or development code. These actions will be subject to standard notification and hearing procedures. After the economic opportunities analysis is completed, the Planning Commission and City Council will prioritize the actions suggested in this memorandum, along with other actions suggested for Tualatin 2040. Implementation of high priority actions will begin in 2020, based on City Council direction.

Summary of Actions

Note to CAC: A future version of the Strategy will have a summary in it.

Strategy 1: Ensure an adequate supply of land that is available and serviceable

This strategy is about ensuring an adequate land supply, which includes a twenty-year supply, but also a pipeline of serviced land that is available for immediate development (referred to as a “short-term” supply of employment land). Employment land supply should include sites with a variety of characteristics (e.g., site sizes, locations, visibility, and other characteristics). Efficient use of Tualatin’s employment land is key to ensuring that Tualatin has adequate opportunities to grow from 2020 to 2040, and beyond.

Issue Statement

Tualatin’s forecast for commercial and industrial employment growth and land demand shows that Tualatin has a deficit of land (74 gross acres) in Industrial plan designations and a deficit (175 acres) in Commercial plan designations (including retail, office, and other commercial services).

Tualatin is part of the Metro UGB and cannot expand its planning area on its own. Tualatin can, however, increase land use efficiency within its planning area, through changing zoning standards (e.g. limiting uses with lower employment density), allowing and encouraging more mixed-use development, planning for redevelopment (see Strategy 2).

Tualatin not only needs land that is vacant but also has urban services that support commercial and industrial development, such as municipal water service, sewer and wastewater service, storm water management systems, and transportation connections with adequate capacity to accommodate growth. Tualatin can monitor growth to ensure that the city has enough land in the short-term land supply (available for development within one year of application for a building permit) and “shovel-ready” land (available for development within 180 days of application for a building permit). Tualatin can work with Metro and other regional partners on future expansions of the Metro UGB to accommodate additional employment land development in Tualatin.

Goal

Ensure that sufficient land is designated so that the supply is adequate for commercial and industrial development. Maintain an adequate short-term supply of suitable commercial and industrial land to respond to economic development opportunities as they arise

“Short-term supply” means suitable land that is ready for construction usually within one year of an application for a building permit or request for service extension.

Recommended Actions

Note to the CAC: Below are actions briefly discussed in the June CAC meeting.

These actions will be fleshed out consistent with the way we discussed in the Housing Strategy. However, we have not had sufficient discussions to draw out the actions for the EOA as we did for the HNA. The next version of this Strategy will include more detail about key actions.

Actions briefly suggested by the CAC

- Re-zone land to meet land deficits.
- Limiting uses with a lower employment density.
- Encourage mixed-use development.
- Evaluate increasing building height limits to allow taller buildings in places like Town Center.

Other potential actions, not yet discussed with the CAC

Note to the CAC: Below are actions not yet discussed by the CAC but that may be appropriate in Tualatin.

- Identify industrial areas that might be more efficiently used for a combination of light industrial and commercial uses (limiting retail uses).
- Identify changes in the zoning code to make more efficient use of industrial areas, such as not allowing warehouse and distribution (which consumes significant amounts of land with low employment densities).
- Identify changes in the zoning code to make more efficient use of commercial areas.
- Identify opportunities to streamline the development process.
- Continue to coordinate capital improvement planning to ensure infrastructure availability on employment land and continue to pursue funding for needed infrastructure to support business expansion and private investments in businesses and job growth.
- When the Transportation System Plan is updated, prioritize transportation systems upgrades that are necessary to support employment growth.
- Seek regional support for development and improvement of transportation infrastructure. Working with Washington County, Metro, adjacent communities, and ODOT, advocate for and support improvements to key regional transportation facilities that serve employment areas in Tualatin.
- Identify options to extend transit service to employment centers to expand transportation options for workers in Tualatin.
- Work with willing land-owners to provide infrastructure to ensure a short-term land supply (available for development within one year of application for a

building permit) and shovel-ready land (available for development within 180 days of application for a building permit).

