

---

# City of Tualatin

## Economic Opportunities Analysis

---

December 2019

Prepared for:  
City of Tualatin

**FINAL REPORT**

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

KOIN Center  
222 SW Columbia Street  
Suite 1600  
Portland, OR 97201  
503.222.6060

This page intentionally blank

# Acknowledgments

---

ECONorthwest prepared this report for the City of Tualatin. ECONorthwest and the City thank the many people who helped to develop the Tualatin Economic Opportunities Analysis.

## Community Advisory Committee

- Alice Galloway Neely
- Angela Handran
- Bryce Payne
- Daniel Bachhuber
- Derek Reinke
- Joe Lipscomb
- Katherine Galian
- Kellye Aprati
- Ken Johnson
- Lainie Magsarili
- Linda Moholt
- Rachael Duke
- Doug Plambeck
- Susan Noack
- Manny Trujillo
- Cyndy Hillier

## Technical Advisory Committee

- Aquilla Hurd-Ravich, Community Development Director
- Karen Perl Fox, Senior Long-Range Planner
- Jonathan Taylor, Economic Development Manager
- Steve Koper, Planning Manager
- Garet Prior, Policy Analyst
- Lauren Gonzalez, Permit Coordinator
- Tanya Williams, Assistant to the City Manager
- Betsy Ruef, Community Engagement Coordinator
- Ross Hoover, Parks and Recreation Director
- Rich Mueller, Parks and Recreation Manager
- Mike McCarthy, Principal Transportation Engineer
- Sean Brady, City Attorney
- Anne Debbaut/Kirstin Greene, DLCD Representatives
- Hector Rodriguez, ODOT representative
- Stu Peterson, Macadam Forbes
- Ken Gertz, Gertz Fine Homes
- Jeff Raker, Metro
- Ezra Hammer, Home Builders Association
- Katrina Holland, Community Alliance of Tenants
- Komi Kalevor, Washington County Housing Authority
- Ken Rencher, Washington County
- Melissa Dailey, Washington County

## **City of Tualatin Project Management Team**

- Aquilla Hurd-Ravich, Community Development Director
- Steve Koper, Planning Manager
- Karen Perl Fox, Senior Long-Range Planner (T2040 Project Manager)
- Jonathan Taylor, Economic Development Manager
- Gareth Prior, Policy Analyst

## **Consulting Team (ECONorthwest)**

- Beth Goodman, Project Director
- Margaret Raimann, Technical Manager
- Sadie DiNatale, Associate

## **Interpreters**

- Rosa Galvan
- Armando Gutierrez

### **City of Tualatin Contact:**

Karen Perl Fox, Senior Planner  
City of Tualatin  
18880 SW Martinazzi Avenue  
Tualatin, OR 97756  
503-691-3027  
kperlfox@tualatin.gov

### **ECONorthwest Contact:**

Beth Goodman, Project Director  
ECONorthwest  
222 SW Columbia, Suite 1600  
Portland, OR 97201  
503-222-6060  
goodman@econw.com

# Table of Contents

<b>EXECUTIVE SUMMARY</b>	<b>VII</b>
HOW MUCH BUILDABLE EMPLOYMENT LAND DOES TUALATIN CURRENTLY HAVE?	VII
HOW MUCH GROWTH IS TUALATIN PLANNING FOR?	VIII
HOW MUCH LAND WILL BE REQUIRED FOR EMPLOYMENT?	VIII
DOES TUALATIN HAVE ENOUGH LAND TO ACCOMMODATE EMPLOYMENT GROWTH?	IX
WHAT TYPES OF BUSINESS DOES TUALATIN WANT TO ATTRACT?	IX
WHAT ARE THE KEY CONCLUSIONS FROM THE EOA?	X
WHAT ARE THE KEY RECOMMENDATIONS OF THE EOA?	XI
<b>1. INTRODUCTION</b>	<b>1</b>
BACKGROUND	1
FRAMEWORK FOR AN ECONOMIC OPPORTUNITIES ANALYSIS	2
ORGANIZATION OF THIS REPORT	3
<b>2. FACTORS AFFECTING FUTURE ECONOMIC GROWTH</b>	<b>4</b>
FACTORS THAT AFFECT ECONOMIC DEVELOPMENT	4
SUMMARY OF THE EFFECT OF NATIONAL, STATE, AND REGIONAL TRENDS ON ECONOMIC DEVELOPMENT IN TUALATIN	10
INFRASTRUCTURE CAPACITY	22
TUALATIN'S STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS	25
SUMMARY OF TUALATIN'S COMPETITIVE AND COMPARATIVE ADVANTAGES	29
TARGET INDUSTRIES	30
<b>3. EMPLOYMENT GROWTH AND SITE NEEDS</b>	<b>35</b>
FORECAST OF EMPLOYMENT GROWTH AND COMMERCIAL AND INDUSTRIAL LAND DEMAND	35
SITE NEEDS FOR POTENTIAL GROWTH INDUSTRIES	44
<b>4. BUILDABLE LANDS INVENTORY</b>	<b>47</b>
DEFINITIONS	47
DEVELOPMENT CONSTRAINTS	48
BUILDABLE LANDS INVENTORY RESULTS	49
REDEVELOPMENT POTENTIAL	55
<b>5. LAND SUFFICIENCY AND CONCLUSIONS</b>	<b>57</b>
LAND SUFFICIENCY	57
CONCLUSIONS AND RECOMMENDATIONS	58
<b>APPENDIX A. NATIONAL, STATE, AND REGIONAL AND LOCAL TRENDS</b>	<b>60</b>
NATIONAL TRENDS	60
STATE TRENDS	67
REGIONAL AND LOCAL TRENDS	71
<b>APPENDIX B. BUILDABLE LANDS INVENTORY</b>	<b>86</b>
OVERVIEW OF THE METHODOLOGY	87

This page intentionally blank

# Executive Summary

This report presents an economic opportunities analysis (EOA) consistent with the requirements of Statewide Planning Goal 9 and the Goal 9 administrative rule (OAR 660-009). 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 primary goals of the EOA are to (1) project the amount of land needed to accommodate the future employment growth within Tualatin between 2020 and 2040, (2) evaluate the existing employment land supply within the City to determine if it is adequate to meet that need, and (3) to fulfill state planning requirements for a twenty-year supply of employment land.

## How much buildable employment land does Tualatin currently have?

Exhibit 1 shows commercial and industrial land in Tualatin with development capacity (lands classified vacant or partially vacant). The results show that Tualatin has about 385 unconstrained buildable acres within its city limits and Basalt Creek.

### Exhibit 1. Buildable Acres by Plan Designation and Zoning, Tualatin Planning Area, 2019

Source: Metro BLI, ECONorthwest Analysis. Note: The numbers in the table may not sum to the total as a result of rounding.

Generalized Plan Designation	Total buildable acres	Buildable acres on vacant lots	Buildable acres on partially vacant lots
<b>Commercial</b>			
Central Commercial	0	0	0
General Commercial	4	4	0
Medical Commercial	0	0	0
Neighborhood Commercial	0	0	0
Office Commercial	3	3	0
Recreational Commercial	0	0	0
<b>Industrial</b>			
General Manufacturing	99	99	0
Light Manufacturing	29	29	0
Manufacturing Business Park	85	85	0
Manufacturing Park	56	56	0
<b>Mixed-Use Commercial Overlay Zone</b>			
General Commercial	0	0	0
<b>Central Tualatin Overlay Zone</b>			
Central Commercial	0	0	0
General Commercial	0	0	0
Office Commercial	0	0	0
General Manufacturing	0	0	0
Light Manufacturing	0	0	0
<b>Basalt Creek Planning Area</b>			
Manufacturing Park	105	35	70
Neighborhood Commercial	4	4	0
<b>Total</b>	<b>385</b>	<b>314</b>	<b>70</b>

## How much growth is Tualatin planning for?

Goal 9 requires that cities provide for an adequate supply of commercial and industrial sites consistent with plan policies. To meet this requirement, Tualatin needs an estimate of the amount of commercial and industrial land that will be needed over the 2020–2040 planning period. Exhibit 2 presents the forecast of employment growth by land use type in Tualatin from 2020 to 2040.

Tualatin's employment base was 40,478 employees in 2020. The forecast shows that by 2040, Tualatin will have 53,332 employees, an increase of 12,854 jobs over the planning period.

### Exhibit 2. Forecast of Employment Growth by Land Use Type, Tualatin Planning Area, 2020–2040

Source: ECONorthwest. Note: The shaded percentages denote an assumption about the future share of employment (as a percent of total) by land use type. It assumes that the share of employment by land use type will remain the same.

Land Use Type	2020		2040		Change 2020 to 2040
	Employment	% of Total	Employment	% of Total	
Industrial	18,218	45%	24,004	45%	5,786
Retail Commercial	3,050	8%	4,018	8%	968
Office & Commercial Services	18,382	45%	24,219	45%	5,837
Government	829	2%	1,092	2%	263
<b>Total</b>	<b>40,478</b>	<b>100%</b>	<b>53,332</b>	<b>100%</b>	<b>12,854</b>

Tualatin will accommodate new government employees (263 employees) in Institutional Plan Designations. Therefore, the estimate of new employees (between 2020 and 2040) that will require commercial and industrial lands is 12,591 employees.

## How much land will be required for employment?

The forecast for land needed to accommodate employment growth in Tualatin shows that the growth of 12,591 new employees will result in demand for about 677 gross acres of commercial and industrial employment lands.



## Does Tualatin have enough land to accommodate employment growth?

Exhibit 3 shows that Tualatin has a deficit of suitable employment land to accommodate demand for commercial and industrial employment in the Tualatin Planning Area.

### Exhibit 3. Comparison of the Capacity of Land with Employment Land Demand by Land Use Type, Tualatin Planning Area, 2020–2040

Source: ECONorthwest. Note: Employment demand requires an additional 42 gross acres on land in Residential Plan Designations and one gross acre on land in an institutional (public) Plan Designation.

General Plan Designation	Land Supply (Suitable Gross Acres)	Land Demand (Gross Acres)	Land Sufficiency (Deficit)
Industrial	374	448	(74)
Commercial (incl Retail and Office)	11	186	(175)

## What types of business does Tualatin want to attract?

An analysis of growth industries in Tualatin should address two main questions: (1) Which industries are most likely to be attracted to Tualatin? and (2) Which industries best meet Tualatin's economic development goals? The selection of target industries is based on Tualatin's goals for economic development; economic conditions in Tualatin, Washington County, and the Portland Metro Region; and the city's competitive advantages.

Given the current employment base, which is composed of small and midsize businesses, it is reasonable to assume that much of the city's business growth will come from small and midsize businesses. This growth will either come from businesses already in Tualatin or new businesses that start or relocate to Tualatin from within the Portland Region or from outside of the region.

The industries identified as having potential for growth in Tualatin are:

- **Manufacturing.** Tualatin's manufacturing sector accounts for 27% of the city's employment base. A few examples of Tualatin's potential growth industries in manufacturing are:
  - *Advanced manufacturing.* This industry is an internally preferred grouping of five independent traded clusters: (1) Downstream Metal Products, (2) Lighting and Electrical Equipment, (3) Metalworking Technology, (4) Production Technology and Heavy Machinery, and (5) Upstream Metal Manufacturing.
  - *Food processing and manufacturing.* The Bureau of Labor Statistics describes this industry cluster as one that takes livestock and agricultural products (raw food materials) and transforms them into products for intermediate or final consumption (sold to wholesalers or retailers for distribution). Tualatin's food

processing and manufacturing cluster is its fastest growing industry (projected to grow 64% from 2017 to 2028).

- **Plastics.** Wages in the plastics industry cluster (comprising establishments that manufacture plastic materials and other plastic components/products) grew 14 % from 2012 to 2017. As the fourth most concentrated cluster in Tualatin (with an LQ of 5.21), this industry presents objective growth potential for lower-skilled workers.
- **Information technology and analytical systems.** This industry cluster includes establishments that work in computers, software, audio visual equipment, laboratory instruments, and medical apparatus development (e.g., standard and precision electronics like circuit boards and semiconductors).
- **Business services.** Business services establishments including corporate headquarters and other professional services (e.g., consulting, back office services, financial services/legal services, facilities support, computer services, etc.). In Tualatin, this industry is expected to see the largest growth in total jobs, and it had the largest growth in average wage.

## What are the key conclusions from the EOA?

The conclusions about commercial and industrial land sufficiency in Tualatin are:

- **Tualatin has a deficit of land to accommodate new employment growth.** Tualatin has a deficit of about 74 acres of land in industrial Plan Designations and 175 acres of employment in commercial Plan Designations to accommodate employment. Tualatin will need to consider policies to increase the efficiency of employment land use within the City, such as policies to encourage denser employment development and redevelopment that results in higher-density development.
- **Tualatin has substantial redevelopment potential.** A majority of redevelopable lots are in industrial areas. For example, change of use (and redevelopment) of the gravel pit in the southwest area of the Manufacturing Business Park presents substantial redevelopment opportunities. The six tax lots in the gravel pit comprise 181 acres with about 47 constrained acres, mostly due to steep slopes and wetlands. When mining ceases in the gravel pit, which may or may not occur in the twenty-year planning period, the gravel pit may be redevelopable and available for new employment uses.
- **Tualatin's primary comparative advantages for economic development are its location along the I-5 corridor and proximity to urban and cultural amenities/services in the Portland Region, making Tualatin an attractive place for businesses to locate.** Tualatin has advantages through its access to the regional labor market and the region's growing labor force comprising diverse skill sets.
- **Tualatin will need to address transportation capacity issues to accommodate growth, particularly along regional connectors (roads and avenues).** Traffic congestion is a substantial issue in Tualatin and surrounding areas, making it difficult to commute to

Tualatin from other cities within the Portland Region and within Tualatin. Stakeholders are concerned that additional employment growth will make congestion substantially worse.

## What are the key recommendations of the EOA?

Following are a summary of ECONorthwest's recommendations to Tualatin based on the analysis and conclusions in this report. The *Tualatin Economic Development Strategy* memorandum presents the full list of recommendations for Tualatin.

- **Ensure that Tualatin has enough land to accommodate expected employment growth and that land has infrastructure to support employment growth.** Tualatin should identify opportunities to support mixed-use development (especially development that includes commercial and residential uses) to accommodate employment growth, especially commercial employment growth. The City should identify opportunities to make more efficient use of employment land, such as limiting development of businesses that have large land requirements and have little employment (such as distribution). In addition, the City should work with landowners to get key employment sites certified as “shovel ready” to speed the development process.
- **Identify opportunities for redevelopment, especially mixed-use redevelopment.** The City has a substantial deficit of industrial and commercial land. The City may be able to address some or most of this deficit within the existing planning area (without a UGB expansion). To do so, the City should identify districts for redevelopment, such as mixed-use development. This planning includes revising the Tualatin Town Center Plan to focus on opportunities to support redevelopment, identify tools to support redevelopment, and identify areas appropriate for more intense industrial uses (e.g., redevelopment of the gravel pit in the southwest area of the city once mining activity has ceased).
- **Grow jobs and businesses in Tualatin by supporting business retention, growth, and attraction.** The first step in growing jobs and businesses in Tualatin is revising the economic development strategy, including developing a clear vision for economic development in Tualatin and creating an action plan to implement the vision. The revised strategy can build on the *Tualatin Economic Development Strategy* produced as part of this analysis, but the revised strategy should include a detailed action plan to implement the newly developed vision for economic development. In revising the strategy, the City should identify partnerships and incentive programs to grow, retain, and attract businesses and to support entrepreneurial businesses in Tualatin.
- **Ensure that the City connects planning for economic development with other community planning.** Throughout the project, stakeholders emphasized the need to coordinate economic development planning with housing, transportation planning, and other community planning. Updates to the Tualatin Transportation System Plan should be coordinated with planning for employment and business growth. A key approach to accommodating new commercial development is redevelopment that results in mixed-

use districts, providing opportunities for more housing affordable to people working at businesses in Tualatin and living closer to work (thus reducing transportation issues). In addition, stakeholders would like to see incorporation of services needed to meet daily needs of residents of neighborhoods without driving.

The *Tualatin Economic Development Strategy* memorandum presents more details about each of these topics and recommendations for specific actions to implement these recommendations.

# 1. Introduction

---

This report presents an economic opportunities analysis (EOA) for the City of Tualatin. The purpose of an EOA is to develop information as a basis for policies that capitalize on Tualatin opportunities and help address the City's challenges. The EOA includes technical analysis to address a range of questions that Tualatin faces in managing its commercial and industrial land. For example, the EOA includes an employment forecast that describes how much growth Tualatin should plan for over the 2020–2040 period and identifies the amount and type of employment land necessary to accommodate growth in Tualatin over that period. The EOA also includes an inventory of commercial and industrial land within Tualatin's Planning Area to provide information about the amount of land available to accommodate employment growth.

This EOA complies with the requirements of Statewide Planning Goal 9, the Goal 9 administrative rules (OAR 660 Division 9), and the court decisions that have interpreted them. Goal 9 requires cities to state objectives for economic development (OAR 660-009-0020[1][a]) and to identify the characteristics of sites needed to accommodate industrial and other employment uses (OAR 660-009-0025[1]) over the twenty-year planning period. This approach could be characterized as a *site-based* approach that projects land need based on the forecast for employment growth, the City's economic development objectives, and the specific needs of target industries.

## Background

Tualatin last evaluated economic trends in a 2014 update to the City's Economic Development Strategic Plan. Around that same time, Greater Portland Inc. completed a five-year economic development strategy for the Portland Region (Greater Portland 2020), which defined emerging industry clusters and policies for economic development in the region. In 2018, Tualatin also completed a concept plan for the Basalt Creek Planning Area, which allocated substantial land as a Manufacturing Park and was expected to accommodate 1,897 new jobs.

The purpose of this project was to develop a factual base to provide the City with information about current economic conditions. This factual basis provides information necessary for updating the City's Economic Development Comprehensive Plan policies. This report identifies opportunities to meet the City's economic development objectives and develop comprehensive plan policies and implementation strategies that capitalize on the City's comparative advantages and address areas of economic weakness.

The EOA provides information that the City can use to identify and capitalize on its economic opportunities. It also provides information essential to addressing the City's challenges in managing economic development, such as a lack of commercial sites to support growth of businesses that require office space and a lack of policy direction to address these issues, as well as underutilized industrial and commercial land.

The EOA draws on information from numerous data sources, such as the Oregon Employment Department, U.S. Bureau of Economic Analysis, U.S. Bureau of Labor Statistics, and the U.S. Census.

## Framework for an Economic Opportunities Analysis

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). The analysis in this report is designed to conform to the requirements for an economic opportunities analysis (EOA) in OAR 660-009 as follows.

1. *Economic Opportunities Analysis (OAR 660-009-0015)*. The EOA requires communities to (1) identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county, or local trends; (2) identify the number of sites by type reasonably expected to be needed to accommodate projected employment growth based on the site characteristics typical of expected uses; (3) include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and (4) estimate the types and amounts of industrial and other employment uses likely to occur in the planning area. Local governments are also encouraged to assess community economic development potential through a visioning or some other public input-based process in conjunction with state agencies.
2. *Industrial and commercial development policies (OAR 660-009-0020)*. Cities are required to develop commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the city or county to designate an adequate number of employment sites of suitable sizes, types, and locations. The plan must also include policies to provide necessary public facilities and transportation facilities for the planning area. Tualatin's draft economic development policies will be in the Tualatin Economic Development Strategy memorandum, which will accompany this report.
3. *Designation of lands for industrial and commercial uses (OAR 660-009-0025)*. Cities and counties must adopt measures to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementation measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans. More specifically, plans must identify the approximate number, acreage, and characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies and must designate serviceable land suitable to meet identified site needs.

## Organization of this Report

This report is organized as follows:

- **Chapter 2.** Factors Affecting Future Economic Growth summarizes historic economic trends that affect current and future economic conditions in Tualatin as well as Tualatin's competitive advantages for economic development.
- **Chapter 3.** Employment Growth and Site Needs presents a forecast for employment growth in Tualatin and describes the City's target industries and site needs for potential growth in industries.
- **Chapter 4.** Buildable Lands Inventory presents a summary of the inventory of employment lands.
- **Chapter 5.** Land Sufficiency and Conclusions compares the supply of land demand for buildable lands and presents key concluding recommendations for Tualatin.

This report also includes two appendices:

- **Appendix A.** National, State, and Regional and Local Trends
- **Appendix B.** Buildable Lands Inventory Methodology



## 2. Factors Affecting Future Economic Growth

---

Tualatin exists as part of the economy of the Portland Region. While Portland is the economic center of the region, providing urban amenities (such as stores, medical services, or personal financial services) to residents, Tualatin also provides similar amenities to its residents and visitors.

This chapter describes the factors affecting economic growth in Tualatin within the context of national and regional economic trends. The analysis presents the City's competitive advantages for growing and attracting businesses, which forms the basis for identifying potential growth industries in Tualatin.

### Factors that Affect Economic Development<sup>1</sup>

The fundamental purpose of Goal 9 is to make sure that a local government plans for economic development. The planning literature provides many definitions of economic development, both broad and narrow. Broadly,

Economic development is the process of improving a community's well-being through job creation, business growth, and income growth (factors that are typical and reasonable focus of economic development policy), as well as through improvements to the wider social and natural environment that strengthen the economy.<sup>2</sup>

That definition acknowledges that a community's wellbeing depends in part on narrower measures of economic wellbeing (e.g., jobs and income) and on other aspects of quality of life (e.g., the social and natural environment). In practice, cities and regions trying to prepare an economic development strategy typically use a narrower definition of economic development; they take it to mean business development, job growth, and job opportunity. The assumptions are that:

- Business and job growth are contributors to and are consistent with economic development, increased income, and increased economic welfare. From the municipal point of view, investment and resulting increases in property tax are important outcomes of economic development.
- The evaluation of trade-offs and balancing of policies to decide whether such growth is likely to lead to overall gains in well-being (on average and across all citizens and

---

<sup>1</sup> The information in this section is based on previous Goal 9 studies conducted by ECONorthwest and the following publication: *An Economic Development Toolbox: Strategies and Methods*, Terry Moore, Stuart Meck, and James Ebenhoh, American Planning Association, Planning Advisory Service Report Number 541, October 2006.