- Work with and encourage land owners to get sites certified by Business Oregon as shovel ready.
- Ensure that key development sites are listed on Business Oregon's Oregon Prospector web site to market sites to potential developers and businesses.
- Develop and implement a system to monitor the total and short-term supply of commercial and industrial lands. This includes monitoring commercial and industrial development (through permits) as well as land consumption (e.g. development on vacant, or redevelopable lands).
- Reevaluate Tualatin's commercial and industrial needs and land sufficiency on a regular basis tied to the Metro Growth Management cycle (i.e., every six years), as part of the City's coordination with Metro
- When Tualatin has commercial or industrial land deficits, coordinate with Metro to identify opportunities for expansion of the UGB into Urban Reserve areas appropriate for employment uses.

Strategy 2: Identify redevelopment opportunities

This strategy focuses on actions that are intended to identify redevelopment opportunities in areas where employment growth would be appropriate.

Issue Statement

Tualatin has a deficit of land for industrial and commercial land of 74 and 175 gross acres, repetitively. Some of this deficit could be accommodated through redevelopment of existing areas within Tualatin, where there are opportunities to increase the intensity of land uses. Redevelopment opportunities may also provide opportunities for development of mixed-use areas that are more walkable, have amenities that households frequently access (e.g., schools, medical facilities, parks, retail, restaurants, and other services), have access to transit, and accommodate new housing, consistent with the actions in Strategy 4.

Redevelopment may require actions from other strategies, such as: increasing allowable densities, re-zoning, land assembly, tax abatement program to support employment growth development, and funding support such as Urban Renewal or Local Improvement District.

Goal

Redevelop selected areas of Tualatin to create vibrant mixed-use districts that include new employment and housing opportunities.

Recommended Actions

Note to the CAC: Below are actions briefly discussed in the June CAC meeting.

These actions will be fleshed out consistent with the way we discussed in the Housing Strategy. However, we have not had sufficient discussions to draw out the actions for the EOA as we did for the HNA. The next version of this Strategy will include more detail about key actions.

Actions briefly suggested by the CAC

- Redevelop the Commons, changing zoning to allow taller buildings, create a mixed-use and walkable center.
- Re-zone land for more mixed-use.

Other potential actions, not yet discussed with the CAC

Note to the CAC: Below are actions not yet discussed by the CAC but that may be appropriate in Tualatin.

- Update the Tualatin Town Center Plan to focus on opportunities for redevelopment and vacant land development in Town Center.
- Identify three to four areas for mixed-use redevelopment and work with landowners to address issues preventing redevelopment (e.g., needed zoning change, infrastructure investments, etc.).
- Identify industrial areas that are ripe for industrial redevelopment or infill development on vacant portions of the site. Work with property owners to identify issues preventing redevelopment or infill development.
- Identify and plan for investments and infrastructure necessary to support redevelopment of key sites, through tools such as Urban Renewal or Local Improvement Districts.

Strategy 3: Support business retention, growth, and attraction

Economic development generally occurs through three broad approaches: retention of existing businesses, growth of existing and small businesses (such as entrepreneurs), and attracting of new businesses from outside of the city. This strategy describes economic development efforts to support growth of economic activity and employment.

Issue Statement

The main focus of economic development is retaining and growing businesses. These businesses both provide employment for people living in Tualatin and the surrounding region and pay property taxes that help balance the City's tax base.

This strategy is about actions that the support retention and expansion of existing businesses, growth and creation of entrepreneurial business, and attraction of new businesses that align with Tualatin's values as a community. The types of businesses the City wants to attract most are non-polluting businesses with wages at or above the Washington County average, focusing on growth of businesses that have sufficient wages for their workers to afford to live and work in Tualatin.

Goal

Support business growth in Tualatin to diversify and expand commercial and industrial development in order to provide employment opportunities with levels of pay that allows workers to live in Tualatin, as well as supporting the City's tax base.

Recommended Actions

Note to the CAC: Below are actions briefly discussed in the June CAC meeting.

These actions will be fleshed out consistent with the way we discussed in the Housing Strategy. However, we have not had sufficient discussions to draw out the actions for the EOA as we did for the HNA. The next version of this Strategy will include more detail about key actions.

Actions briefly suggested by the CAC

- Develop a clear vision for economic development and develop a plan to execute it deliberately.
- Attract firms that pay enough to support families.

Other potential actions, not yet discussed with the CAC

Note to the CAC: Below are actions not yet discussed by the CAC but that may be appropriate in Tualatin.

- Develop an action-oriented 5-year Economic Development Action Plan that includes a community vision for economic growth in Tualatin. The factual basis for the Action Plan is the information gathered about on local and regional economic trends gathered through the Economic Opportunity Analysis, from policies and objectives established for the Comprehensive Plan (this document) and with feedback and input from stakeholders. The Action Plan would present detailed actions for executing the economic development policies based on the priorities established by the Tualatin City Council.
- Establish an Economic Development Committee composed of elected and appointed officials, business owners and managers in Tualatin, people involved in economic development in Tualatin and the Portland Region, and residents of Tualatin.
- Continue to reach out to businesses in Tualatin and identify problems and barriers

to business growth and expansion in Tualatin. Addressing these issues could be part of the actions taken in the Economic Development Strategy.

- Support existing businesses by sharing technical resources, maintaining open communications with local business people, and providing available staff support for economic development projects initiated by the business community.
- Develop incentive programs to encourage businesses that provide jobs at or above the County average wage. Incentives could include: tax abatement programs, low-interest loans, fee waivers, and other incentives
- Identify opportunities to support growth of small businesses and entrepreneurs, such as business incubators or buildings with co-working space for small businesses.
- Support and encourage home-based businesses and identify barriers in the City's policies to growth of home-based businesses.
- Partner with a regional or statewide organization that assists new, entrepreneurial businesses to grow, retain businesses, and attract businesses to Tualatin. These partnership may include marketing Tualatin to attract new businesses. These organizations include: Tualatin Chamber of Commerce, Westside Economic Alliance, Greater Portland Inc., Business Oregon, and Federal agencies such as the Economic Development Administration.
- Attract businesses, such as businesses in industries identified as Target Industries in Tualatin's Economic Opportunities Analysis, such as XXX.

Strategy 4: Ensure there are connections between planning for economic development and other community planning

This strategy focuses on actions that are intended to ensure coordination between planning for economic development and other community planning, such as housing, transportation planning or other urban infrastructure planning (such as water or wastewater systems) and natural resources and parks planning.

Issue Statement

Discussions of economic development leads to discussions of transportation issues in Tualatin and a desire to ensure a jobs-housing balance in Tualatin. Transportation issues include heavy congestion on Tualatin's roadways, including access to I-5, arterial roads connecting Tualatin within the region, and local roadways. In addition, Tualatin is not well-served with transit. Tualatin is served with the West Side Express Service (WES) train and two TriMet bus lines. The Max line is expected to extend to Bridgeport Village.

In addition, Tualatin has more employees than residents. Between 2007 and 2017, population grew by about 0.35% per year, compared with employment growth of 2.9% per year. The

forecast for population growth over the next 20 years is substantially lower than employment growth, with a household growth forecast of about 0.4% per year and an employment forecast growth about 1.4% per year.

Jobs with at least average wages pay enough to live in rental housing in Tualatin. The average wage for employment in Tualatin in 2017 was about \$57,000, which is sufficient to afford a monthly rent of about \$1,425. The average multifamily rent in Tualatin was nearly \$1,200 in 2017.

However, the average sales price for a unit in Tualatin in early 2019 was \$480,000, which would require a wage of \$120,000 to \$140,000 to afford homeownership. None of the industries in Tualatin has average pay this high and only one-quarter of households in Tualatin and Washington County have household income high enough to afford the average sales price. As a result, people who work in Tualatin can own a newly purchased home in Tualatin if they have substantially higher-than-average wages or if there is more than one worker per household, which is common, with an average of 1.4 jobs per household in Tualatin.

Reasons for working in Tualatin and not living in Tualatin likely include more causes than problems affording households. People choose to commute for a variety of reasons: preference for another community, family and friends living in another community, choosing a location that allows the other worker(s) in the household an easier commute, long-term homeownership in another community, and other reasons.

The result of so much commuting is congestion on Tualatin's roads and the region's highways. Planning for new employment growth will require coordination with transportation planning. It will also require coordination with water, wastewater, and stormwater planning. Through this project and the Housing Needs Analysis, it requires coordination with planning for housing and neighborhood growth.

Goal

Ensure that Tualatin develops as a walkable and complete community with a range of amenities that are easily accessible to people who live in Tualatin.

Recommended Actions

Note to the CAC: Below are actions suggested by the CAC in prior discussions, including some from HNA discussions that seem applicable here.