<sup>2</sup> *An Economic Development Toolbox: Strategies and Methods*, Terry Moore, Stuart Meck, and James Ebenhoh, American Planning Association, Planning Advisory Service Report Number 541, October 2006.



businesses in a jurisdiction, and all aspects of well-being) is something that decision makers do after an economic strategy has been presented to them for consideration.

That logic is consistent with the tenet of the Oregon Land Use Planning program: all goals matter, no goal dominates, and the challenge is to find a balance of conservation and development that is acceptable to a local government and state. Goal 9 does not dominate, but it legitimizes and requires that a local government focus on the narrower view of economic development that focuses on economic variables.

In that context, a major part of local economic development policy is about local support for business development and job growth; that growth comes from the creation of new firms, the expansion of existing firms, and the relocation or retention of existing firms. Specifically, new small businesses are accounting for a larger share of the job growth in the United States.<sup>3</sup> This shift toward a focus on entrepreneurship, innovation, and small businesses presents additional options for local support for economic development beyond firm attraction and retention. Thus, a key question for economic development policy is, *What are the factors that influence business and job growth, and what is the relative importance of each?* This document addresses that question in depth.

## What factors matter?

Why do firms locate where they do? There is no single answer—different firms choose their locations for different reasons. Key determinants of a location decision are a firm's *factors of production*. For example, a firm that spends a large portion of total costs on unskilled labor will be drawn to locations where labor is relatively inexpensive. A firm with large energy demands will give more weight to locations where energy is relatively inexpensive. In general, firms choose locations they believe will allow them to maximize net revenues—if demand for goods and services are held roughly constant, then revenue maximization is approximated by cost minimization.

The typical categories that economists use to describe a firm's production function are:

- **Labor.** Labor is often the most important factor of production. Other things equal, firms look at productivity—labor output per dollar. Productivity can decrease if certain types of labor are in short supply, which increases the costs by requiring either more pay to acquire the labor that is available, the recruiting of labor from other areas, or the use of the less productive labor that is available locally.
- **Land.** Demand for land depends on the type of firm. Manufacturing firms need more space and tend to prefer suburban locations where land is relatively less expensive and

---

<sup>3</sup> According to the 2018 Small Business Profile from the U.S. Small Business Office of Advocacy, small businesses account for over 99 percent of total businesses in the United States, and their employees account for nearly 50% of American workers. <https://www.sba.gov/sites/default/files/advocacy/2018-Small-Business-Profiles-US.pdf>

less difficult to develop. Warehousing and distribution firms need to locate close to interstate highways.

- **Local infrastructure.** An important role of government is to increase economic capacity by improving quality and efficiency of infrastructure and facilities, such as roads, bridges, water and sewer systems, airport and cargo facilities, energy systems, and telecommunications.
- **Access to markets.** Though part of infrastructure, transportation merits special attention. Firms need to move their product (either goods or services) to the market, and they rely on access to different modes of transportation to do this.
- **Materials.** Firms producing goods, and even firms producing services, need various materials to develop products that they can sell. Some firms need natural resources (i.e., raw lumber) and others may need intermediate materials (i.e., dimensioned lumber).
- **Entrepreneurship.** This input to production may be thought of as good management, or even more broadly as a spirit of innovation, optimism, and ambition that distinguishes one firm from another even though most of their other factor inputs may be quite similar. Entrepreneurial activity, even when unsuccessful, can offer information about the local market that other entrepreneurs can use in starting a new firm. Entrepreneurs are typically willing to take on more risk in uncertain markets, and a strengthened entrepreneurial environment can help to reduce that risk and uncertainty.<sup>4</sup> Entrepreneurs also tend to have more mobility than larger firms and are more likely to locate in areas with a strong entrepreneurial environment.<sup>5</sup> To some degree, local governments can promote the high quality of life in an area to attract entrepreneurs, in addition to adopting regulations with minimal barriers—or at least, clear guidelines—for new small businesses.

The supply, cost, and quality of any of these factors obviously depends on market factors such as conditions of supply and demand locally, nationally, and even globally. But they also depend on public policy. In general, public policy can affect these factors of production through:

- **Regulation.** Regulations protect the health and safety of a community and help maintain the quality of life. Overly burdensome regulations, however, can be disincentives for businesses to locate in a community. Simplified bureaucracies and straightforward regulations can reduce the burden on businesses and help them react quickly in a competitive marketplace.
- **Taxes.** Firms tend to seek locations where they can optimize their after-tax profits. Tax rates are not a primary location factor—they matter only after businesses have made decisions based on labor, transportation, raw materials, and capital costs. The costs of these production factors are usually similar within a region. Therefore, differences in tax

---

<sup>4</sup> Tessa Conroy and Stephan Weiler. “Local and Social: Entrepreneurs, Information Network Effects, and Economic Growth” (2017). [https://redi.colostate.edu/wp-content/uploads/sites/50/2017/05/gender\\_gia\\_Jun2017-2.pdf](https://redi.colostate.edu/wp-content/uploads/sites/50/2017/05/gender_gia_Jun2017-2.pdf)

<sup>5</sup> Emil E. Malizia and Edward J. Feser. *Understanding Local Economic Development*. (1999).

levels across communities within a region are more important in the location decision than are differences in tax levels between regions.

- **Financial incentives.** Governments can offer firms incentives to encourage growth. Most types of financial incentives have had little significant effect on firm location between regions. For manufacturing industries with significant equipment costs, however, property or investment tax credit or abatement incentives can play a significant role in location decisions. Incentives are more effective at redirecting growth within a region than they are at providing a competitive advantage between regions.

This discussion may make it appear that a location decision is based entirely on a straightforward accounting of costs, with the best location being the one with the lowest level of overall costs. Studies of economic development, however, have shown that location decisions depend on a variety of other factors that indirectly affect costs of production. These indirect factors include agglomerative economies (also known as industry clusters), quality of life, and innovative capacity.

- **Industry clusters.** Firms with similar business activities can realize operational savings when they congregate in a single location or region. Clustering can reduce costs by creating economies of scale for suppliers. For this reason, firms tend to locate in areas where there is already a presence of other firms engaged in similar or related activities.
- **Quality of life.** A community that features many quality amenities, such as access to recreational opportunities, culture, low crime, good schools, affordable housing, and a clean environment can attract people simply because it is a nice place to be. A region's quality of life can attract skilled workers, and if the amenities lure enough potential workers to the region, the excess labor supply pushes their wages down so that firms in the region can find skilled labor for a relatively low cost. The characteristics of local communities can affect the distribution of economic development within a region, with different communities appealing to different types of workers and business owners. Sometimes location decisions by business owners are based on an emotional or historical attachment to a place or set of amenities, without much regard for the cost of other factors of production.
- **Innovative capacity.** Increasing evidence suggests that a culture promoting innovation, creativity, flexibility, and adaptability is essential to keeping U.S. cities economically vital and internationally competitive. Innovation is particularly important in industries that require an educated workforce. High-tech companies need to have access to new ideas typically associated with a university or research institute. In addition to innovations in research and development within firms or research institutions, firms may also draw on the innovative capacity of entrepreneurs in an area. These entrepreneurs may be former employees of the larger firm or businesses that relocated to an area because of the proximity to an industry cluster. Strong networks and communication between firms, research institutions, and entrepreneurs are key

components to leveraging innovative capacity in an area.<sup>6</sup> Local governments are well-equipped to help foster these networks through supporting economic development tools such as small business assistance centers or incubation centers. Government can also be a key part of a community's innovative culture through the provision of services and regulation of development and business activities that are responsive to the changing needs of business.

## How important are these factors?

To understand how changes in public policies affect local job growth, economists have attempted to identify the importance for firms of different locational factors. They have used statistical models, surveys, and case studies to examine detailed data on the key factors that enter the business location decision.

Economic theory says that firms locate where they can reduce the costs of their factors of production (assuming demand for products and any other factors are held constant). Firms locate in regions where they have access to inputs that meet their quality standards, at a relatively low cost. Because firms are different, the relative importance of different factors of production varies both across industries and, more importantly, across firms.

No empirical analysis can completely quantify firm location factors because numerous methodological problems make any analysis difficult. For example, some would argue simplistically that firms would prefer locating in a region with a low tax rate to reduce tax expenses. However, the real issue is the value provided by the community for the taxes collected. Because taxes fund public infrastructure that firms need, such as roads, water, and sewer systems, regions with low tax rates may end up with poor infrastructure, making it less attractive to firms. When competing jurisdictions have roughly comparable public services (type, cost, and quality) and quality of life, then tax rates (and tax breaks) can make a difference.

Further complicating any analysis is the fact that many researchers have used public expenditures as a proxy for infrastructure quality. But large expenditures on roads do not necessarily equal a quality road system. It is possible that the money has been spent ineffectively and the road system is in poor condition.

An important aspect of this discussion is that the business function at a location matters more than a firm's industry. A single company may have offices spread across cities with headquarters located in a cosmopolitan metropolitan area, the research and development divisions located near a concentration of universities, the back office in a suburban location, and manufacturing and distribution located in areas with cheap land and good interstate access.

The location decisions of businesses are primarily based on the availability and cost of labor, transportation, raw materials, and capital. The availability and cost of these production factors are usually similar within a region. Most economic development strategies available to local

---

<sup>6</sup> Nancey Green Leigh and Edward Blakely. *Planning Local Economic Development: Theory and Practice*. 2013.

governments, however, only indirectly affect the cost of these primary location factors. Local governments can most easily affect tax rates, public services, and regulatory policies. Economists generally agree that these factors do affect economic development, but the effects on economic development are modest. Thus, most of the strategies available to local governments have only a modest effect on the level and type of economic development in the community.

Local governments can provide support for new and existing small businesses through policies and programs that support entrepreneurship and innovation. The National League of Cities suggests strategies for local governments, including strong leadership from elected officials; better communication with entrepreneurs, especially regarding the regulatory environment for businesses in the community; and partnerships with colleges, universities, small business development centers, mentorship programs, community groups, businesses groups, and financial institutions.<sup>7</sup>

Local governments in Oregon also play a central role in the provision of buildable land through the inclusion of lands in the Urban Growth Boundary, through the determination of plan designations and zoning, and through the provision of public services. Obviously, businesses need buildable land to locate or expand in a community. Providing buildable land alone is not sufficient to guarantee economic development in a community — market conditions must create demand for this land, and local factors of production must be favorable for business activity. In the context of expected economic growth and the perception of a constrained land supply in Tualatin, the provision of buildable land has the potential to strongly influence the level and type of economic development in the City. The provision of buildable land is one of the most direct ways that Tualatin can affect the level and type of economic development in the community.

---

<sup>7</sup> National League of Cities. “Supporting Entrepreneurs and Small Businesses.” (2012). <https://www.nlc.org/supporting-entrepreneurs-and-small-business>

# Summary of the Effect of National, State, and Regional Trends on Economic Development in Tualatin

This section presents a summary and the implications of national, state, and regional economic trends on economic growth in Tualatin, which are presented in Appendix A. Employment growth in Tualatin is closely related to trends that affect economic growth in Washington County and the broader Portland region.

- **Recovery from the national recession.** Incomes grew faster in Washington County than Oregon since 2001, and the unemployment rate in Washington County was lower than the statewide average.
  - The unemployment rate in Washington County has declined since the recession, consistent with trends in the United States and Oregon. In 2018, the unemployment rate was 3.5% in Washington County, 4.2% in Oregon, and 3.9% in the United States. Comparatively, in 2009, unemployment was 9.5% in Washington County, 11.3% in Oregon, and 9.3% in the United States. As of 2018, the unemployment rate for Washington County is similar to its rate in 2000.
  - Employment has increased in Washington County since 2001, with a gain of about 66,799 employees between 2001 and 2018. The largest increases were in professional/business services and health care/social assistance, while the largest decreases were in wholesale trade and information. Tualatin accounts for about 11% of employment in Washington County.
- **Growth in manufacturing and healthcare / social assistance sectors.** Employment in manufacturing and the healthcare / social assistance sectors accounted for about 37% of employment in Tualatin in 2017. In 2007, employment in these industries accounted for about 36% of employment in Tualatin, an increase of about 3,299 employees between 2007 and 2017. Employment in both of these sectors support above average wages.

In Washington County, employment in manufacturing and the healthcare / social assistance sectors accounted for 23% of employment in 2017, down from 24% in 2007. While the overall share of employment decreased, total employment increased by about 9,809 employees between 2007 and 2017.

- **Availability of trained and skilled labor.** Availability of labor depends, in part, on population growth and in-migration. Tualatin's population increased by 4,344 people between 2000 and the 2013–2017 period, at an average growth rate of 1.0%. In comparison, Oregon's population also grew at an average rate of 1.0%, between 2000 and 2017, with 66% of population coming from in-migration.

The current labor force participation rate is another important consideration in the availability of labor. The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force. According to the 2013–



2017 American Community Survey, Tualatin had about 15,643 people in its labor force and Washington County had over 310,400. The labor force participation rate in Tualatin (73%) was higher than Washington County (69%) and the Portland Region (68%) in the 2013–2017 period. A higher concentration of older residents in an area or a mismatch of the types of jobs available in an area and the types of skills of the labor force can contribute to low labor force participation rates.

Businesses in Tualatin draw employees from across Washington County as well as Multnomah and Clackamas Counties. Relative to Washington County and the Portland Region, Tualatin residents have a slightly higher level of educational attainment.

- **Aging of the population.** Tualatin has a smaller percentage of residents 60 years and older relative to Washington County and the Portland Region. Tualatin’s median age, which was 31.9 in 2000, increased to 38.2 by the 2013–2017 period. In comparison, Washington County’s median age was 36.4 in the 2013–2017 period.

Washington County’s population is expected to continue to age, with people 60 years and older forecast to grow from 20% of the population in 2020 to 24% of the population in 2040, consistent with Statewide trends. Tualatin may continue to attract midlife and older workers over the planning period. People in this age group may provide sources of skilled labor, as people continue to work until later in life. These skilled workers may provide opportunities to support business growth in Tualatin.

- **Increases in racial and ethnic diversity.** Overall, the nation and Oregon are becoming more racially and ethnically diverse. Between 2000 and 2013–2017, the Latinx population in Oregon increased from 8% to 13%, and the Latinx population in Tualatin increased from 12% to 16% in that same time. Growth in the Latinx community will continue to drive economic development in Oregon. The share of Oregon’s non-Caucasian population increased from 13% to 15% and stayed static in Tualatin at 13%. Tualatin is less racially diverse but more ethnically diverse than Oregon.
- **Importance of small businesses in Oregon’s economy.** Small business, those with 100 or fewer employees, account for 66% of private-sector employment in Oregon. The average size for a private business in Tualatin is 18 employees per business, compared to the State average of 11 employees per private business. Businesses with five or fewer employees in Tualatin account for 64% of private employment, and businesses with fewer than 20 employees account for 89% of private employment. Only 3% of private businesses in Tualatin have more than 100 employees, accounting for 39% of the jobs in Tualatin.
- **Increases in energy prices.** In 2018, lower energy prices decreased the costs of commuting. Over the long-term, if energy prices increase, these higher prices will likely affect the mode of commuting before affecting workers’ willingness to commute. For example, commuters may choose to purchase a more energy-efficient car or carpool. Very large increases in energy prices may affect workers’ willingness to commute, especially workers living the furthest from Tualatin or workers with lower-paying jobs. In addition, very large increases in energy prices may make shipping freight long

distances less economically feasible, resulting in a slowdown or reversal of offshore manufacturing, especially of large, bulky goods.

- **Increases in remote workers.** Working from home has increased in Oregon in both urban and rural areas. Firms that allow workers to work remotely cover a variety of industries, allowing their employees to continue working for that firm but enjoy the quality of life and amenities of the location that the workers prefer to live. While data on remote workers is difficult to obtain, about 6% of workers in Tualatin reported that they worked from home in the 2013–2017 period (according to Census data), up from 4.6% in 2000. In comparison, 6.0% of workers in Washington County worked from home in 2013–2017.

## Employment Trends in Tualatin, Clackamas County, and Washington County

The economy of the nation changed substantially between 1980 and 2018. These changes affected the composition of Oregon’s economy, including Tualatin’s economy. At the national level, the most striking change was the shift from manufacturing employment to service-sector employment. The most important shift in Oregon during this period was the shift from a timber-based economy to a more diverse economy, with the greatest employment in services.

This section focuses on changes in the economy in Clackamas and Washington County since 2001 and in Tualatin since 2007.

Exhibit 4 shows covered employment in Washington County for 2001 and 2018.<sup>8</sup> Employment increased by 66,799 jobs, at an average annual growth rate (AAGR) of 1.5% over this period. The sectors with the largest increases in numbers of employees were professional and businesses services, healthcare and social assistance, and accommodation and food services. The average annual wage for employment in Washington County in 2018 was about \$70,308.

---

<sup>8</sup> Covered employment includes employees covered by unemployment insurance. Examples of workers not included in covered employment are sole proprietors, some types of contractors (often referred to as “1099 employees”), or some railroad workers. Covered employment data is from the Oregon Employment Department.



**Exhibit 4. Covered Employment by Industry, Washington County, 2001 and 2018**

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2001 and 2018.

Note: AAGR is Average Annual Growth Rate.

Sector	2001	2018	Change 2001 to 2018		
			Difference	Percent	AAGR
Natural Resources and Mining	3,607	3,090	-517	-14%	-0.9%
Construction	12,611	16,629	4,018	32%	1.6%
Manufacturing	50,872	51,028	156	0%	0.0%
Wholesale trade	14,476	13,131	-1,345	-9%	-0.6%
Retail trade	26,850	32,092	5,242	20%	1.1%
Trade, Transportation, and Utilities	4,501	5,253	752	17%	0.9%
Information	8,688	7,543	-1,145	-13%	-0.8%
Financial Activities	13,181	14,874	1,693	13%	0.7%
Professional and Business Services	34,275	54,220	19,945	58%	2.7%
Educational Services	3,598	5,723	2,125	59%	2.8%
Health care and social assistance	15,616	31,405	15,789	101%	4.2%
Arts, entertainment, and recreation	2,372	4,749	2,377	100%	4.2%
Accommodation and food services	14,253	22,691	8,438	59%	2.8%
Other Services	7,151	10,468	3,317	46%	2.3%
Unclassified	78	108	30	38%	1.9%
Government	16,517	22,441	5,924	36%	1.8%
Total	228,646	295,445	66,799	29%	1.5%

Exhibit 5 shows covered employment and average wage for the 10 largest industries in Washington County. Jobs in professional and business services, as well as manufacturing, each account for about 18% of the county’s covered employment, and these sectors pay more per year than the County average (\$91,027 and \$113,297, respectively). Jobs in wholesale trade and information also pay more per year than the county average but account for a smaller share of covered employment in the county.

### Exhibit 5. Covered Employment and Average Pay by Sector, 10 Largest Sectors Washington County, 2018

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2018. Note: Largest sectors are defined by number of employees.

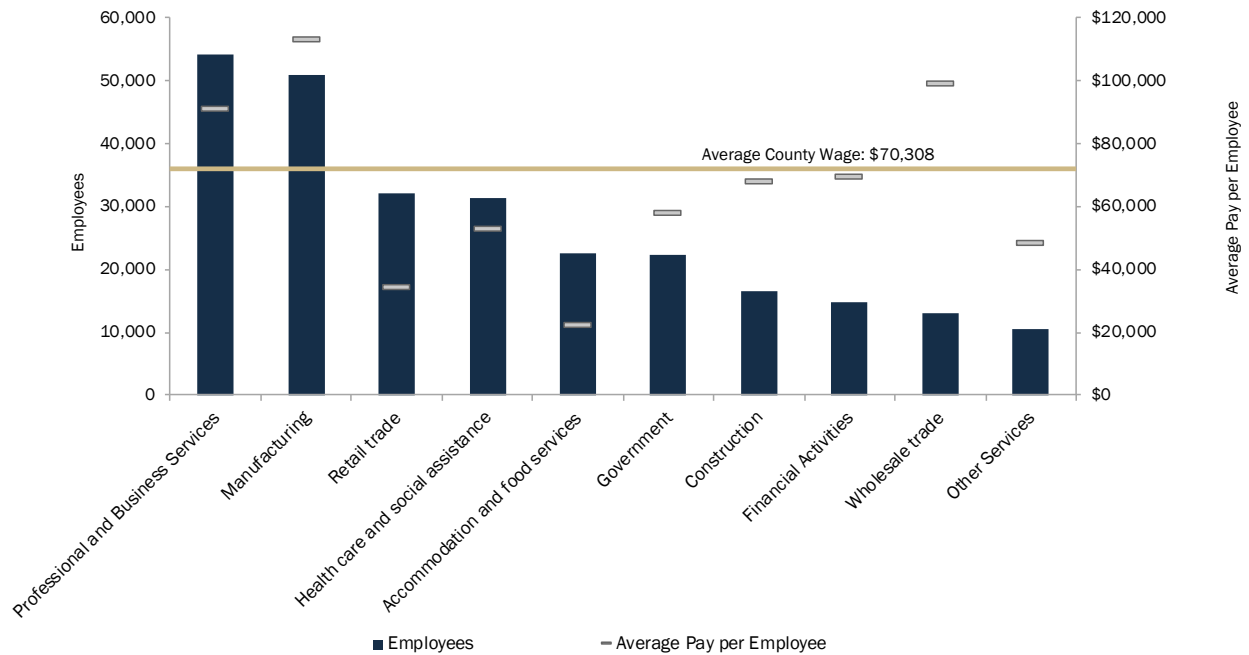


Exhibit 6 shows covered employment in Clackamas County for 2001 and 2018. Employment increased by 31,975 jobs, with an average annual growth rate (AAGR) of 1.3% over this period. The sectors with the largest increases in numbers of employees were health care and social assistance, professional and business services, accommodation and food services, and construction. The average annual wage for employment in Clackamas County in 2018 was about \$53,326.

#### Exhibit 6. Covered Employment by Industry, Clackamas County, 2001 and 2018

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2001 and 2018.