- Evaluate opportunities to decrease dependence on automotive transportation for people working in Tualatin. For people who live and work in Tualatin this will include increased focus on development in walkable and bikeable areas and increases in transit service (amount and frequency of transit, as well as increased destinations for transit). For people who work in Tualatin and live elsewhere, it will focus on increases in transit connections between cities.

- Evaluate opportunities to expand transit and improve transportation connectivity in Tualatin particularly from the future SW Corridor station in Bridgeport to the Tualatin's Town Center and employment centers.
- Evaluate opportunities to address capacity issues on Tualatin's roads to ease congestion and make traveling by car within Tualatin and to areas outside of Tualatin easier.
- Evaluate opportunities for planning transit-oriented development, as transit becomes more available in Tualatin.
- Evaluate opportunities for residential development closer to jobs in Tualatin, to make it easier for people to walk, bicycle, or use transit to get to work.
- Evaluate opportunities to support development of housing that is affordable to workers at businesses in Tualatin to ensure that people who work in Tualatin have the opportunity to live in Tualatin.

Other potential actions, not yet discussed with the CAC

Note to the CAC: Below are actions not yet discussed by the CAC but that may be appropriate in Tualatin.

Appendix A: Tualatin's Existing Comprehensive Plan Policies

Section 4.050 General Growth Objectives.

Note to CAC: The following section includes objectives related to commercial and industrial development and that are not directly related to commercial and industrial development.

The following are general objectives used as a guide to formulate the Plan. The objectives are positive statements to de-scribe the Plan's intent to:

- (1) Provide a plan that will accommodate a population range of 22,000 to 29,000 people.
- (2) Cooperate with the Metropolitan Service District to reach regional consensus on population growth projections within the Tualatin area.
- (3) Conform to Metropolitan Service District (Metro) procedures for initiating amendments to the Metro Urban Growth Boundary.
- (4) Provide a plan that will create an environment for the orderly and efficient transition from rural to urban land uses.
- (5) Convert agricultural land only if needed for urban uses.
- (6) Arrange the various land uses so as to minimize land use conflicts and maximize the use of public facilities as growth occurs.
- (7) Prepare a balanced plan meeting, as closely as possible, the specific objectives and assumptions of each individual plan element.
- (8) Define the urban growth boundary.
- (9) Prepare a plan providing a variety of living and working environments.
- (10) Encourage the highest quality physical design for future development.
- (11) Coordinate development plans with regional, state, and federal agencies to as-sure consistency with statutes, rules, and standards concerning air, noise, water quality, and solid waste. Cooperate with the U.S. Fish and Wildlife Service to minimize adverse impacts to the Tualatin River National Wildlife Refuge from development in adjacent areas of Tualatin.
- (12) Adopt measures protecting life and property from natural hazards such as flooding, high groundwater, weak foundation soils and steep slopes.
- (13) Develop regulations to control sedimentation of creeks and streams caused by erosion during development of property.

(14) Develop a separate growth program that controls the rate of community growth and is acceptable to the Land Conservation and Development Commission.

(15) Arrange the various land uses in a manner that is energy efficient.

(16) Encourage energy conservation by arranging land uses in a manner compatible with public transportation objectives.

(17) Maintain for as long a period as possible a physical separation of non-urban land around the City so as to maintain its physical and emotional identity within urban areas of the region.

(18) Fully develop the industrial area located in Washington County west of the City only when adequate transportation facilities are available and the area has been annexed to the City and served with water and sewer services.

(19) Cooperate with Washington County to study the methods available for providing transportation, water and sewer service to the industrial area west of the City, designating this area as a special study area.

(20) Initiate annexation of property within the Urban Growth Boundary planned for residential development only when petitioned to do so by owners of the affected property, including cases involving unincorporated "islands" of property surrounded by land annexed previously.

(21) Territories to be annexed shall be in the Metro Urban Growth Boundary.

(22) Address [Metro's Urban Growth Management Functional Plan, Title 13](#), Nature in Neighborhoods, through the conservation, protection and restoration of fish and wildlife habitat, including Metro's Regionally Significant Fish and Wildlife Habitat, through the Tualatin Basin Natural Resource Coordinating Committee and the Tualatin Basin Program.

(a) Support and implement the elements of the Tualatin Basin Program to:

(i) Develop and adopt local policies and regulations to implement the provisions of the Tualatin Basin Program.

(ii) Adopt low impact development (LID) provisions to reduce environmental impacts of new development and remove barriers to their utilization.

(iii) Coordinate with Clean Water Services (CWS) to implement their Healthy Streams Action Plan and other programs such as their Stormwater Management Plan and Design and Construction Standards.

(iv) Coordinate with CWS, Metro and others to develop and support the funding, voluntary and educational components of the Tualatin Basin Program.

(v) Coordinate with CWS, Metro and others to develop and support the monitoring and adaptive management components of the Tualatin Basin Program.

(b) Continue active participation in the Tualatin Basin Natural Resources Coordinating Committee and the Steering Committee to support and implement the Tualatin Basin Program.

(c) Coordinate with CWS and Metro to update Metro's Regionally Significant Fish and Wildlife Habitat Inventory Map. Changes to the Inventory Map will be on-going as on-site inventories are conducted as part of private and public construction projects.

(d) Support and implement provisions allowing public access to planned public facilities.

Section 6.030 Objectives.


The following are general objectives used to guide the development of this Plan:

- (1) Encourage commercial development.
- (2) Provide increased employment opportunities.
- (3) Provide shopping opportunities for surrounding communities.
- (4) Locate and design commercial areas to minimize traffic congestion and maximize access.
- (5) Continue to utilize specific and enforceable architectural and landscape design standards for commercial development.
- (6) Encourage developers to consider solar access when designing commercial development projects.
- (7) Provide for limited and carefully designed neighborhood commercial centers.
- (8) Provide for the continued development of major medical services facilities in the City of Tualatin, especially at the Meridian Park Hospital site. The Medical Center Planning District shall be applied only to a property, or a group of contiguous properties, of no less than 25 acres and shall have frontage on an arterial as designated in [TDC Chapter 11](#), Tualatin Community Plan.

(9) To work with the applicable jurisdictions and agencies to develop the Durham Quarry Site and Durham Quarry Area with high quality development. It is appropriate to apply an overlay district on the Durham Quarry Site and Durham Quarry Area to allow mixed commercial/residential uses. It is appropriate to enter into an intergovernmental agreement with the City of Tigard and Washington County to allow the City of Tualatin to review and decide land use applications and building permit applications for the portion of the Durham Quarry Site in the City of Tigard.

Section 7.030 Objectives.

The following are general objectives used to guide development of the Plan and that should guide implementation of the Plan's recommendations:

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- (1) Encourage new industrial development.
 - (2) Provide increased local employment opportunity, moving from 12 percent local employment to 25 percent, while at the same time making the City, and in particular the Western Industrial District, a major regional employment center.
 - (3) Improve the financial capability of the City, through an increase in the tax base and the use of creative financing tools.
 - (4) Preserve and protect, with limited exceptions, the City's existing industrial land.
 - (5) Cooperate with Washington County, METRO, and the State of Oregon to study the methods available for providing transportation, water, and sewer services to the Western Industrial District.
 - (6) Fully develop the Western Industrial District and the Southwest Tualatin Concept Plan Area (SWCP), providing full transportation, sewer, and water services prior to or as development occurs.
 - (7) Improve traffic access to the Western Industrial District and SWCP area from the Interstate 5 freeway and State Highway 99W through regional improvements identified in the 2035 Regional Transportation Plan.
 - (8) Cooperate with the Department of Environmental Quality and METRO to meet applicable air quality standards by 1987.
 - (9) Construct a north/south major arterial street between Tualatin Road and Tualatin-Sherwood Road and SW Tonquin Road in the 124th Avenue alignment to serve the industrial area.
 - (10) Rebuild the Tualatin Road/Pacific Highway intersection to allow for substantially greater traffic flows.

- (11) Provide truck routes for industrial traffic that provide for efficient movement of goods while protecting the quality of residential areas.
- (12) Protect residential, commercial, and sensitive industrial uses from the adverse environmental impacts of industrial use.
- (13) Protect adjacent land uses from noise impacts by adopting industrial noise standards.
- (14) Continue to protect the Hedges Creek Wetland and Tonquin Scablands from adverse impacts of adjacent development.
- (15) Continue to administer specific and enforceable architectural and landscape design standards for industrial development.
- (16) Encourage industrial firms to use co-generation as a means to utilize waste heat from industrial processes and consider solar access when designing industrial facilities.
- (17) Protect wooded areas identified on the Natural Features Map found in the Technical Memorandum by requiring their preservation in a natural state or by integrating the major trees into the design of the parking lots, buildings, or more formal landscaping areas of an industrial development. If it is necessary to remove a portion or all of the trees, the replacement landscape features shall be subject to approval through the Architectural Review process.