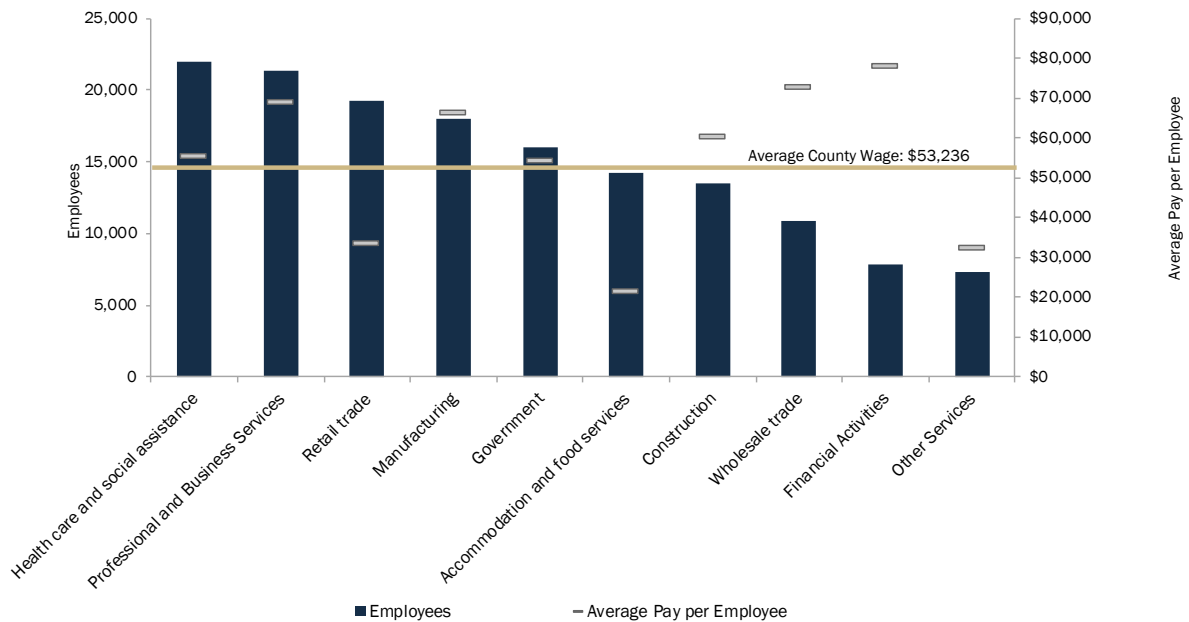
Note: AAGR is Average Annual Growth Rate.

Sector	2001	2018	Change 2001 to 2018		
			Difference	Percent	AAGR
Natural Resources and Mining	4,164	4,825	661	16%	0.9%
Construction	9,327	13,515	4,188	45%	2.2%
Manufacturing	18,172	18,026	-146	-1%	0.0%
Wholesale trade	10,391	10,875	484	5%	0.3%
Retail trade	17,628	19,224	1,596	9%	0.5%
Trade, Transportation, and Utilities	4,439	3,983	-456	-10%	-0.6%
Information	1,728	2,057	329	19%	1.0%
Financial Activities	8,294	7,874	-420	-5%	-0.3%
Professional and Business Services	13,301	21,339	8,038	60%	2.8%
Educational Services	1,112	2,111	999	90%	3.8%
Health care and social assistance	12,038	21,976	9,938	83%	3.6%
Arts, entertainment, and recreation	1,680	2,596	916	55%	2.6%
Accommodation and food services	9,832	14,242	4,410	45%	2.2%
Other Services	5,422	7,281	1,859	34%	1.7%
Unclassified	77	128	51	66%	3.0%
Government	16,497	16,025	-472	-3%	-0.2%
<b>Total</b>	<b>134,102</b>	<b>166,077</b>	<b>31,975</b>	<b>24%</b>	<b>1.3%</b>

Exhibit 7 shows covered employment and average wage for the 10 largest industries in Clackamas County. Jobs in health care and social assistance, as well as professional and business services, each account for about 13% of the county's covered employment, and these sectors pay more per year than the county average (\$55,217 and \$68,652, respectively).

### Exhibit 7. Covered Employment and Average Pay by Sector, 10 Largest Sectors Clackamas County, 2018

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2018. Note: Largest sectors are defined by number of employees.



Employment in Tualatin accounts for about 11% of employment in Washington County. Exhibit 8 shows a summary of covered employment data for the Tualatin Planning Area in 2017. The sectors with the largest number of employees in Tualatin were manufacturing (27%), health care and social assistance (11%), and wholesale trade (10%). These sectors accounted for 14,897 jobs or 48% of Tualatin's employment.

## Exhibit 8. Covered Employment and Average Pay by Sector, Tualatin Planning Area, 2017<sup>9</sup>

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2017.

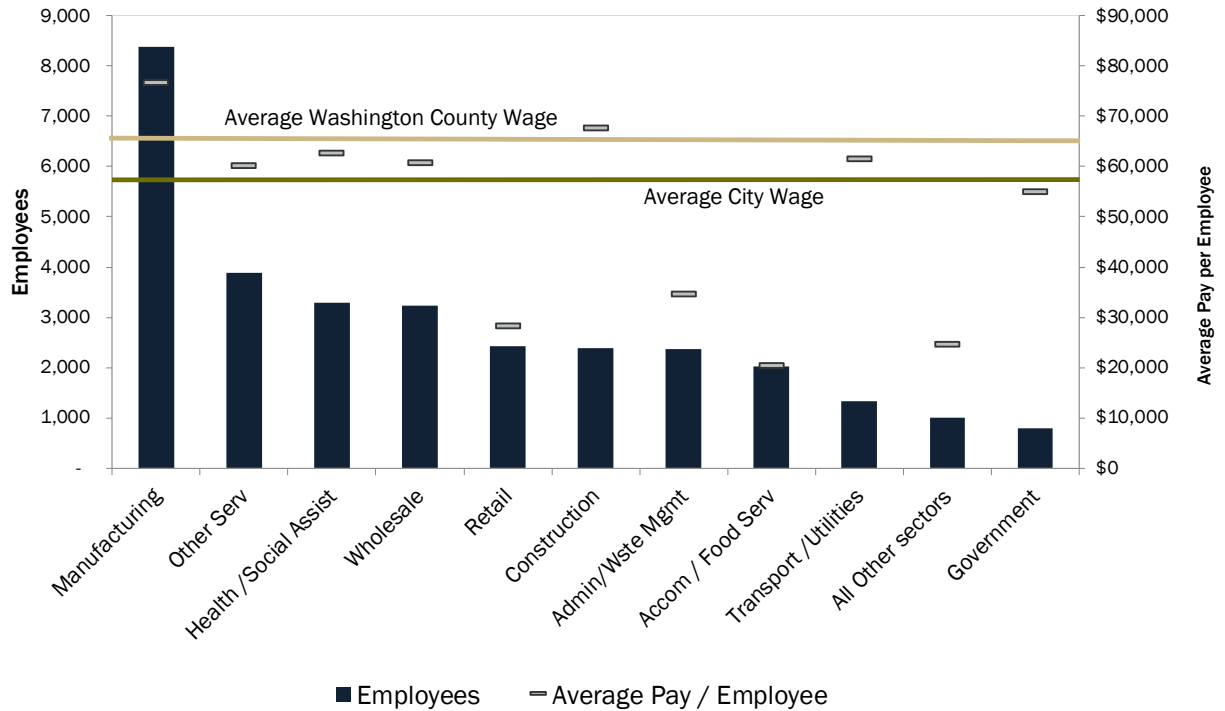
Sector/Industry	Establishments	Employees	Payroll	Average Pay / Employee
<b>Agriculture, Forestry, and Mining</b>	7	162	\$9,551,473	\$58,960
<b>Construction</b>	142	2,384	\$161,457,609	\$67,726
Construction of Buildings	45	529	\$33,683,731	\$63,674
Heavy and Civil Engineering Construction	9	289	\$29,245,674	\$101,196
Specialty Trade Contractors	88	1,566	\$98,528,204	\$62,917
<b>Manufacturing</b>	150	8,371	\$641,666,664	\$76,654
Food, Beverage, and Apparel Manufacturing	22	856	\$90,298,572	\$105,489
Wood, Paper, and Other Material Product Manufacturing	34	1,191	\$66,438,149	\$55,784
Metal Manufacturing	38	1,520	\$77,992,172	\$51,311
Machinery Manufacturing	19	2,801	\$296,449,663	\$105,837
Computer and Electronic Product Manufacturing	10	506	\$30,635,840	\$60,545
Electrical Equipment, Appliance, and Component Manufacturing	6	514	\$36,321,867	\$70,665
Transportation Equipment Manufacturing	5	96	\$6,628,519	\$69,047
Furniture and Related Product Manufacturing	10	787	\$30,948,048	\$39,324
Miscellaneous Manufacturing	6	100	\$5,953,834	\$59,538
<b>Wholesale Trade</b>	262	3,235	\$196,579,720	\$60,767
<b>Retail Trade</b>	108	2,429	\$68,643,958	\$28,260
Building Material and Garden Equipment and Supplies Dealers	13	255	\$13,882,178	\$54,440
Food and Beverage Stores	8	454	\$12,722,710	\$28,024
Health and Personal Care Stores	11	199	\$7,360,231	\$36,986
Gasoline Stations	5	68	\$1,476,441	\$21,712
Clothing and Clothing Accessories Stores	35	448	\$8,657,769	\$19,325
Other Retailers	36	1,005	\$24,544,629	\$24,423
<b>Transportation and Warehousing and Utilities</b>	37	1,337	\$82,171,091	\$61,459
<b>Information</b>	39	195	\$18,180,409	\$93,233
<b>Finance and Insurance</b>	75	380	\$30,078,816	\$79,155
<b>Real Estate and Rental and Leasing</b>	74	294	\$15,317,961	\$52,102
<b>Professional and Technical Services</b>	175	1,044	\$69,192,933	\$66,277
<b>Management of Companies</b>	14	789	\$57,891,957	\$73,374
<b>Administrative / Support; Waste Mngmt/ Remediation</b>	101	2,366	\$81,771,708	\$34,561
<b>Private Education Services</b>	11	296	\$7,385,926	\$24,952
<b>Health Care and Social Assistance</b>	178	3,291	\$206,495,765	\$62,746
Health Care	143	2,535	\$185,684,497	\$73,248
Social Assistance	35	756	\$20,811,268	\$27,528
<b>Arts, Entertainment, and Recreation</b>	23	846	\$15,349,722	\$18,144
<b>Accommodation and Food Services</b>	103	2,017	\$41,014,523	\$20,334
Accommodation	5	97	\$2,320,012	\$23,918
Food Services and Drinking Places	98	1,920	\$38,694,511	\$20,153
<b>Other Services</b>	212	879	\$35,547,519	\$40,441
<b>Government</b>	14	787	\$43,330,609	\$55,058
Federal	3	74	\$4,661,596	\$62,995
State	3	94	\$6,666,134	\$70,916
Local	8	619	\$32,002,879	\$51,701
Educational Services	5	393	\$18,859,472	\$47,988
<b>Total</b>	<b>1,725</b>	<b>31,102</b>	<b>\$1,781,628,363</b>	<b>\$57,283</b>

<sup>9</sup> The following sectors were combined due to confidentiality of QCEW data: utilities, transportation, and warehousing; manufacturing and wholesale trade; finance and insurance, real estate and rental and leasing; health care and social assistance and private education; arts, entertainment, and recreation and accommodation and food services.

Exhibit 9 shows the employment and average pay per employee for sectors in Tualatin. Average pay for all employees (\$57,283) is shown as a light brown line across the graph, and average pay for individual sectors are shown as short red lines. The exhibit shows that Tualatin's retail, administrative/waste management, and accommodations/food service sectors have below-average wages. The highest wages are in manufacturing (Exhibit 10).

### Exhibit 9. Covered Employment and Average Pay by Sector, Tualatin, 2017

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2017.



## Exhibit 10. Covered Employment and Average Pay by Manufacturing Sub-Sector, Tualatin, 2017

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2017.

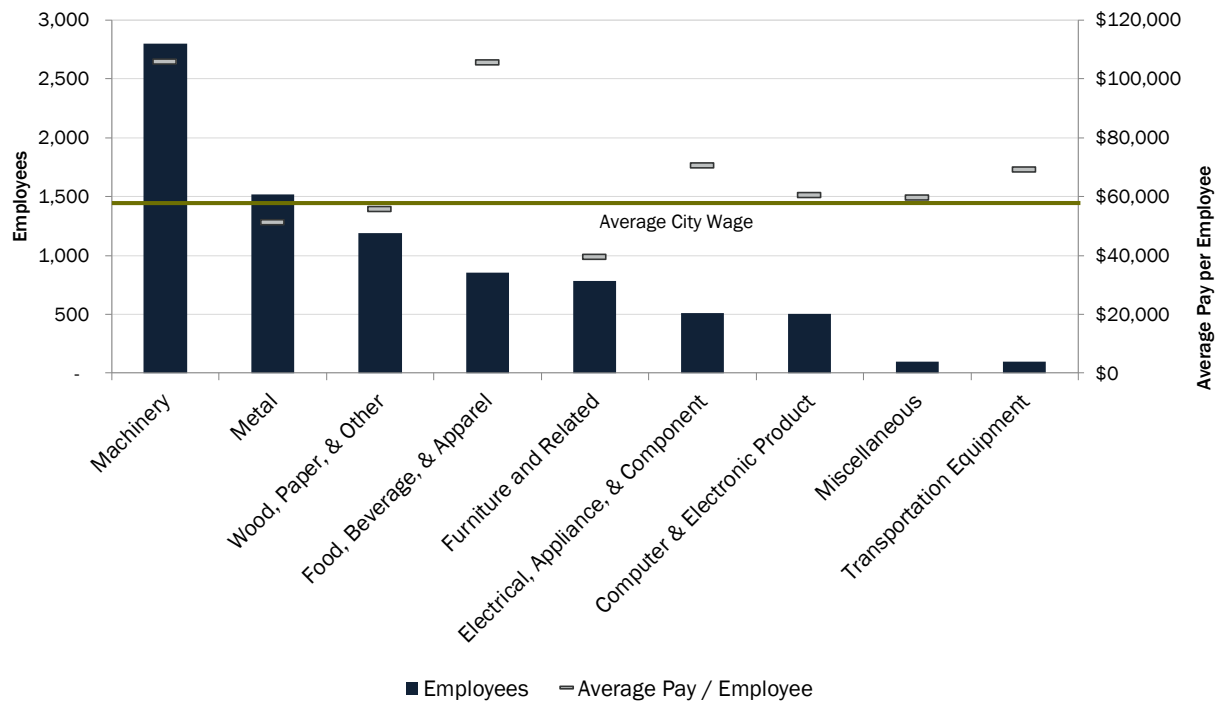


Exhibit 11 shows that employment in Tualatin grew by nearly 7,800 employees between 2007 and 2017 at an average annual growth rate of 2.9%. All sectors grew in employment, with three exceptions: (1) agriculture, forestry, and mining; (2) finance and insurance, and (3) private education services. The sectors with the largest growth were manufacturing, health care and social assistance, and administrative support/waste management and remediation services.

### Exhibit 11. Change in Covered Employment, Tualatin, 2007–2017

Source: Oregon Employment Department, Quarterly Census of Employment and Wages, 2007 and 2017. Note: AAGR is Average Annual Growth Rate.

Sector	Establishments		Employees		Change in Employment 2007-2017		
	2007	2017	2007	2017	Number	Percent	AAGR
Agriculture, Forestry, & Mining	5	7	199	162	(37)	-19%	-2%
Construction	145	142	1,707	2,384	677	40%	3%
Manufacturing	139	150	6,332	8,371	2,039	32%	3%
Wholesale Trade	213	262	2,909	3,235	326	11%	1%
Retail Trade	141	108	2,348	2,429	81	3%	0%
Transportation, Warehousing & Utilities	27	37	926	1,337	411	44%	4%
Information	20	39	87	195	108	124%	8%
Finance & Insurance	81	75	435	380	(55)	-13%	-1%
Real Estate, Rental, & Leasing	59	74	258	294	36	14%	1%
Professional & Technical Services	112	175	581	1,044	463	80%	6%
Management of Companies	14	14	574	789	215	37%	3%
Admin. & Support / Waste Mgmt & Remediation Serv.	83	101	1,400	2,366	966	69%	5%
Private Education Services	16	11	299	296	(3)	-1%	0%
Health Care & Social Assistance	141	178	2,031	3,291	1,260	62%	5%
Arts, Entertainment, & Recreation	10	23	490	846	356	73%	6%
Accommodation & Food Services	92	103	1,352	2,017	665	49%	4%
Other Services	163	212	655	879	224	34%	3%
Government	13	14	743	787	44	6%	1%
<b>Total Non-Farm Employment</b>	<b>1,474</b>	<b>1,725</b>	<b>23,326</b>	<b>31,102</b>	<b>7,776</b>	<b>33%</b>	<b>2.9%</b>



## Outlook for Growth in Washington County

Exhibit 12 shows the Oregon Employment Department's forecast for employment growth by industry for the Portland Region (Clackamas, Multnomah, and Washington Counties) over the 2017–2027 period. Employment in the region is forecast to grow at an average annual growth rate of 1.2%.

The sectors that will lead employment in the region for the 10-year period are: professional and business services (adding 28,100 jobs); private education and health services (adding 27,300 jobs); trade, transportation, and utilities (adding 21,400); and leisure and hospitality (adding 13,800 jobs). In sum, these sectors are expected to add 90,600 new jobs or about 74% of employment growth in the Portland Region. As of 2017, Washington County accounts for about 36% of employment in these three counties (the Portland Region), and Tualatin accounts for about 10% of the County's employment.

### Exhibit 12. Regional Employment Projections, Portland Region (Clackamas, Multnomah, and Washington County), 2017 and 2027

Source: Oregon Employment Department. Employment Projections by Industry 2017–2027. Note: AAGR is average annual growth rate.

Industry Sector	2017	2027	Change 2017 - 2027		
			Number	Percent	AAGR
Total private	856,800	971,800	115,000	13%	1.3%
Natural resources and mining	9,800	10,600	800	8%	0.8%
Mining and logging	700	700	0	0%	0.0%
Construction	50,500	59,100	8,600	17%	1.6%
Manufacturing	101,100	106,000	4,900	5%	0.5%
Durable goods	76,300	79,200	2,900	4%	0.4%
Nondurable goods	24,800	26,700	1,900	8%	0.7%
Trade, transportation, and utilities	176,900	198,300	21,400	12%	1.1%
Wholesale trade	48,000	51,800	3,800	8%	0.8%
Retail trade	95,000	104,900	9,900	10%	1.0%
Transportation, warehousing, and utilities	33,900	41,600	7,700	23%	2.1%
Information	21,700	24,300	2,600	12%	1.1%
Financial activities	60,000	63,400	3,400	6%	0.6%
Professional and business services	155,500	183,600	28,100	18%	1.7%
Private educational and health services	140,800	168,100	27,300	19%	1.8%
Health care and social assistance	118,000	141,500	23,500	20%	1.8%
Leisure and hospitality	101,100	114,900	13,800	14%	1.3%
Arts, entertainment, and recreation	14,800	17,200	2,400	16%	1.5%
Accommodation and food services	86,300	97,800	11,500	13%	1.3%
Other services and private households	39,400	43,500	4,100	10%	1.0%
Government	114,100	122,000	7,900	7%	0.7%
Federal government	14,200	14,900	700	5%	0.5%
State government	7,600	8,200	600	8%	0.8%
Local government	92,300	98,900	6,600	7%	0.7%
Local education	47,200	51,500	4,300	9%	0.9%
Total payroll employment	970,900	1,093,800	122,900	13%	1.2%

## Infrastructure Capacity

This section outlines details about Tualatin's infrastructure capacity (including water, wastewater, stormwater, and transportation and transit infrastructure). Findings derive from an interview conducted with the Tualatin Public Works Department.

### Water

Tualatin purchases its water from the City of Portland. Tualatin's water system, which extends past Bridgeport Village, is City-owned (and water becomes City-owned once it enters city limits). Its water supply derives from the Bull Run Watershed and Columbia South Shore Well Field. In the summer months, Tualatin uses about 10m gallons of water per day, and in the winter months, Tualatin uses about 4.4m gallons of water per day. The maximum water delivery to Tualatin is 14.1m gallons per day. Tualatin's 10-year water contract expires in 2026.

While Tualatin is closer to capacity in the summer, its water system currently accommodates all existing needs. From an economic development perspective, however, some types of businesses that use significant amounts of water (i.e., 1m gallons of water per day) may not locate in Tualatin because of the available water in the city. For example, Business Oregon was pursuing potential sites for a business looking to locate somewhere in the Greater Portland area—where they could access about 2m gallons of water per day. Tualatin turned this opportunity down.

Currently, Tualatin is helping to pay for a water treatment plant (expected delivery is 2026) that serves the Portland region. In addition, Tualatin is updating its Water Master Plan (expected delivery is summer 2019), developing its Water Emergency Supply Plan (expected delivery is fall 2019), and developing its Water Supply Strategy (expected delivery spring 2020).

On the horizon, Tualatin does not have big plans to expand its system per its Water Master Plan update. Core strategic priorities, per its Water Supply Strategy, are to find ways to access water from other water supplies. The City's water systems are in good repair. The most significant upgrade to water infrastructure is in Basalt Creek, which may need an additional reservoir depending on how fast the sub-area builds out.

### Wastewater

Tualatin's wastewater collection system is serviced by Clean Water Services. Clean Water Services treats the wastewater and manages several of Tualatin's pump stations, which are City-owned. Its effluent discharge is typically 2.4m gallons per day (dry peak) and 4 million gallons per day (wet peak). While Tualatin has some issues with inflow to manhole lids, it does not have significant issues with infiltration.

Tualatin is not concerned about its water treatment capacity, as Clean Water Services is continuously improving and expanding its facilities. It is likely that as Basalt Creek grows, however, Tualatin will need to replace its piping and add five new pump stations. Despite growing population and jobs, Tualatin is not concerned with future wastewater capacity.

Tualatin recently finished an update to their Sewer Master Plan (which went to council in August 2019).

## Stormwater

Tualatin staff do not think that stormwater management or treatment is a barrier to supporting new business growth. As new development occurs, developers are required to address stormwater issues on a property by property basis.

## Transportation Services

This analysis looked at connections and capacity to I-5, regional connectors, and local roadways. Transportation access is both a significant advantage for economic development (because Tualatin is located directly on I-5) and a significant disadvantage because of increasing congestion on I-5 and other major roads.

- **Connection and capacity to I-5.** ODOT finished an auxiliary lanes project last year, which made a notable difference in easing capacity and reducing congestion (particularly from Carmen to Nyberg and the 205 on-ramps). I-5's (regional) pinch points are the Rose Quarter and Boones Bridge. Generally speaking, congestion issues around I-5 are less about Tualatin's interchanges and ramps and more about regional conditions on I-5.
- **Regional connector roads.** Over the last decade and longer, major roads connecting Tualatin to nearby cities have become increasingly congested. Major regional connectors include Tualatin Sherwood Road, Boones Ferry Road N-S, Hwy 99 W, Borland Road E-W, and 124th Avenue. The following provides more information:
  - *Tualatin Sherwood Road.* Washington County plans to complete a road widening project in 2023. The project will widen Tualatin Sherwood Road from three lanes to five lanes. It will include bicycle facilities.
  - *124th Avenue.* New improvements on this road are currently being underused. The City's long-term plan is to implement more signage to direct vehicles onto this currently underutilized roadway (offsetting traffic on other roadways). This road was built with three lanes but was planned for five lanes, allowing for future expansions of the road. Because few people know about (or use) this road, not much traffic exists. It is likely that as this road becomes more used, traffic pressure on Boones Ferry and Tualatin Sherwood Road will be relieved somewhat.
  - *Boones Ferry Road N-S.* Despite congestion near Tualatin Sherwood Road, the City has no plans for expansion at this time.
  - *Highway 99 W.* As this connector is located toward the north portion of Tualatin, this connector is not as extensive of an issue for traffic within the City of Tualatin. The City is, however, looking to develop a funding plan to improve Sherwood through King City and Tigard.

- *65th Avenue*. Running north to south, this road is becoming a bypass to get around 205 and I-5. While it is not considered a regional connector, it is a road likely to be looked at in the next Transportation System Plan update.
- *Mary Borland Road*. Tualatin recently took possession of Borland Road from Washington County. From Lake Oswego to Stafford, the City plans to make pavement improvements and conduct maintenance to make it a more pleasant place to drive. While there are no current plans for expansion, the City will likely address this piece of the network in their next Transportation System Plan update.
- **Local roadways.** Tualatin's road network is well-built and fairly new. As new development occurs, developers will be required to pay for transportation improvements that will support upgrading local and other roads. Tualatin is working to complete a cyclist pathway across I-5 and is working to increase multimodal pathways to T-S road (developed as part of the T-S Road widening project; expected delivery 2023). A \$20 million general obligation bond passed last year to implement transportation capital projects to improve safety and relieve congestion at key intersections and locations.

## Transit

Tualatin has three Tri-Met bus routes that serve the community (the 76, 96, and 97 routes) and the WES commuter rail that connects Tualatin to Beaverton. In addition, Ride Connection, which is funded through a Tri-met grant, offers two fixed, on-call lines that serve the business community on a regular schedule. Development of a 12-mile TriMet MAX line (the Southwest Corridor) between southwest Portland and Bridgeport Village in Tualatin is also on the horizon. To date, the City has not participated in discussions about implementing a local transit agency.

# Tualatin's Strengths, Weaknesses, Opportunities, and Threats

OAR 660-009-0015(4) requires that cities conduct an assessment of community economic development potential, as part of the EOA. This assessment considers market factors, infrastructure and public facility availability and access, labor, proximity to suppliers and other necessary business services, regulations, and access to job training. The local factors that form Tualatin's competitive advantage are summarized in the subsections below.

## Strengths

- **Location.** Tualatin is located in Washington County, about 13 miles south of Portland and about 36 miles north of Salem, along the I-5 corridor. Tualatin is located about midway between Hillsboro and Gresham. Other nearby and relatively large cities include Tigard, Lake Oswego, and Wilsonville. These locational aspects allow both goods and workers to move in and out of Tualatin relatively efficiently. Tualatin's location is an advantage, especially for freight transportation and households composed of workers that commute to different cities for work.

Due to Tualatin's prime location along the I-5 corridor, about 93% of employees who work in Tualatin commute into Tualatin from other areas. This reality is advantageous for Tualatin, as they can attract workers (at a range of skill sets) from around the region.

- **Availability of transportation.** All firms are heavily dependent upon surface transportation for efficient movement of goods, customers, and workers. Access to an adequate highway and arterial roadway network is needed for all industries. Close proximity to a highway or arterial roadway is critical for firms that generate a large volume of truck or auto trips and firms that rely on visibility from passing traffic to help generate business.

Businesses and residents in Tualatin have access to a variety of modes of transportation: automotive (I-5, 99W, and local roads), commuter train (West Side Express Service [WES]), light rail (Metropolitan Area Express [MAX] connection to WES at Lombard); bus (TriMet lines 76, 96, and 97), and air (Portland International Airport and Hillsboro Airport). These options provide options for residents and workers in Tualatin to commute in and out of the city, though traffic congestion is a growing concern. Additionally, Tualatin's easy access to I-5 is an advantage for attracting many types of businesses, such as warehouse and distribution or manufacturers that need close access to I-5 for heavy freight

- **Quality of life.** Tualatin residents' value the City's many urban services and amenities available to residents while maintaining a small-town character. Tualatin residents and workers have access to numerous local businesses, a high-quality school system, access to retail shopping opportunities, and an expansive parks system (which includes 90 park sites, 60 miles of trails, and 1,500 acres of natural area). Tualatin also provides access to medical care services through the Kaiser Permanente Tualatin Medical Office, Legacy Meridian Park Medical Center, Providence Bridgeport, and other medical and dental

offices. Tualatin is also a relatively safe community; in 2018, criminal citations, traffic citations, total arrests, and traffic crashes (activities) each amounted to less than 0.1 activity per capita.<sup>10</sup>

- **Support for local businesses.** Successful local economic development is often a result of effective collaboration among governments, business owners, and community members. To support new and existing small businesses in Tualatin, the City and Chamber of Commerce have developed a small business toolkit. The toolkit helps business owners with permitting their business in Tualatin.<sup>11</sup>
- **Existing businesses.** Tualatin has several key sectors (e.g., manufacturing, health care, social assistance), which present key opportunities for the creation of local clusters. These sectors may build off of regional clusters on the westside of the metro region. Tualatin also has many small businesses in a range of industries, including those listed above. Tualatin's existing businesses provide a base to build upon and expand.
- **Access to workers.** Tualatin pulls workers from across the Portland metropolitan area. The types of jobs available at businesses in Tualatin range from highly skilled professional and technical service jobs to service-sector jobs, such as retail services. These jobs require a range of educational background or specialized training.
- **Access to education and training.** Tualatin is also close to higher education facilities, including Clackamas Community College in Wilsonville, Portland Community College (Sylvania), Portland State University, Lewis and Clark, Oregon Institute of Technology, and Reed College. Businesses in Tualatin are able to attract workers from these schools.
- **Infrastructure capacity.** Tualatin has plans for expansion of water, wastewater, and stormwater systems to meet business needs as the city grows. The City recently updated its plans (and planning is ongoing) to address growing demands in the Basalt Creek subarea.

## Weaknesses

- **Traffic congestion.** Tualatin's location along the I-5 corridor within the southern part of the Portland region results in significant congestion within the city, particularly during peak travel hours. Addressing these congestion issues will require addressing regional congestion issues on I-5, as well as expansion of connector roads with neighboring cities, as described in the section above. Part of the resolution of traffic congestion issues is increases in public transit and expansion of bicycling and pedestrian facilities.
- **Limited access to transit.** Tualatin residents and commuters have access to TriMet bus lines 76, 96, and 97; the WES commuter rail line; and the Tualatin Shuttle operated by

---

<sup>10</sup> City of Tualatin. (2018). Tualatin Police Annual Report.

[https://www.tualatinoregon.gov/sites/default/files/fileattachments/police/page/4885/2018\\_annual\\_report.pdf](https://www.tualatinoregon.gov/sites/default/files/fileattachments/police/page/4885/2018_annual_report.pdf)

<sup>11</sup> Tualatin's Small Business Toolkit:

[www.tualatinoregon.gov/sites/default/files/fileattachments/economic\\_development/page/4725/small\\_business\\_toolkit\\_final\\_draft\\_webpdf.pdf](http://www.tualatinoregon.gov/sites/default/files/fileattachments/economic_development/page/4725/small_business_toolkit_final_draft_webpdf.pdf)



Ride Connection. These alternative modes of transportation are important but do not meet the scale of the community's public transportation needs. More public transit routes that are more convenient and accessible is desired by the community to reduce congestion and to allow employees to get to work more efficiently.

- **Commuting trends.** While employee commuting trends in Tualatin have their advantages (ability to attract a workforce from across the region), they also present disadvantages. As Tualatin's population grows and as employment in Tualatin grows, it is likely that the number of employees commuting in and out of Tualatin will grow too. Commuting increases road congestion, and with limited access to transit to alleviate this problem, Tualatin's transportation infrastructure will become overloaded.
- **Affordable housing for workers.** A significant concern among Tualatin leaders and community members is the lack of affordable and available housing for people who work at businesses in Tualatin. The cost of housing does not align with the existing salaries of the workforce, which may prevent households from living and working in Tualatin.
- **Need for Replacement Workers.** The population across the region is aging, prompting a need for replacement workers. As workers in Tualatin retire, the need for skilled, educated workers will increase. This trend is consistent with workforce issues common to Oregon's cities.
- **Downtown area that looks dated and has limited draw for residents and visitors.** A perception that Tualatin lacks urban design standards, architectural variety, and amenities in close proximity has resulted in many community members feeling that Tualatin looks dated. Specifically, community members note a need for a refined downtown center to draw visitors to Tualatin from I-5. Potential improvements to the physical appearance of the built environment in the city include increases to allowed building heights in specific areas, more mixed-use development, and improved connectivity to increase walkability.
- **Availability of high-wage jobs.** The average wage in Tualatin is \$57,283, while the average wage in Washington County is \$70,308. The largest sector of employment in Tualatin is in manufacturing industries, which pay higher-than-average wages. Tualatin also has many service-sector jobs, which tend to provide lower-than-average wages. Tualatin's location and cluster of manufacturing industries may help to attract more businesses with high wages, which may allow more workers in Tualatin to afford to also live in the city.
- **Retention of businesses.** Tualatin's Business Outreach Survey uncovered several issues that may make keeping businesses in Tualatin difficult. Issues include a poor perception of public safety (issues around the interstate and rail line and the perception of rising crime), the lack of transportation and freight access, inconvenient public transit,

perceived slowness on part of the City to modify the Development Code,<sup>12</sup> and lack of incentives for development. In addition, businesses cited a mismatch between business needs and workforce skill sets.

## Opportunities

- **Public transportation.** Tualatin may work with Tri-Met to expand public transportation to promote connectivity, reduce reliance on cars, and reduce congestion, and to encourage alternative modes of transportation. While local jurisdictions are not mandated to offer transit services, public transit is essential to the households that need it to access services or to get to work. Connections to the Southwest Corridor transit line will be key to connecting Tualatin within the Portland region. Local transit will be necessary to allow riders to get from the Southwest Corridor station to employment centers in Tualatin.
- **Improvements to regional connectors.** Regional transportation corridors, connecting Tualatin to nearby cities, are congested. Plans for road expansions, as well as road expansions completed in the recent past, may improve existing conditions and support further growth.
- **Redevelopment and infill development.** Community members noted the lack of a downtown center of Tualatin to draw visitors. Along with improvements to the physical appearance and urban form of commercial areas in Tualatin, the City can continue to attract small businesses to locate in Tualatin, especially those that would attract visitors and residents to a core area. One potential area for this type of development would be the redevelopment of the Tualatin Commons, to create a more pedestrian-oriented center.
- **Small business retention and growth.** Issues with business retention have created vacant storefronts. The City could develop and promote initiatives that encourage use of currently vacant storefronts through continued support for small businesses and entrepreneurs.

## Threats

- **Environmental and climate change risks.** Environmental factors, including climate change, can threaten the success of a variety of industries that rely on key infrastructure that may not be adapted to growing environmental pressures (e.g., flooding, seismic hazards, or powerful storms). The risk of these natural hazards is likely to increase as a result of climate change.<sup>13</sup> Forest fires and urban heat islands also cause poor air quality, which can decrease quality of life for residents and impact their health.
- **Potential for decline in the State and national economies.** Changes in the State and national economies are beyond local control and directly affect Tualatin's economy.

---

<sup>12</sup> Tualatin updated its Development Code in 2018 through a project known as the Tualatin Development Code Improvement Project (TDCIP) Phase 1.

<sup>13</sup> Oregon Climate Change Research Institute. *Fourth Oregon Climate Assessment Report*. January 2019.



National recessions generally have a greater effect on Oregon, with higher job losses and longer recovery periods than the national average.

## Summary of Tualatin's Competitive and Comparative Advantages

The prior sections presented Tualatin's strengths, weaknesses, opportunities, and threats for economic development. Based on this, Tualatin's competitive and comparative advantages are:

- **Location.** Tualatin is located along a major transportation corridor (the I-5 corridor) and is 13 miles from downtown Portland. While Tualatin is not an especially large city, it is in close proximity to all of the urban amenities and services one would expect in a large metropolitan area. Residents of Tualatin have access to cultural activities such as concerts and events (like the West Coast Giant Pumpkin Regatta) at the Tualatin Commons and museums, markets, and concert halls in Portland. Residents also have access to outdoor recreational activities such as many park amenities offered by the City and the Tualatin River National Wildlife Refuge in Sherwood. These locational aspects are attractive to businesses who prioritize quality of life for their employees.

Additionally, most of Tualatin's workers commute to the city from other areas. Businesses that need access to or want to attract customers across the Portland Region may locate in Tualatin. Tualatin's location will impact the area's future economic development.

- **Regional Labor Market.** The availability of labor is critical for economic development. Availability of labor depends not only on the number of workers available but the quality, skills, and experience of available workers. Businesses in Tualatin have access to workers in Tualatin and from neighboring communities. Businesses need access to reliable skilled workers, both with and without higher education. The multitude of higher education institutions located in and around the Portland Metro area means that Tualatin has sufficient access to skilled workers.
- **Existing Businesses.** Tualatin's existing businesses provide an opportunity for development of new businesses within the city. The existing business base is an advantage for economic development in numerous ways—as a source of future economic expansion, for attracting skilled workers, and for provision of goods and services to other businesses in Tualatin.
- **Ongoing Planning Projects.** The City is revising its Comprehensive Plan (the Tualatin 2040 process), which will result in ongoing planning work that is necessary to support economic growth. This work may include revisions to the City's economic development strategy, additional planning for housing to provide more opportunities for workers to live in Tualatin, updating the Transportation System Plan, ongoing planning for transit services, area planning for redevelopment that may result from this EOA and the housing needs analysis project, and other ongoing planning projects.

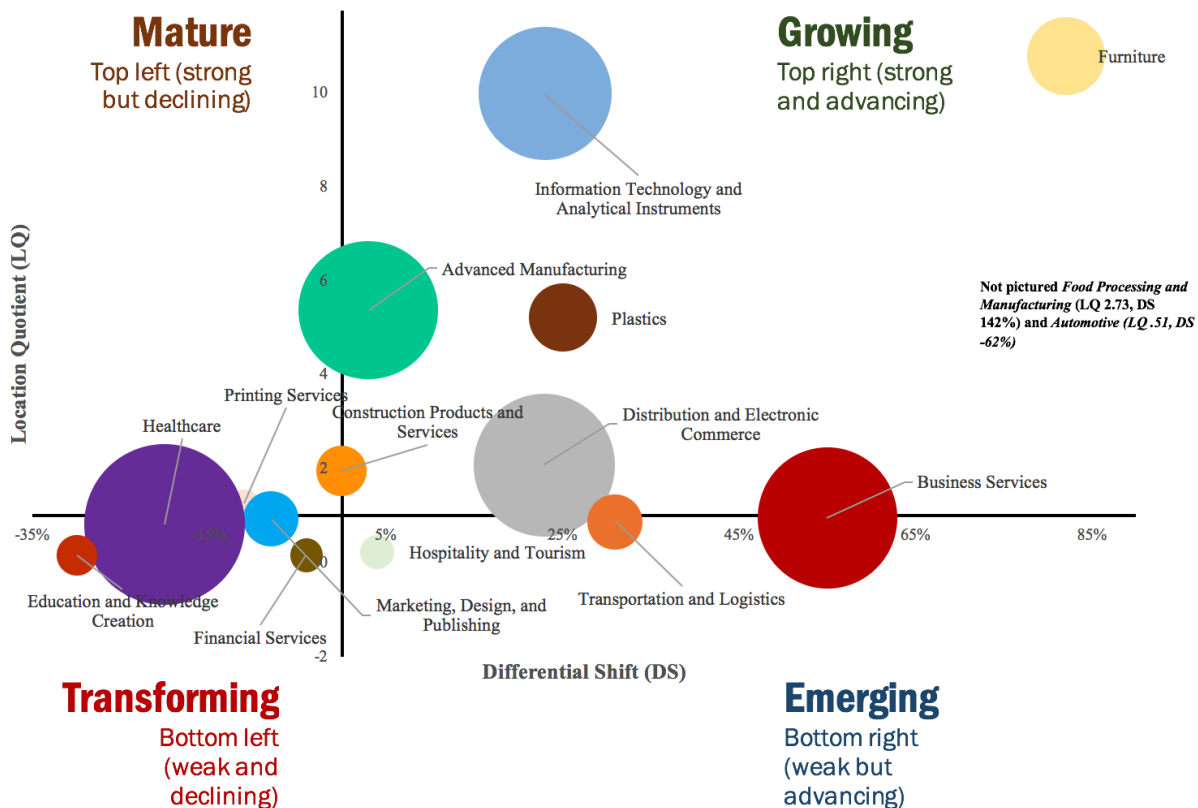
## Target Industries

The characteristics of Tualatin will affect the types of businesses most likely to locate in the city. Tualatin's attributes that may attract firms are Tualatin's access to industrial land, access to workers, and its location along the I-5 corridor.

Tualatin's industry concentrations with a potential competitive advantage are defined in Exhibit 13. Tualatin has categorized its existing businesses into four main categories based on the analysis of location quotients (i.e., highly specialized industries), differential shift (i.e., competitive advantage compared to the national level), and critical concentration (i.e., at least five establishments in a defined cluster). These four categories are Growing Base, Emerging Clusters, Mature Clusters, and Transformation Clusters. Exhibit 13 and Exhibit 14 list the specific industries by each category.

### Exhibit 13. Concentration of Industries and Employment, Tualatin, 2017

Source: City of Tualatin, Economic Development Department using data from EMSI and Oregon Department of Employment (QECW data).  
Note: Not pictured is Food Processing and Manufacturing, with an LQ of 2.73 and DS 142%. Automotive is also not displayed, with an LQ of 0.51 and DS of -62%.



**Exhibit 14. Industries Ranked Based on Differential Shift and Location Quotient**

Source: City of Tualatin, Economic Development department using EMSI data (2018).

Rank	Cluster	Location Quotient (LQ)	Cluster Employment, 2017	Number of Establishments, 2016	Differential Shift (DS)
<b>GROWING BASE</b>					
1	Food Processing and Manufacturing	2.73	564	6	142%
2	Furniture	10.79	776	6	82%
3	Plastics	5.21	587	10	25%
4	Information Technology and Analytical Instruments	9.99	2,270	37	23%
5	Distribution and Electronic Commerce	2.08	2,535	193	23%
6	Advanced Manufacturing	5.38	2,433	46	3%
<b>EMERGING CLUSTERS</b>					
7	Business Services	0.96	2,506	131	55%
8	Transportation and Logistics	0.88	378	16	31%
9	Hospitality and Tourism	0.22	144	8	4%
<b>MATURE CLUSTERS</b>					
10	Construction Products and Services	1.96	331	7	-0.4%
11	Printing Services	1.26	110	11	-11%
<b>TRANSFORMATION CLUSTERS</b>					
12	Financial Services	0.17	141	35	-4%
13	Marketing, Design, and Publishing	0.93	385	28	-8%
14	Healthcare	0.82	3,279	153	-20%
15	Education and Knowledge Creation	0.16	199	16	-30%

The potential growth industries in Tualatin will draw from existing industry concentration in the City, Washington County, and the Portland Region, along with the City's economic development policies that align with changing or emerging industries and result in employment growth in Tualatin. Tualatin may also have opportunities for employment growth in industries without a concentration of employment or a high location quotient.

## Potential Growth Industries

An analysis of growth industries in Tualatin should address two main questions: (1) Which industries are most likely to be attracted to Tualatin? and (2) Which industries best meet Tualatin's economic development goals? The selection of target industries is based on Tualatin's goals for economic development, economic conditions in Tualatin and Washington County, and the City's competitive advantages.

Given the current employment base, which is composed of small and mid-sized businesses, it is reasonable to assume that much of the city's business growth will come from small and mid-sized businesses. This growth will either come from businesses already in Tualatin or new businesses that start or relocate to Tualatin from within the Portland Region or from outside of the region.

The industries identified as having potential for growth in Tualatin are outlined below. This section primarily draws from the City of Tualatin's cluster analysis and reports developed for the Portland Region.

- **Manufacturing.** Tualatin's manufacturing sector accounts for 27% of the city's employment base. Greater Portland, Inc. (GPI) described Portland as a hot spot for manufacturing growth for key sub-clusters (footwear, apparel, knives, and sporting; machinery; and medical devices).<sup>14</sup> Tualatin's potential growth industries in manufacturing are:
  - *Advanced manufacturing.* This industry is an internally preferred grouping of five independent traded clusters: (1) downstream metal products, (2) lighting and electrical equipment, (3) metalworking technology, (4) production technology and heavy machinery, and (5) upstream metal manufacturing. In a report by the U.S. Subcommittee on Advanced Manufacturing, this industry is challenged by "a shortage of Americans with the science, technology, engineering, and mathematics knowledge and technical skills needed for advanced manufacturing jobs."<sup>15</sup> Tualatin has a larger share of highly educated residents compared to Washington County and the Portland Region, alleviating some concerns related to not having sufficient levels of skilled workers.

Greater Portland Global (GPG), in its latest Investment Plan,<sup>16</sup> states that "[t]he region is rich with firms in legacy industries such as metals manufacturing and wood processing that use advanced processes and possess a highly skilled labor pool, [motor vehicle manufacturing, and computers and electronics]." While GPG indicates that there is "a limited economic development role to play,"

---

<sup>14</sup> Greater Portland, Inc. (n.d.). Regional Trends in Greater Portland's Target Clusters. Greater Portland 2020.