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Appendix B: Potential Economic Development Actions

This appendix presents potential economic development actions that cities take to increase economic activities. The purpose of this appendix is to provide information and ideas to Tualatin staff and stakeholders, as they develop economic development policies and actions to implement those policies. This appendix is not intended to be adopted into the Tualatin Comprehensive Plan.

A wide range of economic development policies and actions are available to cities for influencing the level and type of economic development. It is useful to make a distinction between economic development policies, which are typically adopted by ordinance into local comprehensive land use plans, and a local economic development strategy. While policies and economic development strategies should be aiming to achieve the same outcomes, they are not the same thing. The key differences are: (1) economic development strategies are typically presented in the form of a strategic plan that covers a five-year time horizon while policies use the longer 20-year horizon in most comprehensive plans; (2) strategies are more broad reaching and may identify actions that extend outside the capacity of local government while policies focus on land use and infrastructure; and (3) strategies are more agile in the sense that they provide a framework rather than legal guidance.

While many of the actions identified in this appendix could be included either as policies or strategies, the focus is primarily on policies and actions that implement those policies.

Local economic development policy usually has a fundamental goal of supporting businesses that align with a jurisdiction's long-term vision for the community.¹ Economic development broadly focuses on three strategies: (1) business recruitment; (2) business retention and expansion (BRE); and (3) innovation and entrepreneurship. Historically, many cities focused on recruitment as their foundational strategy; however, many cities and economic development are rethinking this approach and local governments are increasingly implementing policies that focus on support for entrepreneurs, especially those starting new businesses.²

Recent research on the effectiveness of local economic development efforts support this focus on innovation and entrepreneurship to attract new, young businesses. Providing support for institutions and firms where innovation happens allows for businesses to grow and new businesses to form as industries evolve. Local jurisdictions can specifically provide support for accelerators and incubators, especially those that provide connections between research

¹ Based on Leigh and Blakley's definition for sustainable economic development as follows, "Local economic development is achieved when a community's standard of living can be preserved and increased through a process of human and physical development that is based on principles of equity and sustainability. There are three essential elements in this definition, detailed below: First economic development establishes a minimum standard of living for all and increases the standard over time. Second, economic development reduces inequality. Third, economic development promotes and encourages sustainable resource use and production." Leigh, N. and Blakeley, E. *Planning Local Economic Development: Theory and Practice*. 2013.

² Kauffman Foundation. "Entrepreneurship's Role in Economic Development." *Entrepreneurship Policy Digest*. June 2014.

institutions, established firms, and entrepreneurs. Entrepreneurs are also increasingly mobile with improved access to high-speed internet. Local jurisdictions can promote quality of life and access to amenities as a way to attract these new businesses.³ Moreover, every start up is also a BRE opportunity.

Economic development is also about collaboration and identifying partnerships that can make the most of the resources available for economic development activities. Local jurisdictions should focus on their role in economic development, as there are factors that the jurisdiction can and cannot control. As identified in a 2017 University of Oregon report on the “Perceptions and Needs of Economic Development Programs in Oregon,” organizations and jurisdictions involved in economic development activity supported the importance of coordination between entities, but that implementation of coordinating efforts is difficult due to lack of capacity, unbalanced effort, or trust issues.⁴ To help overcome these barriers to coordinating economic development efforts, a key component to developing local economic development policies is identifying which policies and actions that the City is well-suited to be a lead partner, and those better suited for a partner organization to lead. It is important to develop policies and actions that identify other organizations as the lead partner. Successful implementation of these policies and actions will depend on an understanding of an organization’s capacity and access to resources.

The focus of the actions listed in this Appendix is primarily on the City’s role: what resources can the City commit to economic development and what roles are most appropriate for the City. Following are foundational assumptions about the City’s role:

- The City plays a support role in economic and business development.
- The City is one of several organizations that provide and maintain infrastructure.
- The City has limited staff and financial resources that can be invested in appropriate economic development activities.
- The City has an obligation to adopt an economic development strategy, policies to manage employment lands, and maintain a 20-year supply of commercial and industrial sites under Goal 9 and OAR 660-009.
- The City is not the ideal organization to coordinate BRE and entrepreneurship activities or to house staff that are coordinating BRE and entrepreneurship activities.

The policy and action examples provided in this appendix are organized by broad policy categories, with cross-references to the factors of production that influence business location and expansion. The factors of production are discussed in detail the EOA document. While it is important to understand how the factors of production influence economic development

³ Leigh, N. and Blakeley, E. *Planning Local Economic Development: Theory and Practice*. 2013.

⁴ University of Oregon, Department of Planning, Public Policy & Management, Community Services Center. “Perceptions and Needs of Economic Development Programs in Oregon.” Final Report. December 2017.

activity, it is more useful to group policies and actions in broad categories such as, Land Use, Public Facilities, Business Assistance, etc.

The effectiveness of any individual actions or combination of actions depends on local circumstances and desired outcomes. Local strategies should be customized not only to meet locally defined objectives, but also to recognize economic opportunities and limitations (as defined in the Economic Opportunity Analysis). Positive outcomes are not guaranteed: even good programs can result in limited or modest results. It is important to remember that effective economic development requires a long-term view—immediate results are not guaranteed. Thus, maintaining a focus on implementation is essential.

Economic development is a team activity—no single entity can implement all the activities that are necessary for a robust economic development program. Many municipal economic development strategies include actions that rely on other entities to implement. For example, many municipal strategies we have reviewed include strategies and actions around workforce development. Workforce development is not a municipal service, so cities must coordinate with external entities for this function. The main points here are (1) be deliberate about policies / strategies /actions that rely on external partners, and (2) if these are included in the plan, be sure that resources are committed to execute them—understanding that coordination is time-consuming and challenging.

Table B-1 identifies a range of potential economic development strategies that the Tualatin could consider implementing. These strategies range from those closely associated with the basic functions of government (provision of buildable land and public services) to those sometimes viewed as outside the primary functions of government (such as financial incentives and business assistance). The primary action categories in Table B-1 are Land Use, Public Facilities, Business Assistance, Workforce, and Other. As stated above, it is important for Tualatin to identify the policies and actions they are well-suited to lead, and where collaboration with, and leadership from, partner organizations is necessary. Table B-1 also includes suggestions for potential partners and whether Tualatin should take on a lead or support role.

Table B-1. Potential economic development actions

Category/Policy Examples	Description and Examples	Potential Partners	City Lead or Support Role	Relevant Factors of Production
Land Use	Policies regarding the amount and location of available land and allowed uses.			
Provide adequate supply of land	Provide an adequate supply of development sites to accommodate anticipated employment growth with the public and private services, sizes, zoning, and other characteristics needed by firms likely to locate in Tualatin.	County, adjacent cities, State, landowners, and key stakeholders	Lead	Land, infrastructure
Increase the efficiency of the permitting process and simplify city land-use policies	Take actions to reduce costs and time for development permits. Adopt development codes and land use plans that are clear and concise.	County, if they assist with the permitting or building inspection process	Lead	Regulation, taxes, financial incentives
Public Facilities	Policies regarding the level and quality of public and private infrastructure and services.			
Provide adequate infrastructure to support employment growth	Provide adequate public services (i.e. roads, transportation, water, and sewer) and take action to assure adequate private utilities (i.e. electricity and communications) are provided to existing businesses and development sites.	Public works department, special service districts, utilities, State and Federal partners who may provide grants, developers and landowners	Lead	Local infrastructure, Access to markets, suitable land to serve
Focused public investment	Provide public and private infrastructure to identified development or redevelopment sites.	Public works department, special service districts, utilities, State and Federal partners who may provide grants, developers and landowners	Lead	Regulation, taxes
Communications infrastructure	Actions to provide high-speed communication infrastructure, such as developing a local fiber optic network.	Communication utilities and public works department	Lead/Support	Local infrastructure, Access to markets