<sup>15</sup> The United States Subcommittee on Advanced Manufacturing. *Strategy for American Leadership in Advanced Manufacturing*. Office of the President, Committee on Technology of the National Science and Technology Council.

<sup>16</sup> Greater Portland Global. (n.d.). *Global Trade and Investment Plan*. Global Cities Initiative, A Joint Project of Brookings and JPMorgan Chase.

Tualatin has substantial access to labor talent and may continue to support expansions of existing advanced metals manufacturing, family-owned operations, and wood products manufacturing.

- *Food processing and manufacturing.* The Bureau of Labor Statistics describes this industry cluster as one that takes livestock and agricultural products (raw food materials) and transforms them into products for intermediate or final consumption (sold to wholesalers or retailers for distribution). Tualatin's food processing and manufacturing cluster is its fastest growing industry (projected to grow 64% from 2017 to 2028). GPG cites the region's food processing sector as an established sector, requiring support in the form of industrial lands readiness and continued recruitment.
- *Furniture.* The furniture industry cluster comprises establishments that manufacture furniture, cabinets, shelving, and manufactured homes using products made of wood, metal, plastic, or textiles. While the furniture cluster provides the lowest annual wage of \$38,911 per year (almost \$19,000 less than the city average), it is the most concentrated cluster in Tualatin (with an LQ of 10.79).
- *Plastics.* Wages in the plastics industry cluster (comprising establishments that manufacture plastic materials and other plastic components/products) grew 14% from 2012 to 2017. As the fourth most concentrated cluster in Tualatin (with an LQ of 5.21), this industry presents objective growth potential for lower-skilled workers.
- *Consumer products.* Per a 2019 discussion with GPI, the consumer products sector was described as an important industry target for Oregon, particularly for food and beverage products but also apparel, outdoor wear, and footwear, as well as health and beauty products, home accessories, and pet products. Consumer products consists of convenience, shopping, specialty, or unsought products (e.g., final goods). BuiltOregon, purposed to make Oregon the leader in consumer product innovation and development, launched the United States first nonprofit consumer product accelerator in Oregon. Tualatin may support efforts to connect consumer product businesses with BuiltOregon to encourage growth in its manufacturing target industries (e.g., advanced manufacturing, food processing, furniture manufacturing, etc.).
- **Information technology and analytical systems.** This industry cluster comprises establishments that work in computers, software, audio visual equipment, laboratory instruments, and medical apparatus development (e.g., standard and precision electronics like circuit boards and semiconductors). As of 2017, employees working in this industry cluster maintain an average wage of \$109,832 (about \$52,000 above the city's average)—representing the highest average-waged industry in Tualatin. Tualatin's information technology and analytical system industry has, however, grown slower (17%) than the nation.

- **Business services.** Business services establishments, including corporate headquarters and other professional services (e.g., consulting, back office services, financial services/legal services, facilities support, computer services, etc.). In Tualatin, this industry is expected to see the largest growth in total jobs and had the largest growth in average wage.

### 3. Employment Growth and Site Needs

---

Goal 9 requires cities to prepare an estimate of the amount of commercial and industrial land that will be needed over a 20-year planning period. The estimate of employment land need and site characteristics for Tualatin is based on expected employment growth and the types of firms that are likely to locate in Tualatin over the 20-year period. This section presents an employment forecast and analysis of target industries that build from recent economic trends.

#### Forecast of Employment Growth and Commercial and Industrial Land Demand

Demand for industrial and non-retail commercial land will be driven by the expansion and relocation of existing businesses and by the growth of new businesses in Tualatin. This employment land demand is driven by local growth independent of broader economic opportunities, including the growth of target industries.

The employment projections in this section build off of Tualatin's existing employment base, assuming future growth is similar to the Portland Region's long-term historical employment growth rates. The employment forecast does not take into account a major change in employment that could result from the location (or relocation) of one or more large employers in the community during the planning period. Such a major change in the community's employment would exceed the growth anticipated by the city's employment forecast and its implied land needs (for employment, housing, parks, and other uses). Major economic events, such as the successful recruitment of a very large employer, are difficult to include in a study of this nature. The implications, however, are relatively predictable—more demand for land (of all types) and public services.

Projecting demand for industrial and non-retail commercial land has four major steps:

1. **Establish base employment for the projection.** We start with the estimate of covered employment in Tualatin presented in Exhibit 8. Covered employment does not include all workers, so we adjust covered employment to reflect total employment in the city.
2. **Project total employment.** The projection of total employment considers forecasts and factors that may affect employment growth in Tualatin over the 20-year planning period.
3. **Allocate employment.** This step involves allocating types of employment to different land use types.
4. **Estimate land demand.** This step estimates general employment land demand based on employment growth and assumptions about future employment densities.

The remainder of this section follows this outline to estimate employment growth and commercial and industrial land demand for Tualatin.

## Employment Base for Projection

The purpose of the employment projection is to model future employment land need for general employment growth. The forecast of employment growth in Tualatin starts with a base of employment growth on which to build the forecast.

Exhibit 15 shows ECONorthwest's estimate of total employment in Tualatin in 2017. Tualatin had an estimated 38,838 total employees in 2017.

To develop the figures, ECONorthwest started with estimated covered employment in Tualatin using confidential Quarterly Census of Employment and Wages (QCEW) data provided by the Oregon Employment Department. Based on this information, Tualatin had about 31,102 covered employees in 2017.

Covered employment, however, does not include all workers in an economy. Most notably, covered employment does not include sole proprietors. Analysis of data shows that covered employment reported by the Oregon Employment Department for Washington County is only about 77% of total employment reported by the U.S. Department of Commerce.<sup>17</sup> We evaluated this ratio for each industrial sector for Washington County and used the resulting ratios to determine the number of noncovered employees. This allowed us to determine the total employment in Tualatin.

---

<sup>17</sup> **Covered employment** includes employees covered by unemployment insurance. Examples of workers not included in covered employment are sole proprietors, some types of contractors (often referred to as "1099 employees"), or some railroad workers. Covered employment data is from the Oregon Employment Department.

**Total employment** includes all workers based on data from the U.S. Department of Commerce. Total employment includes all covered employees, plus sole proprietors and other noncovered workers.



**Exhibit 15. Estimated Total Employment by Sector, Tualatin Planning Area, 2017**

Source: 2017 covered employment from confidential Quarterly Census of Employment and Wage (QCEW) data provided by the Oregon Employment Department.

Sector	Covered Employment	Estimated Total Employment	Covered % of Total
Agriculture, Forestry, & Mining	162	162	100%
Construction	2,384	3,018	79%
Manufacturing	8,371	8,761	96%
Wholesale Trade	3,235	3,805	85%
Retail Trade	2,429	2,926	83%
Transportation, Warehousing & Utilities	1,337	1,734	77%
Information	195	235	83%
Finance & Insurance	380	675	56%
Real Estate, Rental, & Leasing	294	1,175	25%
Professional & Technical Services	1,044	1,821	57%
Management of Companies	789	827	95%
Admin. & Support / Waste Mgmt & Remediation Serv.	2,366	2,942	80%
Private Education Services	296	552	54%
Health Care & Social Assistance	3,291	4,019	82%
Arts, Entertainment, & Recreation	846	1,658	51%
Accommodation & Food Services	2,017	2,201	92%
Other Services	879	1,532	57%
Government	787	795	99%
<b>Total Non-Farm Employment</b>	<b>31,102</b>	<b>38,838</b>	<b>77%</b>

Exhibit 16 shows that industrial employment (i.e., manufacturing, warehousing, or construction) is predominantly located in Industrial Plan Designations, with small amounts of employment located in commercial Plan Designations (such as contractors and delivery or transportation logistics services) and in residential Plan Designations (such as contractors, plumbers, electricians, contractors, and delivery or transportation logistics services).

In contrast, about one-fifth of commercial employment (i.e., retail, health care, financial services, and other commercial uses) are located in industrial Plan Designations (such as gas stations, auto body shops, storage facilities, and professional or technical-service businesses) and 12% are located in residential Plan Designations (such as financial institutions, property management or real estate offices, cafes, restaurants, and professional or technical-service businesses).

In the future, it is reasonable to expect that employment in Tualatin will continue to mix within existing Plan Designations, with substantial amounts of commercial employment locating in industrial and residential Plan Designations. Existing commercial and industrial employment in residential Plan Designations (Exhibit 16) consists of construction businesses, some wholesale and retail, as well as financial and real estate businesses.

**Exhibit 16. Location of Employment by Plan Designation, Tualatin Planning Area, 2017**

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wage, summarized by ECONorthwest. Note: Data is organized by 2-digit NAICS and only includes employment at businesses with private ownership.

General Plan Designation	Industrial employment		Commercial employment		Total	
	Employees	Percent	Employees	Percent	Employees	Percent
Industrial	13,985	94%	3,090	20%	17,075	56%
Commercial	547	4%	10,352	67%	10,899	36%
Residential	382	3%	1,881	12%	2,263	7%
Institutional	-	0%	78	1%	78	0%
<b>Total</b>	<b>14,914</b>	<b>100%</b>	<b>15,401</b>	<b>100%</b>	<b>30,315</b>	<b>100%</b>

## Employment Projection

The employment forecast covers the 2020–2040 period, requiring an estimate of total employment for Tualatin in 2020. Tualatin does not have an existing employment forecast, and there is no required method for employment forecasting. OAR 660-024-0040(9) sets out some optional “safe harbors” that allow a city to determine employment land need.

ECONorthwest modeled four scenarios of employment growth. The employment growth assumption and basis for the scenarios are outlined below and in Exhibit 17:

- **Metro’s Household Growth Rate for Tualatin:** The growth rate of 0.44% based on Tualatin’s household growth forecast for the 2020–2040 period. This rate is consistent with the household forecast used in Tualatin’s Housing Needs Analysis (2020–2040). Use of this growth rate is consistent with the safe harbor in OAR 660-024-0040(9)(a).
- **OED’s Employment Growth Rate for the Tri-County Region:** The growth rate of 1.2% based on Oregon Employment Departments’ (OEDs’) forecast for employment growth for the Portland Region (Clackamas County, Multnomah County, and Washington County). Use of this growth rate is consistent with the safe harbor in OAR 660-024-0040(9)(a).
- **Metro’s Employment Growth Rate for Tualatin:** The growth rate of 1.4% based on Metro’s employment forecast for Tualatin for the 2015–2040 period.
- **Tualatin’s Historic Employment Growth Rate:** The growth rate of 2.9% based on Tualatin’s employment growth for the 2007–2017 period.

### Exhibit 17. Employment Growth Scenarios, Tualatin Planning Area, 2020–2040

Source: (1) Metro's 2040 Household Distributed Forecast, July 12, 2016. Metro's 2040 TAZ Forecast for households, November 6, 2015. Calculations by ECONorthwest. (2) State of Oregon Employment Department, Employment Projections by Industry, 2017–2027. (3) Metro's 2040 Employment Distributed Forecast, July 12, 2016. (4) Bureau of Labor Statistics, Quarterly Census of Employment and Wage, 2007 and 2017. Note: "HH" is household and "Emp." is employment.

Year	Total Employment Scenarios			
	Metro's HH Growth for Tualatin	OED's Emp. Growth for Tri-County Region	Metro's Emp. Growth for Tualatin	Historic Emp. Growth for Tualatin
2020	39,355	40,252	40,478	42,339
2040	42,985	51,089	53,332	75,272
<b>Change 2020 to 2040</b>				
Employees	3,630	10,837	12,854	32,933
Percent	9%	27%	32%	78%
AAGR	0.44%	1.20%	1.39%	2.92%

Tualatin is assuming that the City will grow at the rate forecast by Metro, 1.4% average annual growth rate. This assumption is based on the fact that Tualatin grew at a substantially faster rate over the 2007–2017 period (2.9% average annual growth rate), as well as Tualatin's key comparative advantages, such as the city's location along I-5 and its land base of industrial land.

Exhibit 18 shows employment growth for Tualatin between 2020 and 2040, based on the assumption that the City will grow at an average annual growth rate of 1.4%. Tualatin will have 53,332 employees by 2040, which is an increase of 12,854 employees (32%) between 2020 and 2040.

**Tualatin is forecast to have 12,854 new employees over the 20-year period.**

### Exhibit 18. Forecast of Employment Growth, Tualatin Planning Area, 2020–2040

Source: ECONorthwest.

Year	Total Employment
2020	40,478
2040	53,332
<b>Change in Employees (2020 to 2040)</b>	
Employees	12,854
Percent	32%
AAGR	1.39%

## Allocate Employment to Different Land Use Types

The next step in forecasting employment is to allocate future employment to broad categories of land use. Firms wanting to expand or locate in Tualatin will look for a variety of site characteristics, depending on the industry and specific circumstances. We grouped employment into four broad categories of land use based on North American Industrial Classification System (NAICS): industrial, retail commercial, office and commercial services, and government.

Exhibit 19 shows the expected share of employment by land use type in 2020 and the forecast of employment growth by land use type in 2040 in Tualatin. For each land use type, we assumed that the share of total employment will stay the same.

### Exhibit 19. Forecast of Employment Growth by Land Use Type, Tualatin Planning Area, 2020–2040

Source: ECONorthwest. Note: The shaded percentages denote an assumption about the future share of employment (as a percent of total) by land use type. It assumes that the share of employment by land use type will remain the same.

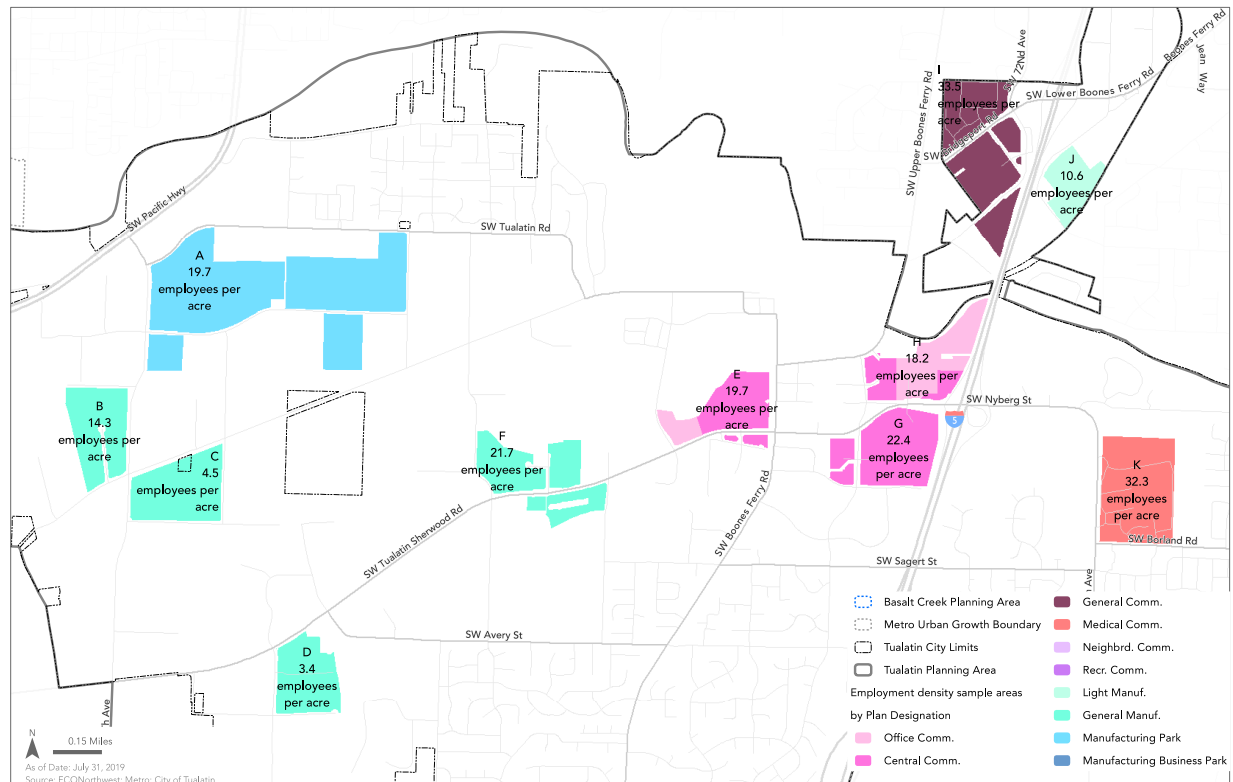
Land Use Type	2020		2040		Change 2020 to 2040
	Employment	% of Total	Employment	% of Total	
Industrial	18,218	45%	24,004	45%	5,786
Retail Commercial	3,050	8%	4,018	8%	968
Office & Commercial Services	18,382	45%	24,219	45%	5,837
Government	829	2%	1,092	2%	263
<b>Total</b>	<b>40,478</b>	<b>100%</b>	<b>53,332</b>	<b>100%</b>	<b>12,854</b>

## Estimate of Demand for Commercial and Industrial Land

Converting from employment growth to land need (in acres) requires assumptions about future employment densities. Employees per acre is a measure of employment density based on the ratio of the number of employees per acre of employment land that is developed for employment uses. Exhibit 20 displays sample sites that informed ECONorthwest's analysis of employment densities for businesses and sites in Tualatin based on existing employment. Results of the employment density analysis are summarized in Exhibit 21.

### Exhibit 20. Employment Densities in Tualatin, Tualatin Sample Sites, 2019

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wage, 2017; analysis by ECONorthwest.



Based on a sampling of sites in Tualatin, industrial areas average about 15 employees per acre (EPA) and commercial areas average about 27 EPA.

#### Exhibit 21. Summary of Employment Average Employment Densities, Tualatin Planning Area, 2018

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wage; summarized by ECONorthwest. Note1: Area names (A through K) correspond to areas mapped in Exhibit 20. Note2: "EPA" is employees per acre.

Land Use Type/ Area Name on Map	Type of Use	Average density (EPA)
Industrial		15
A	Manufacturing Park	20
B	General Manufacturing	14
C	General Manufacturing	5
D	General Manufacturing	3
F	General Manufacturing	22
J	Light Manufacturing	11
Commercial and Retail		27
E	Office/Central Commercial	20
G	Central Commercial	22
H	Office/Central Commercial	18
I	General Commercial	34
K	Medical Commercial	32

Exhibit 22 shows demand for vacant (including partially vacant) land in Tualatin over the 20-year period. ECONorthwest uses two assumptions in Exhibit 22: (1) employment density and (2) net-to-gross conversion factor.

- **Employment density.** Exhibit 22 displays the density assumptions as net employees per acre (EPA) for use in the analysis of employment land demand. It assumes industrial will have an average of 15 EPA, retail commercial will have an average of 25 EPA, and office commercial will have an average of 40 EPA.

These employment densities are consistent with Tualatin's historic densities and employment densities in Oregon cities of a similar size as Tualatin. Some types of employment will have higher employment densities (e.g., a multistory office building), and some will have lower employment densities (e.g., a convenience store with a large parking lot).

This analysis assumes 15 EPA for industrial uses, as it is consistent with the EPA weighted average of industrial sample sites. This analysis assumes 25 EPA for retail, as it is consistent with the weighted average of sample site G, H, and I. This analysis assumes 40 EPA for office based on the assumption that Tualatin will encourage more two and three-story office buildings over the 20-year planning period (meaning we assume a higher employment density than historical).

- **Conversion from net-to-gross acres.** The data about employment density is in *net* acres, which does not include land for public right-of-way. Future land need for employment should include land in tax lots needed for employment plus land needed for public right-of-way. One way to estimate the amount of land needed for employment, including public right-of-way, is to convert from *net* to *gross* acres based on assumptions about the amount of land needed for public right-of-way.<sup>18</sup> A net-to-gross conversion is expressed as a percentage of gross acres that are in public right-of-way.

Based on empirical evaluation of Tualatin’s existing net-to-gross ratios, ECONorthwest uses a net-to-gross conversion factor of 9% for industrial and 27% for commercial.

Using these assumptions, the forecast for growth is 12,854 new employees. Exhibit 22 displays and accounts for 12,591 new employees, as government employees (263 employees) were deducted from the analysis of land demand. Tualatin will accommodate new government employees in institutional Plan Designations. The 12,591 new employees will result in the following demand for employment land: 424 gross acres of industrial land, 53 gross acres of retail commercial land, and 200 gross acres of office and commercial services land.

#### **Exhibit 22. Demand for Land to Accommodate Employment Growth, Tualatin Planning Area, 2020–2040**

Source: ECONorthwest.

Land Use Type	New Emp. on Vacant Land	Employees per Acre (Net Acres)	Land Demand (Net Acres)	Land Demand (Gross Acres)
Industrial	5,786	15	386	424
Retail Commercial	968	25	39	53
Office & Commercial Services	5,837	40	146	200
<b>Total</b>	<b>12,591</b>	<b>-</b>	<b>570</b>	<b>677</b>

Exhibit 23 shows land demand by general Plan Designation based on the existing distribution of employment in Exhibit 16. For example, Exhibit 23 assumes that 94% of growth in industrial employment (demand for 424 acres shown in Exhibit 22) will occur in industrial Plan Designations, with 4% in commercial Plan Designations and 3% in residential Plan Designations.

<sup>18</sup> OAR 660-024-0010(6) uses the following definition of net buildable acre. “Net Buildable Acre” consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads. While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

## Exhibit 23. Demand for Land to Accommodate Employment Growth by Generalized Plan Designation, Tualatin Planning Area, 2020–2040

Source: ECONorthwest.

Land Use Type	General Plan Designation				Total (Acre)
	Industrial	Commercial	Residential	Institutional	
Industrial	397	16	11	-	424
Retail, Office, & Com Services	51	170	31	1	253
<b>Total (Acres)</b>	<b>448</b>	<b>186</b>	<b>42</b>	<b>1</b>	<b>677</b>

## Site Needs for Potential Growth Industries

OAR 660-009-0015(2) requires the EOA to “identify the number of sites by type reasonably expected to be needed to accommodate the expected [20-year] employment growth based on the site characteristics typical of expected uses.” The Goal 9 rule does not specify how jurisdictions conduct and organize this analysis.

The rule, OAR 660-009-0015(2), does state that “[i]ndustrial or other employment uses with compatible site characteristics may be grouped together into common site categories.” The rule suggests, but does not require, that the city “examine existing firms in the planning area to identify the types of sites that may be needed.” For example, site types can be described by (1) plan designation (e.g., heavy or light industrial), (2) general size categories that are defined locally (e.g., small, medium, or large sites), or (3) industry or use (e.g., manufacturing sites or distribution sites). For purposes of the EOA, Tualatin groups its future employment uses into categories based on their need for land with a particular plan designation (i.e., industrial or commercial) and by their need for sites of a particular size.

Based on the forecast of employment growth in Exhibit 19 and the average business size of business in Tualatin in 2017 (using analysis of Quarterly Census of Employment and Wage data), employment growth in Tualatin will require:

- **Industrial** employment will grow by 5,785 employees, with 5,785 employees requiring buildable land. The average site of industrial employers in Tualatin in 2017 was 26 employees per business. At that average size, Tualatin will need 223 industrial sites. Exhibit 29 (in Chapter 4) shows that Tualatin has 697 sites for industrial development (with a total of 374 buildable acres of land). The majority of these sites (626 sites) are smaller than 0.5 acres. Tualatin has seven industrial sites between 10 and 20 acres and 2 industrial sites larger than 20 acres. These sites provide a range of sizes that may be needed by future industrial businesses in Tualatin.
- **Commercial** employment will grow by 6,805 employees, with 6,805 employees requiring buildable land. The average site of commercial employers in Tualatin in 2017 was 13 employees per business. At that average size, Tualatin will need 511 commercial sites. Exhibit 29 (in Chapter 4) shows that Tualatin has 149 sites for commercial development (with a total of 10.5 buildable acres of land). The majority of these sites (143 sites) are smaller than 0.5 acres. Tualatin has four commercial sites between 0.5 and 1 acre, one



commercial site between 1 and 2 acres, and one commercial site between 2 and 5 acres. Limited available sites will affect commercial development in Tualatin.

The potential growth industries described in the prior section are a mixture of business sizes, from small businesses to larger businesses. For the most part, Tualatin's potential growth industries need relatively flat sites, especially for industrial or manufacturing businesses with access to arterial roads to connect with I-5 or key employment centers in Beaverton, Hillsboro, and Portland.

Manufacturing and other industrial businesses that are likely to locate in Tualatin will have a range of space needs:

- **Small-scale manufacturing spaces.** Businesses would be located in an industrial building with many other users.
- **Space in flex-service buildings.** These businesses may locate in a building that includes other industrial businesses, as well as commercial businesses that prefer to locate in flex space buildings. Per a 2019 discussion with GPI, we find that vacancy rates in flex-service buildings are exceptionally low compared to more traditional employment spaces.
- **Mid-sized manufacturing.** Businesses would be located potentially in a building with a few other businesses. Between 2015 and 2019, Greater Portland Inc. (GPI) reported manufacturing projects in its pipeline that requested an average square footage between 35,000 square feet (approximately two to four-acre sites) and 118,000 square feet (approximately eight to 10-acre sites).<sup>19</sup> Average space needs (per square foot) have increased each year, between 2015 and 2019.

Retail, office, and commercial service businesses have a range of space needs ranging from:

- **Small- or mid-sized space.** Between 2015 and 2019, on average, GPI reported office projects seeking sites that range from about 14,045 square feet to about 39,000.
- **Space in a building dominated by one firm or in a building with many other businesses.** Some commercial employment will locate in a newly constructed building with other commercial businesses of all types. This could potentially be with other commercial (or light industrial) uses in the building. Other businesses may require or desire their own space.
- **Land for construction of a building designed for the firm.** However, in the case where the business needs to build a building, they are typically seeking existing space rather than land to build a new facility.

---

<sup>19</sup> Greater Portland Inc. (May 2019). "Almost Mid-Year Pipeline Analysis."

Overall, of the businesses included in GPI's 2019 pipeline analysis—both office and manufacturing projects consistently requested existing space over “greenfield” space for their facility. In 2019, about 33% requested either greenfield space, up from 21% in 2017.

## 4. Buildable Lands Inventory

---

This chapter provides a summary of the commercial and industrial buildable lands inventory (BLI) for the Tualatin Planning Area. The buildable lands inventory analysis complies with Statewide Planning Goal 9 policies that govern planning for employment uses. The detailed methodology used to complete the buildable lands inventory completed is presented in Appendix B.

The analysis established the employment land base (parcels or portions of parcels with appropriate zoning), classified parcels by buildable status, identified/deducted environmental constraints, and summarized total buildable area by Plan Designation.

### Definitions

ECONorthwest developed the buildable lands inventory with a tax lot database from Metro Regional Land Information Systems (RLIS). Maps produced for the buildable lands inventory used a combination of GIS data based on the Metro BLI for the 2018 Urban Growth Report, adopted maps, and used visual verification to verify the accuracy of Metro data. The tax lot database is current as of 2016, accounting for changes and development updates through April 2019. The inventory builds from the database to estimate buildable land per Plan Designations that allow employment uses. The following definitions were used to identify buildable land for inclusion in the inventory:

- *Vacant land.* Tax lots designated as vacant by Metro based on the following criteria: (1) fully vacant based on Metro aerial photo; (2) tax lots with less than 2,000 square feet developed and the developed area is less than 10% of lot; and (3) lots 95% or more vacant from GIS vacant land inventory.
- *Partially vacant land.* Tax lots located on land designated for employment uses but have an existing single-family structure. These lots are assumed to likely develop with an employment use within the planning period.
- *Potentially redevelopable land.* Lots determined to have redevelopment capacity based on Metro's threshold price methodology. This method identifies lots that meet size and price thresholds based on location in the Metro UGB and Plan Designation. The methods use property value thresholds where it is economically viable for a lot to redevelop. For example, if the unconstrained area of tax lot in a central commercial Plan Designation is greater than 0.249 acres, and the real market value per square foot is below \$12, then the unconstrained acreage is considered as potentially redevelopable.
- *Public or exempt land.* Lands in public or semi-public ownership are considered unavailable for commercial or industrial development. This includes lands in federal, state, county, or city ownership as well as lands owned by churches and

other semi-public organizations and properties with conservation easements. These lands are identified using Metro's definitions and categories.

- *Developed land.* Lands not classified as vacant, partially vacant, or public/exempt are considered developed. Developed land includes lots with redevelopment capacity, which are also included in BLI. The capacity of developed but redevelopable lots is based on Metro's estimates.

## Development Constraints

Consistent with state guidance on buildable lands inventories, ECONorthwest deducted the following constraints from the buildable lands inventory and classified those portions of tax lots that fall within the following areas as constrained, unbuildable land:

- *Lands within floodplains.* Flood insurance rate maps from the Federal Emergency Management Agency (FEMA) were used to identify lands in floodways and 100-year floodplains, as well as lands identified in Metro's Title 3 Stream and Floodplain Protection Plan.
- *Land within natural resource protection areas.* The Locally Significant Wetlands shapefile was used to identify areas within wetlands. Riparian corridors and other natural resource areas identified in Tualatin's Natural Resource Protection Overlay District were all considered undevelopable. These areas are consistent with chapter 72 of the City's Development Code.
- *Land with slopes over 15%.* Lands with slopes over 15% are considered unsuitable for commercial or industrial development.

# Buildable Lands Inventory Results

## Land Base

Exhibit 24 shows commercial and industrial land in Tualatin by classification (development status). The results show that the Tualatin Planning Area has 2,731 total acres in commercial or industrial Plan Designations. Of these 2,731 acres, about 1,534 acres (56%) are classified as developed or public (or exempt) and do not have development capacity, about 683 acres (25%) are on lots classified as potentially redevelopable, and the remaining 514 acres (19%) are vacant or partially vacant and have development capacity (not including development constraints).

### Exhibit 24. Commercial and Industrial Acres by Classification and Plan Designation, Tualatin Planning Area, 2019

Source: Metro BLI, ECONorthwest Analysis. Note: The numbers in the table may not sum to the total as a result of rounding.

Generalized Plan Designation	Vacant	Partially Vacant	Developed	Public or Exempt	Potentially Redevelopable	Total Acres	Percent of Total
<b>Commercial</b>							
Central Commercial	-	-	0	4	-	4	0%
General Commercial	4	-	125	3	3	134	5%
Medical Commercial	-	-	-	46	-	46	2%
Neighborhood Commercial	-	-	-	-	-	-	0%
Office Commercial	3	-	53	19	3	78	3%
Recreational Commercial	-	-	9	-	-	9	0%
<b>Industrial</b>							
General Manufacturing	184	-	569	97	264	1,114	41%
Light Manufacturing	35	-	214	54	43	346	13%
Manufacturing Business Park	107	-	3	1	260	372	14%
Manufacturing Park	60	-	40	27	89	216	8%
<b>Mixed-Use Commercial Overlay Zone</b>							
General Commercial	-	-	25	-	-	25	1%
<b>Central Tualatin Overlay Zone</b>							
Central Commercial	3	-	95	50	5	153	6%
General Commercial	-	-	7	0	-	7	0%
Office Commercial	-	-	23	-	-	23	1%
General Manufacturing	-	-	33	-	-	33	1%
Light Manufacturing	-	-	17	-	-	17	1%
<b>Basalt Creek Planning Area</b>							
Manufacturing Park	36	78	2	19	15	150	5%
Neighborhood Commercial	4	1	-	-	-	4	0%
<b>Total</b>	<b>436</b>	<b>78</b>	<b>1,215</b>	<b>319</b>	<b>683</b>	<b>2,731</b>	<b>100%</b>

Exhibit 25 shows land in all commercial and industrial Plan Designations by development and constraint status. After development constraints have been applied, about 63% of Tualatin's total employment land (1,714 acres) has no development capacity (i.e., committed), 23% (632 acres) is constrained, and 14% (385 acres) is unconstrained and buildable.

**Exhibit 25. Commercial and Industrial Land by Comprehensive Plan Designation and Constraint Status, Tualatin Planning Area, 2019**

Source: Metro BLI, ECONorthwest Analysis. Note: The numbers in the table may not sum to the total as a result of rounding.

Generalized Plan Designation	Total acres	Committed acres	Constrained acres	Buildable acres
<b>Commercial</b>				
Central Commercial	4	0	4	0
General Commercial	134	117	13	4
Medical Commercial	46	43	3	0
Neighborhood Commercial	0	0	0	0
Office Commercial	78	63	12	3
Recreational Commercial	9	2	6	0
<b>Industrial</b>				
General Manufacturing	1,114	694	321	99
Light Manufacturing	346	283	34	29
Manufacturing Business Park	372	211	76	85
Manufacturing Park	216	129	31	56
<b>Mixed-Use Commercial Overlay Zone</b>				
General Commercial	25	20	5	0
<b>Central Tualatin Overlay Zone</b>				
Central Commercial	153	45	108	0
General Commercial	7	2	5	0
Office Commercial	23	18	4	0
General Manufacturing	33	28	6	0
Light Manufacturing	17	17	0	0
<b>Basalt Creek Planning Area</b>				
Manufacturing Park	150	41	4	105
Neighborhood Commercial	4	0	0	4
<b>Total</b>	<b>2,731</b>	<b>1,714</b>	<b>632</b>	<b>385</b>

## Vacant Buildable Land

Exhibit 26 shows buildable acres (e.g., acres in tax lots after constraints are deducted) for vacant and partially vacant land by Plan Designation. Of Tualatin's 385 unconstrained buildable commercial or industrial acres, about 82% of the land is in tax lots classified as vacant, and 18% is in tax lots classified as partially vacant. About 28% of Tualatin's buildable commercial and industrial land is located in the Basalt Creek Planning Area.

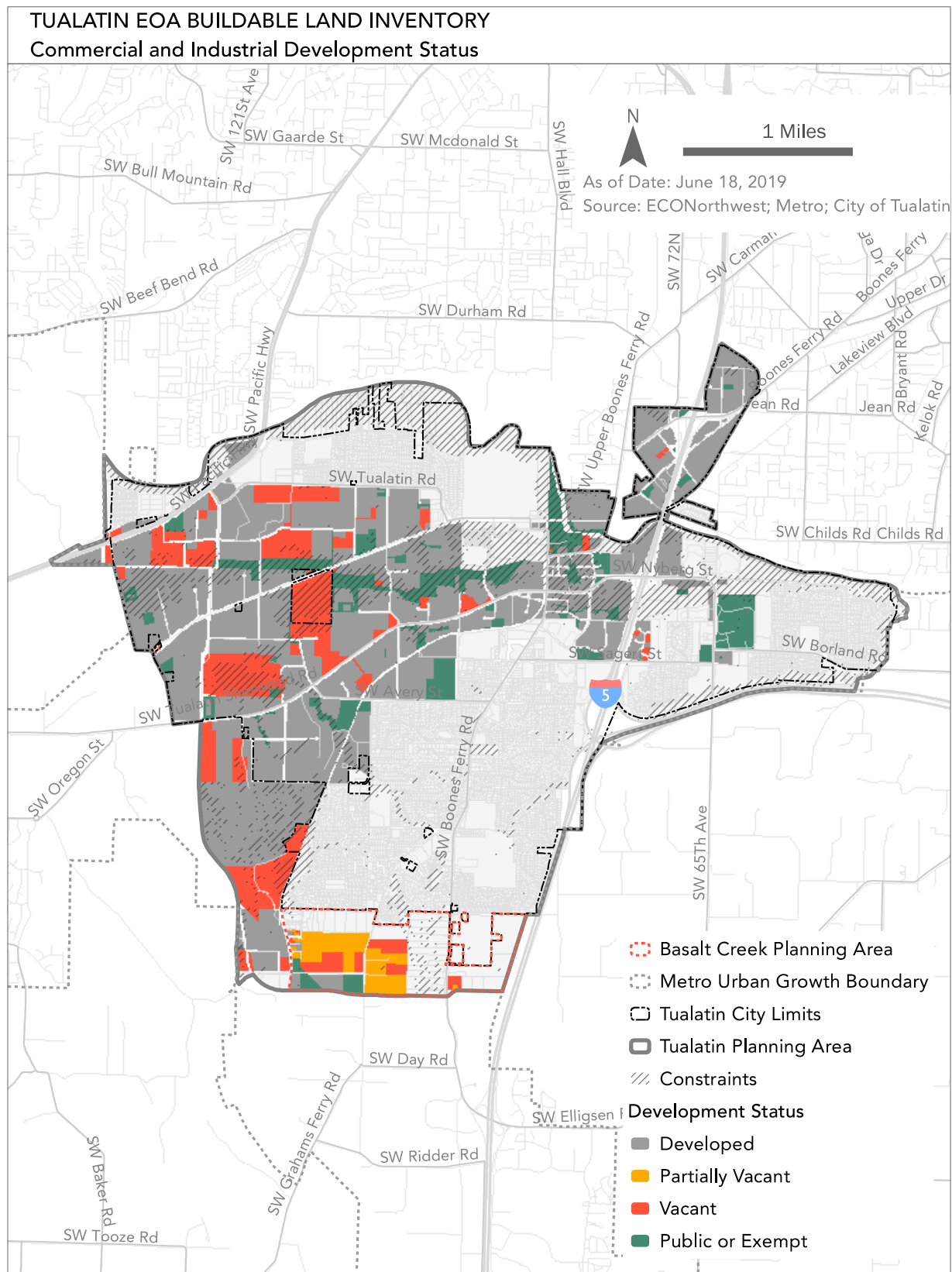
### Exhibit 26. Buildable Acres in Vacant and Partially Vacant Tax Lots by Plan Designation and Zoning, Tualatin Planning Area, 2019

Source: Metro BLI, ECONorthwest Analysis. Note: The numbers in the table may not sum to the total as a result of rounding.

Generalized Plan Designation	Total buildable acres	Buildable acres on vacant lots	Buildable acres on partially vacant lots
<b>Commercial</b>			
Central Commercial	0	0	0
General Commercial	4	4	0
Medical Commercial	0	0	0
Neighborhood Commercial	0	0	0
Office Commercial	3	3	0
Recreational Commercial	0	0	0
<b>Industrial</b>			
General Manufacturing	99	99	0
Light Manufacturing	29	29	0
Manufacturing Business Park	85	85	0
Manufacturing Park	56	56	0
<b>Mixed-Use Commercial Overlay Zone</b>			
General Commercial	0	0	0
<b>Central Tualatin Overlay Zone</b>			
Central Commercial	0	0	0
General Commercial	0	0	0
Office Commercial	0	0	0
General Manufacturing	0	0	0
Light Manufacturing	0	0	0
<b>Basalt Creek Planning Area</b>			
Manufacturing Park	105	35	70
Neighborhood Commercial	4	4	0
<b>Total</b>	<b>385</b>	<b>314</b>	<b>70</b>

Exhibit 27 and Exhibit 28 (upcoming pages) show the results of Tualatin's commercial and industrial BLI.

**Exhibit 27. Commercial and Industrial Land by Development Status with Constraints, Tualatin Planning Area, 2019**





**Exhibit 28. Unconstrained Vacant and Partially Vacant Commercial and Industrial Land, Tualatin Planning Area, 2019**

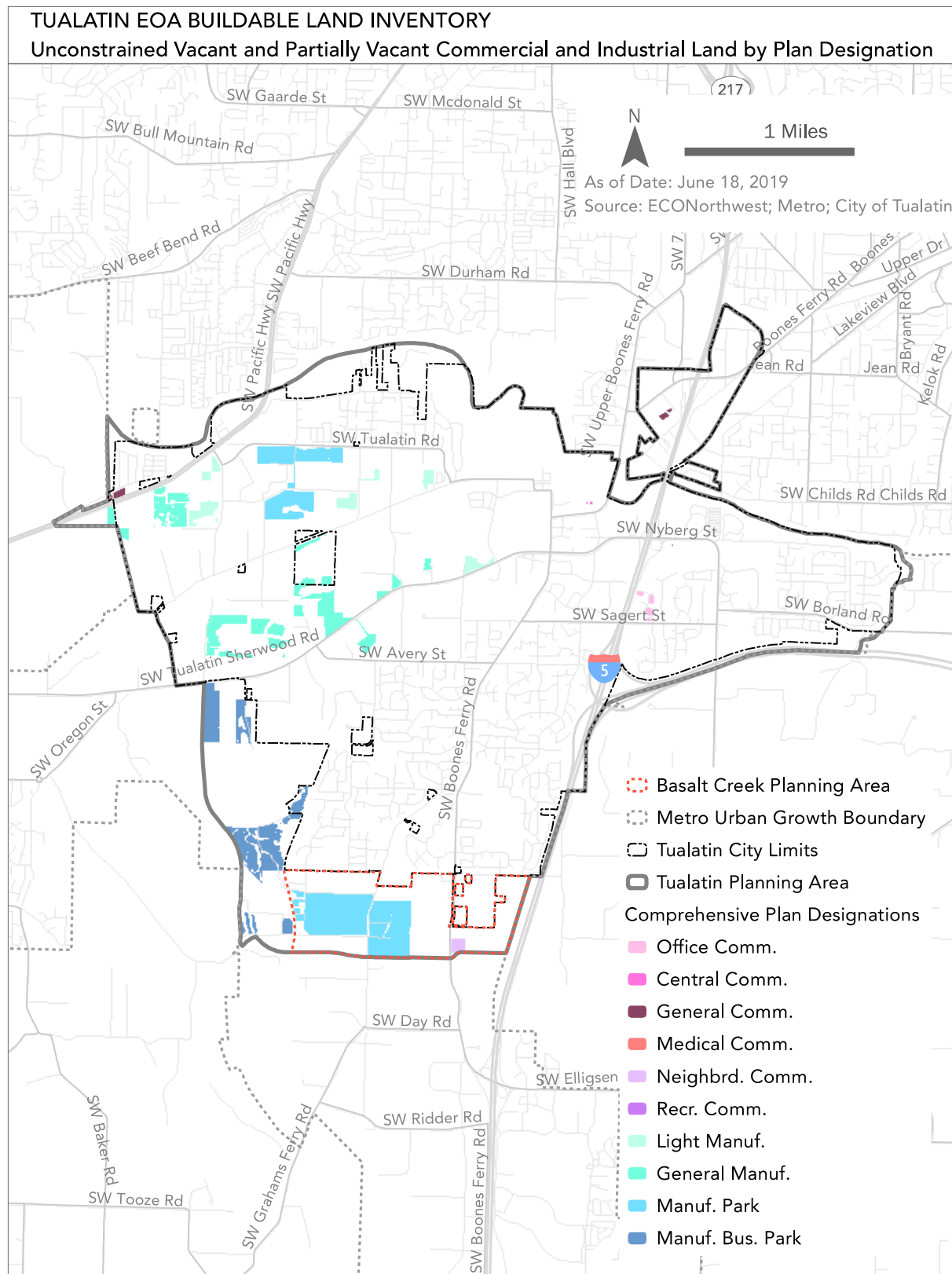


Exhibit 29 shows the size of lots by Plan Designations for buildable employment land. Tualatin has:

- 24 lots that are smaller than 0.5 acres (with 4.7 acres of land),
- 9 lots between 0.5 and 1 acres (6.3 acres of land),
- 13 lots between 1 and 2 acres (19.6 acres of land),
- 35 lots between 2 and 5 acres in size (132 acres of land),
- 11 lots between 5 and 10 acres in size (81 acres of land),
- 7 lots between 10 and 20 acres in size (95.5 acres of land), and
- 2 lots 20 acres or more in size (45.3 acres of land).

#### Exhibit 29. Lot Size by Plan Designation, Buildable Acres, Tualatin Planning Area, 2019

Source: ECONorthwest analysis of data from Metro.