Category/Policy Examples	Description and Examples	Potential Partners	City Lead or Support Role	Relevant Factors of Production
Business Assistance	Policies to assist existing businesses and attract new businesses.			
Business retention and growth	Targeted assistance to businesses facing financial difficulty or thinking of moving out of the community. Assistance would vary depending on a given business' problems and could range from business loans to upgrades in infrastructure to assistance in finding a new location within the community.	Chamber of Commerce, Business Oregon, Regional ED Corporation	Support	Local infrastructure, Access to markets, Materials, Regulation, Taxes, Financial incentives, Industry clusters
Recruitment and marketing	Establish a program to market the community as a location for business in general, and target relocating firms to diversify and strengthen the local economy. Take steps to provide readily available development sites, an efficient permitting process, well-trained workforce, and perception of high quality of life.	Chamber of Commerce, Business Oregon, Regional ED Corporation	Support	Labor, Land, Local infrastructure, Regulation, Taxes, Industry clusters, Quality of life
Development districts (enterprise zones, renewal districts, etc.)	Establish districts with tax abatements, loans, assist with infrastructure, reduced regulation, or other incentives available to businesses in the district that meet specified criteria and help achieve community goals.	Business Oregon, taxing districts, special districts, county	Lead	Local infrastructure, Regulation, Taxes, Financial incentives, Quality of life
Business clusters	Help develop business clusters through business recruitment and business retention policies. Encourage siting of businesses to provide shared services to the business clusters, businesses that support the prison and hospital and agricultural industry, including retail and commercial services.	Business Oregon, Educational/research institutions	Support	Industry clusters, Innovative capacity

Category/Policy Examples	Description and Examples	Potential Partners	City Lead or Support Role	Relevant Factors of Production
Public/private partnerships	Make public land or facilities available, public lease commitment in proposed development, provide parking, and other support services.	Developers, businesses, and landowners	Lead and/or Support	Land, Financial incentives
Financial assistance	Tax abatement, waivers, loans, grants, and financing for firms meeting specified criteria. Can be targeted as desired to support goal such as recruitment, retention, expansion, family-wage jobs, or sustainable industry.	County, special service districts, other taxing districts	Lead	Regulation, Taxes, Financial incentives
Business incubators	Help develop low-cost space for use by new and expanding firms with shared office services, access to equipment, networking opportunities, and business development information. Designate land for live-work opportunities.	Education/research institutions, Chamber of Commerce, Small Business Administration (Federal)	Support	Entrepreneurship, Innovative capacity, Access to markets
Business/start-up accelerators	Provide similar services and opportunities as a business incubator but using a specific timeframe for businesses to meet certain benchmarks. Help connect businesses with venture funding at the end of the time period of the program to continue product development.	Education/research institutions, Chamber of Commerce, Small Business Administration (Federal), venture capitalists	Support	Entrepreneurship, Innovative capacity, Access to markets
Mentoring and advice	Provide low-cost mentors and advice for local small businesses in the area of management, marketing, accounting, financing, and other business skills.	Chamber of Commerce, local businesses, and other potential mentors	Support	Entrepreneurship, Innovative capacity
Export promotion	Assist businesses in identifying and expanding into new products and export markets; represent local firms at trade shows and missions.	State, Chamber of Commerce, regional economic development partners	Support	Entrepreneurship, Innovative capacity, Access to markets
Workforce	Policies to improve the quality of the workforce available to local firms.			
Job training	Create opportunities for training in general or implement training programs for specific jobs or specific population groups (i.e. dislocated workers).	School districts, education/research institutions, businesses	Support	Labor

Category/Policy Examples	Description and Examples	Potential Partners	City Lead or Support Role	Relevant Factors of Production
Job access	Provide transit/shuttle service to bring workers to job sites.	Businesses, transit agency	Support	Labor, Local infrastructure
Jobs/housing balance	Make land available for a variety of low-cost housing types for lower income households, ranging from single-family housing types to multifamily housing.	Developers, landowners, businesses, affordable housing developers, other housing agencies or developers	Support	Land, Labor, Quality of life
Other				
Regional collaboration	Coordinate economic development efforts with the County, the State, and local jurisdictions, utilities, and agencies so that clear and consistent policies and objectives are developed.	Regional economic development partners, county, nearby cities, Business Oregon	Lead initiation of the coordination, participatory in the coordination process	Innovative capacity
Quality of life	Maintain and enhance quality of life through good schools, cultural programs, recreational opportunities, adequate health care facilities, affordable housing, neighborhood protection, and environmental amenities.	School district, recreational districts, hospitals and medical providers, affordable housing providers, and other stakeholders	Lead on city programs, support on other programs	Local infrastructure, Labor, Land, Quality of life

Source: ECONorthwest.