	Buildable acres in taxlots						
	<0.5 acres	0.5-1 acres	1-2 acres	2-5 acres	5-10 acres	10-20 acres	20+ acres
<b>Buildable acres on tax lots</b>							
<b>Commercial</b>							
General Commercial	0.4	1.5	1.9	0.0	0.0	0.0	0.0
Office Commercial	1.7	1.1	0.0	0.0	0.0	0.0	0.0
<b>Industrial</b>							
General Manufacturing	0.1	2.8	2.8	36.5	17.6	39.8	0.0
Light Manufacturing	0.0	0.0	9.7	13.3	5.8	0.0	0.0
Manufacturing Business Park	0.0	0.0	4.1	19.4	27.5	13.1	20.9
Manufacturing Park	0.0	0.0	0.0	0.0	0.0	31.5	24.4
<b>Basalt Creek Planning Area</b>							
Manufacturing Park	2.3	0.9	1.2	59.1	30.2	11.2	0.0
Neighborhood Commercial	0.3	0.0	0.0	3.7	0.0	0.0	0.0
<b>Acreage subtotal</b>	<b>4.7</b>	<b>6.3</b>	<b>19.6</b>	<b>132.0</b>	<b>81.0</b>	<b>95.5</b>	<b>45.3</b>
<b>Number of taxlots with buildable acreage</b>							
<b>Commercial</b>							
General Commercial	2	2	1	0	0	0	0
Office Commercial	5	2	0	0	0	0	0
<b>Industrial</b>							
General Manufacturing	3	4	2	10	2	3	0
Light Manufacturing	0	0	6	4	1	0	0
Manufacturing Business Park	1	0	3	6	4	1	1
Manufacturing Park	0	0	0	0	0	2	1
<b>Basalt Creek Planning Area</b>							
Manufacturing Park	12	1	1	14	4	1	0
Neighborhood Commercial	1	0	0	1	0	0	0
<b>Tax lot count subtotal</b>	<b>24</b>	<b>9</b>	<b>13</b>	<b>35</b>	<b>11</b>	<b>7</b>	<b>2</b>

## Redevelopment Potential

Over the 20-year study period a portion of developed lots are likely to redevelop within new buildings. To account for the development capacity on these developed lots, Metro identifies a subset of developed lots as “redevelopable.” Metro has created two “filters” to identify lots with the potential to redevelop.

- **Threshold Method.** This method identifies lots that meet size and price thresholds based on location in the Metro UGB and Plan Designation. The method uses property value thresholds where it is economically viable for a lot to redevelop. For example, if the *unconstrained* area of a tax lot in a central commercial Plan Designation is greater than 0.249 acres, and the real market value per square foot is below \$12, then the unconstrained acreage is considered as potentially redevelopable.<sup>20</sup>
- **Historic Probability Method.** This method determines the probability of a lot redeveloped based on a statistical analysis of lots that historically redeveloped within the region. The probability for each lot is multiplied by the total zoned capacity of the lot to determine the likely future capacity.

For the Tualatin BLI, ECONorthwest proposes to use redevelopable acreage identified based on the threshold method, a recommendation that is based on discussion with Metro staff. Exhibit 30Exhibit 11 shows the estimate of potentially redevelopable acreage by Plan Designation.

---

<sup>20</sup> “Appendix 2: Buildable Land Inventory.” Oregon Metro. Urban Growth Report 2018.  
[https://www.oregonmetro.gov/sites/default/files/2018/12/03/Appendix2-BuildableLandsInventory\\_12032018.pdf](https://www.oregonmetro.gov/sites/default/files/2018/12/03/Appendix2-BuildableLandsInventory_12032018.pdf)

### Exhibit 30. Estimate of Potentially Redevelopable Land by Plan Designation, Tualatin Planning Area, 2019

Source: Metro BLI, using 2016 data to calculate redevelopment potential.

Generalized Plan Designation	Potentially Redevelopable Acres
<b>Commercial</b>	
Central Commercial	0
General Commercial	3
Medical Commercial	0
Neighborhood Commercial	0
Office Commercial	1
Recreational Commercial	0
<b>Industrial</b>	
General Manufacturing	135
Light Manufacturing	37
Manufacturing Business Park	71
Manufacturing Park	36
<b>Mixed-Use Commercial Overlay Zone</b>	
General Commercial	0
<b>Central Tualatin Overlay Zone</b>	
Central Commercial	0
General Commercial	0
Office Commercial	0
General Manufacturing	0
Light Manufacturing	0
<b>Basalt Creek Planning Area</b>	
Manufacturing Park	15
Neighborhood Commercial	0
<b>Total</b>	<b>297</b>

The analysis of redevelopment in Exhibit 30Exhibit 11 is based on analysis of existing land values (i.e., the threshold method). In considering likely commercial and industrial redevelopment that may occur over the next 20 years, stakeholders discussed the possibility of change of use (and redevelopment) of the gravel pit in the southwest area of the city, zoned Manufacturing Business Park. This area is classified as “committed” in the buildable lands inventory. The six tax lots in the gravel pit are a total size of 181 acres with about 47 constrained acres, mostly due to steep slopes and wetlands. When mining ceases in the gravel pit, which may or may not occur in the 20-year planning period, the gravel pit may be redevelopable and available for new employment uses.

## 5. Land Sufficiency and Conclusions

This chapter presents conclusions about Tualatin’s employment land sufficiency for the 2020–2040 period. The chapter then concludes with a discussion about Tualatin’s land base and its ability to accommodate growth over the next 20 years, as well as recommendations for the City to consider, ensuring it meets its economic growth needs throughout the planning period.

### Land Sufficiency

Exhibit 31 shows commercial and industrial land sufficiency within the Tualatin Planning Area. It shows:

- **Capacity of Land** (supply) within the Tualatin Planning Area (see Exhibit 26). Exhibit 31 shows that Tualatin has 374 gross acres of industrial land and 11 gross acres of commercial land.
- **Demand for Commercial and Industrial Land** in the Tualatin Planning Area (see Exhibit 22 and Exhibit 23). Exhibit 31 shows Tualatin will need a total of 448 gross acres for industrial uses and 186 gross acres for commercial uses (including retail and office) over the 2020–2040 period.

Exhibit 31 shows that Tualatin has:

- A 74-acre deficit of industrial land in the Tualatin Planning Area.
- A 175-acre deficit of commercial land (including retail and office) in the Tualatin Planning Area.

#### Exhibit 31. Comparison of the Capacity of Land with Employment Land Demand by Land Use Type, Tualatin Planning Area, 2020–2040

Source: ECONorthwest. Note: Employment demand requires an additional 42 gross acres on land in residential Plan Designations and one gross acre on land in an institutional (public) Plan Designation.

General Plan Designation	Land Supply (Suitable Gross Acres)	Land Demand (Gross Acres)	Land Sufficiency (Deficit)
Industrial	374	448	(74)
Commercial (incl Retail and Office)	11	186	(175)

## Conclusions and Recommendations

The conclusions about commercial and industrial land sufficiency in Tualatin are:

- **Tualatin is expected to have job growth in commercial and industrial sectors over the 20-year period.** Tualatin is forecast to grow by about 12,591 new employees (excluding new government employees) over the 2020–2040 period, with about 5,800 new industrial employees and 6,800 new employees in retail, office, and commercial services, with the remaining employees in government.
- **Tualatin has a deficit of land to accommodate new employment growth.** Tualatin has a deficit of about 74 acres of land in industrial Plan Designations and 175 acres of employment in commercial Plan Designations to accommodate employment. Tualatin will need to consider policies to increase the efficiency of employment land use within the city, such as policies to encourage denser employment development and redevelopment that results in higher-density development.
- **Tualatin has substantial redevelopment potential.** A majority of redevelopable lots are in industrial areas. For example, change of use (and redevelopment) of the gravel pit in the southwest area of the Manufacturing Business Park presents substantial redevelopment opportunities. The six tax lots in the gravel pit are a total size of 181 acres with about 47 constrained acres, mostly due to steep slopes and wetlands. When mining ceases in the gravel pit, which may or may not occur in the 20-year planning period, the gravel pit may be redevelopable and available for new employment uses.
- **Tualatin’s primary comparative advantages for economic development are its location along the I-5 corridor and proximity to urban and cultural amenities/services in the Portland Region, making Tualatin an attractive place for businesses to locate.** Tualatin has advantages through its access to the regional labor market and the region’s growing labor force comprising diverse skill sets.
- **Tualatin will need to address transportation capacity issues to accommodate growth, particularly along regional connectors (roads and avenues).** Traffic congestion is a substantial issue in Tualatin and surrounding areas, making it difficult to commute to Tualatin from other cities within the Portland Region and within Tualatin. Stakeholders are concerned that additional employment growth will make congestion substantially worse.
- **New employment will require additional urban infrastructure.** Growth in Basalt Creek will prompt the need for new pipes, pump stations, and potentially another reservoir to accommodate water and wastewater capacity demands in the sub-area. If Tualatin wishes to accommodate businesses that are more water-intensive, Tualatin will need to look to new or additional water supplies.

Following is a summary of ECONorthwest’s recommendations to Tualatin based on the analysis and conclusions in this report. The *Tualatin Economic Development Strategy* memorandum presents the full list of recommendations for Tualatin.

- **Ensure that Tualatin has enough land to accommodate expected employment growth and that land has infrastructure to support employment growth.** Tualatin should identify opportunities to support mixed-use development (especially development that includes commercial and residential uses) to accommodate employment growth, especially commercial employment growth. The City should identify opportunities to make more efficient use of employment land, such as limiting development of businesses that have large land requirements and little employment (such as distribution). In addition, the City should work with landowners to get key employment sites certified as “shovel ready” to speed the development process.
- **Identify opportunities for redevelopment, especially mixed-use redevelopment.** The City has a substantial deficit of industrial and commercial land. The City may be able to address some or most of this deficit within the existing planning area (without a UGB expansion). To do so, the City should identify districts for redevelopment, such as mixed-use development. This planning includes revising the Tualatin Town Center Plan to focus on opportunities to support redevelopment, identify tools to support redevelopment, and identify areas appropriate for more intense industrial uses (e.g., redevelopment of the gravel pit in the southwest area of the city once mining activity has ceased).
- **Grow jobs and businesses in Tualatin by supporting business retention, growth, and attraction.** The first step in growing jobs and businesses in Tualatin is revising the economic development strategy, including developing a clear vision for economic development in Tualatin, and creating an action plan to implement the vision. The revised strategy can build on the *Tualatin Economic Development Strategy* produced as part of this analysis, but the revised strategy should include a detailed action plan to implement the newly developed vision for economic development. In revising the strategy, the City should identify partnerships and incentive programs to grow, retain, and attract businesses as well as support entrepreneurial businesses in Tualatin.
- **Ensure that the City connects planning for economic development with other community planning.** Throughout the project, stakeholders emphasized the need to coordinate economic development planning with housing, transportation planning, and other community planning. Updates to the Tualatin Transportation System Plan should be coordinated with planning for employment and business growth. A key approach to accommodating new commercial development is redevelopment that results in mixed-use districts, providing opportunities for more housing affordable to people working at businesses in Tualatin and living closer to work (thus reducing transportation issues). In addition, stakeholders would like to see the incorporation of services needed to meet daily needs of residents of neighborhoods without driving.

The *Tualatin Economic Development Strategy* memorandum presents more details about each of these topics and recommendations for specific actions to implement these recommendations.

# Appendix A. National, State, and Regional and Local Trends

---

## National Trends

Economic development in Tualatin over the next 20 years will occur in the context of long-run national trends. The most important of these trends include:

- **Economic growth will continue at a moderate pace.** Analysis from the Congressional Budget Office (CBO) predicts real GDP to grow by 3.1% in 2018 and 2.4% in 2019, while settling just under 2% growth for the rest of the decade (through 2028), assuming current laws remain intact.<sup>21</sup>

The unemployment rate is expected to decrease to 3.6% by the end of 2018 and fall to 3.4% in 2019. Thereafter, the CBO predicts the unemployment rate will rise to 3.8% in 2020 and approach 4.8% through the end of the forecast period (2028).<sup>22</sup>

As demand for labor increases and market competition for workers pushes the growth of hourly wage compensation, the CBO projects that “the increase in labor compensation, [will dampen] demand for labor, slowing employment growth and, by 2020, diminishing the positive employment gaps.”<sup>23</sup>

- **The aging of the Baby Boomer generation accompanied by increases in life expectancy.** As the Baby Boomer generation continues to retire, the number of Social Security recipients is expected to increase from 61 million in 2017 to over 86 million in 2035, a 41% increase. However, due to lower-birth rate replacement generations, the number of covered workers is only expected to increase 9% over the same time period, from 174 million to almost 190 million in 2035. Currently, there are 35 Social Security beneficiaries per 100 covered workers in 2014, but by 2035, there will be 46 beneficiaries per 100 covered workers. This will increase the percent of the federal budget dedicated to Social Security and Medicare.<sup>24</sup>

Baby Boomers are expecting to work longer than previous generations. An increasing proportion of people in their early- to mid-50s expect to work full-time after age 65. In 2004, about 40% of these workers expect to work full-time after age 65, compared with

---

<sup>21</sup> Congressional Budget Office. *An Update to the Economic Outlook: 2018 to 2028. August 2018.* Retrieved from: <https://www.cbo.gov/system/files?file=2018-08/54318-EconomicOutlook-Aug2018-update.pdf>.

<sup>22</sup> *Ibid.*

<sup>23</sup> *Ibid.*

<sup>24</sup> The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2015, the 2018 *Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds*, June 5, 2018. Retrieved from: <https://www.ssa.gov/oact/tr/2018/tr2018.pdf>.



about 30% in 1992.<sup>25</sup> This trend can be seen in Oregon, where the share of workers 65 years and older grew from 2.9% of the workforce in 2000 to 4.1% of the workforce in 2010. In 2017, this share reached 5.5%, or a 90% increase over the 2000–2017 period. Over the same seventeen-year period, workers 45 to 64 years increased by about 7%.<sup>26</sup>

- **The population identifying as Latinx will continue to grow and be an important driver in the economy.** The U.S. Census projects that by about 2040, the Latinx population will account for one-quarter of the nation’s population. The share of Latinx population in the western United States is likely to be higher. The Latinx population currently accounts for about 16% of Tualatin’s population. In addition, the Latinx population is generally younger than the U.S. average, with many Latinx individuals belonging to the Millennial generation.
- **Need for replacement workers.** The need for workers to replace retiring Baby Boomers will outpace job growth. According to the Bureau of Labor Statistics, total employment in the United States will grow by about 11.5 million jobs over 2016 to 2026. Annually, they estimate there will be 18.7 million occupational openings over the same period. This exhibits the need for employees over the next decade, as the quantity of openings per year is large relative to expected employment growth. About 71% of annual job openings are in occupations that do not require postsecondary education.<sup>27</sup>
- **The importance of education as a determinant of wages and household income.** According to the Bureau of Labor Statistics, a majority of the fastest growing occupations will require an academic degree, and on average, they will yield higher incomes than occupations that do not require an academic degree. The fastest-growing occupations requiring an academic degree will be registered nurses, software developers, general and operations managers, accountants and auditors, market research analysts and marketing specialists, and management analysts. Occupations that do not require an academic degree (e.g., retail salespeople, food preparation workers, and home care aides) will grow, accounting for approximately 71% of all new jobs by 2026. These occupations typically have lower pay than occupations requiring an academic degree.<sup>28</sup>

The national median income for people over the age of 25 in 2017 was about \$47,164. Workers without a high school diploma earned \$20,124 less than the median income, and workers with a high school diploma earned \$10,140 less than the median income. Workers with some college earned \$6,916 less than median income, and workers with a bachelor’s degree earned \$13,832 more than median. Workers in Oregon experience the

---

<sup>25</sup> “The Health and Retirement Study,” 2007, National Institute of Aging, National Institutes of Health, U.S. Department of Health and Human Services.

<sup>26</sup> Analysis of 2000 Decennial Census data, 2010 U.S. Census American Community Survey, 1-Year Estimates, and 2017 U.S. Census American Community Survey, 1-Year Estimates, for the table Sex by Age by Employment Status for the Population 16 Years and Over.

<sup>27</sup> “Occupational Employment Projections to 2016–2026,” Bureau of Labor Statistics, 2018.

<sup>28</sup> “Occupational Employment Projections to 2016–2026,” Bureau of Labor Statistics, 2018.

same patterns as the nation, but pay is generally lower in Oregon than the national average.<sup>29</sup>

- **Increases in labor productivity.** Productivity, as measured by output per hour of labor input, increased in most sectors between 2000 and 2010, peaking in 2007. However, productivity increases were interrupted by the recession. After productivity decreases from 2007 to 2009, many industries saw large productivity increases from 2009 to 2010. Industries with the fastest productivity growth were information technology-related industries. These include wireless telecommunications carriers, computer and peripheral equipment manufacturing, electronics and appliance stores, and commercial equipment manufacturing wholesalers.<sup>30</sup>

Since the end of the recession (or 2010), labor productivity has increased across a handful of large sectors but has also decreased in others. In wholesale trade, productivity—measured in output per hour—increased by 19% over 2009 to 2017. Retail trade gained even more productivity over this period at 25%. Food services, however, have remained stagnant since 2009, fluctuating over the nine-year period and shrinking by 0.01% over this time frame. Additionally, the Bureau of Labor Statistics reports that multifactor productivity in manufacturing has been slowing down 0.3% per year over the 2004–2016 period. Much of this, they note, is due to slowdown in semiconductors, other electrical component manufacturing, and computer and peripheral equipment manufacturing.<sup>31</sup>

- **The importance of entrepreneurship and growth in small businesses.** According to the 2018 Small Business Profile from the US Small Business Office of Advocacy, small businesses account for over 99% of total businesses in the United States, and their employees account for nearly 50% of American workers.<sup>32</sup> The National League of Cities suggests ways that local governments can attract entrepreneurs and increase the number of small businesses, including strong leadership from elected officials; better communication with entrepreneurs, especially about the regulatory environment for businesses in the community; and partnerships with colleges, universities, small business development centers, mentorship programs, community groups, businesses groups, and financial institutions.<sup>33</sup>

---

<sup>29</sup> Bureau of Labor Statistics, Employment Projections, March 2018. [http://www.bls.gov/emp/ep\\_chart\\_001.htm](http://www.bls.gov/emp/ep_chart_001.htm)

<sup>30</sup> Brill, Michael R. and Samuel T. Rowe, “Industry Labor Productivity Trends from 2000 to 2010.” Bureau of Labor Statistics, *Spotlight on Statistics*, March 2013.

<sup>31</sup> Michael Brill, Brian Chanksy, and Jennifer Kim. “Multifactor productivity slowdown in U.S. manufacturing,” *Monthly Labor Review*, U.S. Bureau of Labor Statistics, July 2018. Retrieved from: <https://www.bls.gov/opub/mlr/2018/article/multifactor-productivity-slowdown-in-us-manufacturing.htm>.

<sup>32</sup> U.S. Small Business Office of Advocacy. 2018 Small Business Profile. <https://www.sba.gov/sites/default/files/advocacy/2018-Small-Business-Profiles-US.pdf>

<sup>33</sup> National League of Cities, “Supporting Entrepreneurs and Small Businesses” (2012). <https://www.nlc.org/supporting-entrepreneurs-and-small-business>

- **Increases in automation across sectors.** Automation is a long-running trend in employment, with increases in automation (and corresponding increases in productivity) over the last century and longer. The pace of automation is increasing, and the types of jobs likely to be automated over the next 20 years (or longer) is broadening. Lower-paying jobs are more likely to be automated, with potential for automation of more than 80% of jobs paying less than \$20 per hour over the next 20 years. About 30% of jobs paying \$20 to \$40 per hour and 4% of jobs paying \$40 or more are at risk of being automated over the next 20 years.<sup>34</sup>

Low- to middle-skilled jobs that require interpersonal interaction, flexibility, adaptability, and problem solving will likely persist into the future, as will occupations in technologically lagging sectors (e.g., production of restaurant meals, cleaning services, hair care, security/protective services, and personal fitness).<sup>35</sup> This includes occupations such as recreational therapists; first-line supervisors of mechanics, installers, and repairers; emergency management directors; mental health and substance abuse social workers; audiologists; occupational therapists; orthotists and prosthetists; health-care social workers; oral and maxillofacial surgeons; and first-line supervisors of firefighting and prevention workers. Occupations in the service and agricultural or manufacturing industry are most at risk of automation because of the manual-task nature of the work.<sup>36,37,38</sup> This includes occupations such as telemarketers; title examiners, abstractors, and searchers; hand sewers; mathematical technicians; insurance underwriters; watch repairers; cargo and freight agents; tax preparers; photographic process workers and processing machine operators; and accounts clerks.<sup>39</sup>

- **Consolidation of Retail.** Historical shift in retail businesses, starting in the early 1960s, was the movement from one-off mom-and-pop shops toward superstores and the clustering of retail into centers or hubs. Notably, we still see this trend persist. For example, in 1997, the 50 largest retail firms accounted for about 26% of retail sales, and by 2007, they accounted for about 33%.<sup>40</sup> The more recent shift began in the late 1990s, where technological advances have provided consumers with the option to buy goods through e-commerce channels. The trend toward e-commerce has become increasingly

---

<sup>34</sup> Executive Office of the President. (2016). Artificial Intelligence, Automation, and the Economy.

<sup>35</sup> Autor, David H. (2015). Why Are There Still So Many Jobs? The History and Future of Workplace Automation. *Journal of Economic Perspectives*, Volume 29, Number 3, Summer 2015, Pages 3–30.

<sup>36</sup> Frey, Carl Benedikt and Osborne, Michael A. (2013). *The Future of Employment: How Susceptible Are Jobs to Computerisation?* Oxford Martin School, University of Oxford.

<sup>37</sup> Otekhile, Cathy-Austin and Zeleny, Milan. (2016). Self Service Technologies: A Cause of Unemployment. *International Journal of Entrepreneurial Knowledge*. Issue 1, Volume 4. DOI: 10.1515/ijek-2016-0005.

<sup>38</sup> PwC. (n.d.). Will robots really steal our jobs? An international analysis of the potential long-term impact of automation.

<sup>39</sup> Frey, Carl Benedikt and Osborne, Michael A. (2013). *The Future of Employment: How Susceptible Are Jobs to Computerisation?* Oxford Martin School, University of Oxford.

<sup>40</sup> Hortaçsu, Ali and Syverson, Chad. (2015). The Ongoing Evolution of U.S. Retail: A Format Tug-of-War. *Journal of Economic Perspectives*, Volume 29, Number 4, Fall 2015, Pages 89–112.

preferential to Millennials and Generation Xers, who are easier to reach online and are more responsive to digital ads than older generations.<sup>41</sup> Since 2000, e-commerce sales have grown from 0.9% to 6.4% (2014) and are forecast to reach 12% by 2020. It is reasonable to expect this trend to continue. With it has come closures of retail stores. By 2027, for example, an estimated 15% of about 1,050 U.S. malls in smaller markets will close, impacting local employment levels, local government revenue streams (tax dollars), and neighborhood character.

While it is unclear what impact e-commerce will have on employment and brick-and-mortar retail, it seems probable that e-commerce sales will continue to grow, shifting business away from some types of retail. Over the next decades, communities must begin considering how to redevelop and reuse retail buildings in shopping centers, along corridors, and in urban centers.

The types of retail and related services that remain will likely be sales of goods that people prefer to purchase in person or that are difficult to ship and return (e.g., large furniture), specialty goods, groceries and personal goods that maybe needed immediately, restaurants, and experiences (e.g., entertainment or social experiences).

- **The importance of high-quality natural resources.** The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. High-quality natural resources continue to be important in some states, especially in the western United States. Increases in the population and in household incomes, plus changes in tastes and preferences, have dramatically increased demand for outdoor recreation, scenic vistas, clean water, and other resource-related amenities. Such amenities contribute to a region's quality of life and play an important role in attracting both households and firms.<sup>42</sup>
- **Continued increase in demand for energy.** Energy prices are forecast to increase over the planning period. While energy use per capita is expected to decrease through 2050, total energy consumption will increase with rising population. Energy consumption is expected to grow primarily from industrial (0.9%) and, to a lesser extent, commercial users (0.4%). Residential consumption is forecast to stagnate (0.0%), and transportation will slightly decrease (-0.1%). This decrease in energy consumption for transportation is primarily due to increased federal standards and increased technology for energy efficiency in vehicles. Going forward through the projection period, potential changes in federal laws (such as decreases in car emissions) leave energy demand somewhat uncertain.

---

<sup>41</sup> Pew Research Center (2010b). Generations 2010. Retrieved Online at: <http://www.pewinternet.org/Reports/2010/Generations-2010.aspx>

<sup>42</sup> For a more thorough discussion of relevant research, see Power, T.M. and R.N. Barrett. 2001. *Post-Cowboy Economics: Pay and Prosperity in the New American West*. Island Press, and Kim, K.-K., D.W. Marcouiller, and S.C. Deller. 2005. "Natural Amenities and Rural Development: Understanding Spatial and Distributional Attributes." *Growth and Change* 36 (2): 273–297.

Energy consumption by type of fuel is expected to change over the planning period. In 2050, the United States will be continuing to shift from crude oil toward natural gas and renewables. For example, from 2017 to 2050, the Energy Information Administration projects that the United States' overall energy consumption will average a 0.4% annual growth rate, while consumption of renewable sources will grow by 1.4% per year. With increases in energy efficiency, strong domestic production of energy, and relatively flat demand for energy by some industries, the United States will be able to be a net exporter of energy over the 2017–2050 period. Demand for electricity is expected to increase, albeit slowly, over the 2017–2050 period as the population grows and economic activity increases.<sup>43</sup>

- **Impact of rising energy prices on commuting patterns.** As energy prices increase over the planning period, energy consumption for transportation will decrease. These increasing energy prices may decrease willingness to commute long distances, though with expected increases in fuel economy, it could be that people commute further while consuming less energy.<sup>44</sup> Over 2019 to 2035, the U.S. Energy Information Administration estimates that the decline in transportation energy consumption, a result of increasing fuel economy, will more than offset the total growth in vehicle miles traveled (VMT). VMT for passenger vehicles is forecast to increase through 2050.
- **Potential impacts of global climate change.** The consensus among the scientific community that global climate change is occurring expounds important ecological, social, and economic consequences over the next decades and beyond.<sup>45</sup> Extensive research shows that Oregon and other western states already have experienced noticeable changes in climate and predicts that more change will occur in the future.<sup>46</sup>

In the Pacific Northwest, climate change is likely to (1) increase average annual temperatures, (2) increase the number and duration of heat waves, (3) increase the amount of precipitation falling as rain during the year, (4) increase the intensity of rainfall events, (5) increase sea level, (6) increase wildfire frequency, and (7) increase

---

<sup>43</sup> Energy Information Administration, 2018, *Annual Energy Outlook 2018 with Projections to 2050*, U.S. Department of Energy, February 2018. <https://www.eia.gov/outlooks/aeo/pdf/AEO2018.pdf>. Note, the cited growth rates are shown in the Executive Summary and can be viewed here: <https://www.eia.gov/outlooks/aeo/data/browser/#/?id=2-AEO2018&cases=ref2018&sourcekey=0>.

<sup>44</sup> Energy Information Administration, 2018, *Annual Energy Outlook 2018 with Projections to 2050*, U.S. Department of Energy, February 2018.

<sup>45</sup> U.S. Global Change Research Program. *National Climate Assessment*. 2018. <https://nca2018.globalchange.gov/>

<sup>46</sup> Oregon Global Warming Commission. *2018 Biennial Report to the Legislature*. 2018. <https://www.keeporegoncool.org/reports/>



forest vulnerability to tree disease.<sup>47</sup> These changes are also likely to reduce winter snowpack and shift the timing of spring runoff earlier in the year.<sup>48</sup>

These anticipated changes point toward some of the ways that climate change is likely to impact ecological systems and the goods and services they provide. There is considerable uncertainty about how long it would take for some of the impacts to materialize and the magnitude of the associated economic consequences. Assuming climate change proceeds as today's models predict, however, some of the potential economic impacts of climate change in the Pacific Northwest will likely include:<sup>49</sup>

- *Potential impact on agriculture and forestry.* Climate change may impact Oregon's agriculture through changes in growing season, temperature ranges, and water availability.<sup>50</sup> Climate change may impact Oregon's forestry through an increase in wildfires, a decrease in the rate of tree growth, a change in the mix of tree species, and increases in diseases and pests that damage trees.<sup>51</sup>
- *Potential impact on tourism and recreation.* Impacts on tourism and recreation may range from (1) decreases in snow-based recreation if snow-pack in the Cascades decreases, (2) negative impacts to tourism along the Oregon Coast as a result of damage and beach erosion from rising sea levels,<sup>52</sup> (3) negative impacts on availability of summer river recreation (e.g., river rafting or sports fishing) as a result of lower summer river flows, and (4) negative impacts on the availability of water for domestic and business uses.

---

<sup>47</sup> U.S. Global Change Research Program. *National Climate Assessment*. "Chapter 24: Northwest." 2018. <https://nca2018.globalchange.gov/chapter/24/>

<sup>48</sup> Mote, P., E. Salathe, V. Duliere, and E. Jump. 2008. *Scenarios of Future Climate for the Pacific Northwest*. Climate Impacts Group, University of Washington. March. Retrieved June 16, 2009, from <http://cse.washington.edu/db/pdf/moteetal2008scenarios628.pdf>; Littell, J.S., M. McGuire Elsner, L.C. Whitely Binder, and A.K. Snover (eds). 2009. "The Washington Climate Change Impacts Assessment: Evaluating Washington's Future in a Changing Climate - Executive Summary." In the *Washington Climate Change Impacts Assessment: Evaluating Washington's Future in a Changing Climate*, Climate Impacts Group, University of Washington. Retrieved June 16, 2009, from [www.cse.washington.edu/db/pdf/wacciaexecsummary638.pdf](http://www.cse.washington.edu/db/pdf/wacciaexecsummary638.pdf); Madsen, T. and E. Figdor. 2007. *When it Rains, it Pours: Global Warming and the Rising Frequency of Extreme Precipitation in the United States*. Environment America Research & Policy Center and Frontier Group.; and Mote, P.W. 2006. "Climate-driven variability and trends in mountain snowpack in western North America." *Journal of Climate* 19(23): 6209–6220.

<sup>49</sup> The issue of global climate change is complex, and there is a substantial amount of uncertainty about climate change. This discussion is not intended to describe all potential impacts of climate change but to present a few ways that climate change may impact the economy of cities in Oregon and the Pacific Northwest.

<sup>50</sup> "The Economic Impacts of Climate Change in Oregon: A Preliminary Assessment," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

<sup>51</sup> "Economic Impacts of Climate Change on Forest Resources in Oregon: A Preliminary Analysis," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, May 2007.

<sup>52</sup> "The Economic Impacts of Climate Change in Oregon: A Preliminary Assessment," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

Short-term national trends will also affect economic growth in the region, but these trends are difficult to predict. At times, these trends may run counter to the long-term trends described above. A recent example is the downturn in economic activity in 2008 and 2009 following declines in the housing market and the mortgage banking crisis. The result of the economic downturn was decreases in employment related to the housing market, such as construction and real estate. As these industries recover, they will continue to play a significant role in the national, state, and local economy over the long run. This report takes a long-run perspective on economic conditions (as the Goal 9 requirements intend) and does not attempt to predict the impacts of short-run national business cycles on employment or economic activity.

## State Trends

### Short-Term Trends

According to the Oregon Office of Economic Analysis (OEA), the Oregon economy “continues to hit the sweet spot.”<sup>53</sup> They also report, “job gains are enough to match population growth and absorb the workers coming back into the labor market. Wages are rising faster than in the typical state, as are household incomes.”<sup>54</sup> Though they note recent growth is slower than growth experienced several years ago.

Wages in Oregon continue to remain below the national average, but they are at their highest since the early 1980s. The OEA reports that new Oregon Employment Department research “shows that median hourly wage increases for Oregon workers since 2014 has been 3.1 percent annually for the past three years.”<sup>55</sup> These wage increases are “substantially stronger for the Oregonians who have been continually employed over the last three years.”<sup>56</sup>

By the end of 2018, the OEA forecasts 41,700 jobs will be added to Oregon’s economy. This is an approximate 2.2% annual growth in total nonfarm employment relative to 2017 levels.<sup>57</sup> The leisure and hospitality, construction, professional and business services, and health services industries are forecast to account for well over half of the total job growth in Oregon for 2018. Oregon continues to have an advantage in job growth compared to other states, due to its industrial sector and in-migration flow of young workers in search of jobs.

The housing market continues to recover as Oregon’s economy improves. Oregon is seeing an increase in household formation rates, which is good for the housing market, as this will “help drive up demand for new houses.”<sup>58</sup> Though younger Oregonians are tending to live at home

---

<sup>53</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, September 2018. Vol. XXXVIII, No. 3, page 2.

<sup>54</sup> *Ibid*, page 2.

<sup>55</sup> *Ibid*, page 5.

<sup>56</sup> *Ibid*, page 5.

<sup>57</sup> *Ibid*, page 13.

<sup>58</sup> *Ibid*, page 13.

with their parents longer, the aging Millennial generation (from their early 20s to mid-to-late 30s) and the state's increase in migration will drive demand for homes in the coming years. Housing starts in 2018 are on track to just under 22,000 units annually. This is "driven in large part by a decline in multifamily permit activity."<sup>59</sup> Through 2020, the OEA forecasts moderate to strong housing growth. Beyond this time frame, the OEA forecasts an average growth of 24,000 units per year to satisfy the demand for Oregon's growing population and to make up for the under development of housing post-recession.<sup>60</sup>

The Oregon Index of Leading Indicators (OILI) has grown quite rapidly since January 2017. The leading indicators showing improvement are consumer sentiment, industrial production, initial claims, the manufacturing purchasing managers index (PMI), new incorporations, semiconductor billings, and withholdings. The indicators that are slowing include air freight and the Oregon Dollar Index, and the indicators not improving include help wanted ads and housing permits.<sup>61</sup>

Oregon's economic health is dependent on the export market. The value of Oregon exports in 2017 was \$21.9 billion. The countries that Oregon exports the most to are China (18% of total Oregon exports), Canada (11%), Malaysia (11%), South Korea (9%), Japan (8%), and Vietnam (7%).<sup>62</sup> With straining trade relations overseas, specifically with China, Oregon exports are left potentially vulnerable, as China is a top destination for Oregon exports.<sup>63</sup> An economic slowdown across many parts of Asia will have a spillover effect on the Oregon economy. Furthermore, with the United States' withdrawal from the Trans-Pacific Partnership in January 2017, it is unclear how much Pacific Northwest trade will be impacted in the years to come.

## Long-Term Trends

State, regional, and local trends will also affect economic development in Tualatin over the next 20 years. The most important of these trends includes continued in-migration from other states, distribution of population and employment across the state, and change in the types of industries in Oregon.

- **Continued in-migration from other states.** Oregon will continue to experience in-migration (more people moving to Oregon than from Oregon) from other states, especially California and Washington. From 1990 to 2017, Oregon's population increased by about 1.3 million, 66% of which was from people moving into Oregon (net migration). The average annual increase in population from net migration over the same time period was just over 33,200. During the early to mid-1990s, Oregon's net migration

---

<sup>59</sup> *Ibid*, page 13.

<sup>60</sup> *Ibid*, page 13.

<sup>61</sup> *Ibid*, page 10.

<sup>62</sup> U.S. Census Bureau. State Exports from Oregon, 2014–2017. Retrieved from: <https://www.census.gov/foreign-trade/statistics/state/data/or.html>.

<sup>63</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, September 2018. Vol. XXXVIII, No. 3, page 14.



was highest, reaching over 60,000 in 1991, with another smaller peak of almost 42,100 in 2006. In 2017, net migration reached just over 56,800 persons. Oregon has not seen negative net migration since the early to mid-1980s.<sup>64</sup> Oregon's population has continued to get more ethnically and racially diverse, with Latinx populations growing from 8% of the population in 2000 to 13% of the population in 2013–2017. The nonwhite population grew from 13% of the population to 15% of the population over the same period. The share of Latinx population increased in Tualatin from 2000 to 2013–2017 while the share of the nonwhite population stayed the same.

- **Forecast of job growth.** Total nonfarm employment is expected to increase from 1.91 million in 2018 to just over 1.99 million in 2022, an increase of 80,000 jobs. The industries with the largest growth are forecast to be professional and business services, health services, and retail, accounting for 61% of employment growth.<sup>65</sup>
- **Continued importance of manufacturing to Oregon's economy.** Oregon's exports totaled \$19.4 billion in 2008, nearly doubling since 2000, and reached almost \$22 billion in 2017. The majority of Oregon exports go to countries along the Pacific Rim, with China, Canada, Malaysia, South Korea, and Japan as top destinations. Oregon's largest exports are tied to high-tech and mining industries, as well as agricultural products.<sup>66</sup> Manufacturing employment is concentrated in five counties in the Willamette Valley or Portland area: Washington, Multnomah, Lane, Clackamas, and Marion Counties.<sup>67</sup>
- **Shift in manufacturing from natural resource-based to high-tech and other manufacturing industries.** Since 1970, Oregon has been transitioning away from reliance on traditional resource-extraction industries. A significant indicator of this transition is the shift within Oregon's manufacturing sector, with a decline in the level of employment in the lumber and wood products industry and the concurrent growth of employment in other manufacturing industries, such as high-tech manufacturing (industrial machinery, electronic equipment, and instruments), transportation equipment manufacturing, and printing and publishing.<sup>68</sup>
- **Income.** Oregon's income and wages are below that of a typical state. However, mainly due to the wage growth over the last two to three years, Oregon wages are at their highest point relative to other states since the recession in the early 1980s. In 2017, the

---

<sup>64</sup> Portland State University Population Research Center. 2017 Annual Population Report Tables. April 2017. Retrieved from: <https://www.pdx.edu/prc/population-reports-estimates>.

<sup>65</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, September 2018. Vol. XXXVIII, No. 3, page 38.

<sup>66</sup> U.S. Census Bureau. State Exports from Oregon, 2014-2017. Retrieved from: <https://www.census.gov/foreign-trade/statistics/state/data/or.html>.

<sup>67</sup> Oregon Employment Department. *Employment and Wages by Industry (QCEW)*. 2017 Geographic Profile, Manufacturing (31–33). Retrieved from: [qualityinfo.org](http://qualityinfo.org).

<sup>68</sup> Although Oregon's economy has diversified since the 1970s, natural resource-based manufacturing accounts for about 38% of employment in manufacturing in Oregon in 2017, with the most employment in food manufacturing (nearly 30,000) and wood product manufacturing (nearly 23,000) (QCEW).

average annual wage in Oregon was \$51,117 and the median household income was \$60,212 (compared to national average wages of \$53,621 in 2017 and the national household income of \$60,336).<sup>69</sup> Total personal income (all classes of income minus Social Security contributions and adjusted for inflation) in Oregon is expected to increase by 22%, from \$202.2 billion in 2018 to \$247.5 billion in 2022.<sup>70</sup> Per capita income is expected to increase by 16% over the same time period, from \$48,000 (thousands of dollars) in 2018 to \$55,800 in 2022 (in nominal dollars).<sup>71</sup>

- **Small businesses continue to account for a large share of employment in Oregon.**

While small firms played a large part in Oregon's expansion between 2003 and 2007, they also suffered disproportionately in the recession and its aftermath (64% of the net jobs lost between 2008 and 2010 was from small businesses).

In 2017 small businesses (those with 100 or fewer employees) accounted for 95% of all businesses and 66% of all private-sector employment in Oregon. Said differently, most businesses in Oregon are small (in fact, 78% of all businesses have fewer than 10 employees), but the largest share of Oregon's employers work for large businesses.

The average annualized payroll per employee for small businesses was \$37,149 in 2015, which is considerably less than that for large businesses (\$54,329) and the statewide average for all businesses (\$47,278).<sup>72</sup> Younger workers are important to continue growth of small businesses across the nation. More than one-third of Millennials (those born between 1980 and 1999) are self-employed, with approximately one-half to two-thirds interested in becoming an entrepreneur. Furthermore, in 2011, about 160,000 start-up companies were created each month; 29% of these companies were founded by people between 20 and 34 years of age.<sup>73</sup>

- **Entrepreneurship in Oregon.** The creation of new businesses is vital to Oregon's economy, as their formations generate new jobs and advance new ideas and innovations into markets. They also can produce more efficient products and services to better serve local communities. According to the Kauffman Index, Oregon ranked thirteenth in the country in 2017 for its start-up activity, a measurement comprised of three statistics: rate

---

<sup>69</sup> Average annual wages are for "all industries," which includes private and public employers. Oregon Quarterly Census of Employment and Wages, 2017. Retrieved from: <https://www.qualityinfo.org>; Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2017; Total, U.S. Census American Community Survey 1-Year Estimates, 2017, Table B19013.

<sup>70</sup> Office of Economic Analysis. Oregon Economic and Revenue Forecast, September 2018. Vol. XXXVIII, No. 3, page 39.

<sup>71</sup> *Ibid*, page 39.

<sup>72</sup> U.S. Census Bureau, 2015 Statistics of U.S. Businesses, Annual Data, Enterprise Employment Size, U.S. and States. <https://www.census.gov/data/tables/2015/econ/susb/2015-susb-annual.html>.

<sup>73</sup> Cooper, Rich, Michael Hendrix, Andrea Bitely. (2012). "The Millennial Generation Research Review." Washington, DC: The National Chamber Foundation. Retrieved from: <https://www.uschamberfoundation.org/sites/default/files/article/foundation/MillennialGeneration.pdf>.

of new entrepreneurs, opportunity share of new entrepreneurs, and start-up density.<sup>74</sup> This ranking is higher than its 2016 position at spot fifteen. Oregon's rate of new entrepreneurs (the percent of adults that became an entrepreneur in a given month) was in steady decline post-recession, but since 2013, it has gradually recovered to about 0.34% in 2016. This rate is still well below Oregon's pre-recession peak of 0.43% in 2000, but its recent growth broadly exhibits that business ownership and formation is increasing.

Moreover, in 2018, the Oregon Office of Economic Analysis reported that new business applications in Oregon are increasing. They do, however, simultaneously note that start-up businesses "are a smaller share of all firms than in the past."<sup>75</sup> Though this measurement of economic activity does not constitute a full understanding of how well entrepreneurship is performing, it does provide an encouraging signal.

## Regional and Local Trends

Throughout this section, Tualatin is compared to Washington County, the Portland region, and the State of Oregon. These comparisons provide context for changes in Tualatin's socioeconomic characteristics.

### Availability of Labor

A skilled and educated populace can attract well-paying businesses and employers and spur the benefits that follow from a growing economy. Key trends that will affect the workforce in Tualatin over the next 20 years include growth in its overall population, growth in the senior population, and commuting trends.

### Growing Population

Population growth in Oregon tends to follow economic cycles. Oregon's population grew from about 2.8 million people in 1990 to 4.0 million people in the 2013–2017 period, an increase of almost 1.2 million people, at an average annual rate of 1.3%. Oregon's growth rate slowed to 1.0% annual growth between 2000 and 2017.

Tualatin's population increased over the 1990 to 2013–2017 period, by 12,122 residents. Washington County's population also grew over the same time, by 260,517 residents, at a similar rate of growth as Tualatin.

---

<sup>74</sup> Kauffman Foundation. *The Kauffman Index, Oregon*. Retrieved from: <https://www.kauffman.org/kauffman-index/profile?loc=41&name=oregon&breakdowns=growth|overall,startup-activity|overall,main-street|overall>.

<sup>75</sup> Lehner, Josh. (August 2018). "Start-Ups, R&D, and Productivity." Salem, OR: Oregon Office of Economic Analysis. Retrieved from: <https://oregoneconomicanalysis.com/2015/03/13/start-ups-and-new-business-formation/>.

## Exhibit 32. Population Growth, Tualatin, Washington County, Portland Region, Oregon, U.S., 1990, 2000, 2010, 2017

Source: US Decennial Census 1990, 2000, 2010. ACS 2013–2017 5-year estimate.

					Change 1990 to 2013-2017		
	1990	2000	2010	2013-2017	Number	Percent	Growth Rate
U.S.	248,709,873	281,421,906	308,745,538	321,004,407	72,294,534	29%	0.9%
Oregon	2,842,321	3,421,399	3,831,074	4,025,127	1,182,806	42%	1.3%
Portland Region	1,174,291	1,444,219	1,641,036	1,760,492	586,201	50%	1.5%
Washington County	311,554	445,342	529,710	572,071	260,517	84%	2.3%
Tualatin	15,013	22,791	26,054	27,135	12,122	81%	2.2%

## Age Distribution

The number of people aged 65 and older in the United States is expected to increase by nearly three-quarters by 2050, while the number of people under age 65 will only grow by 16%. The economic effects of this demographic change include the slowing of labor force growth, the need for workers to replace retirees, and the aging of the workforce for seniors that continue working after age 65, as well as an increase in the demand for health-care services and an increase in the percent of the federal budget dedicated to Social Security and Medicare.<sup>76</sup>

### Between 2000 and the 2013–2017 period, Tualatin grew older on average (6.3 years).

This increase suggests Tualatin attracted more workers in their later adult lives.

### Exhibit 33. Median Age, Tualatin, Washington County, Clackamas County, Multnomah County, 2000 to 2013–2017

Source: U.S. Census Bureau, 2000 Decennial Census, Table P013; American Community Survey 2013–2017 5-year estimates, Table B01002.

<b>2000</b>	<b>31.9</b> Tualatin	<b>33.0</b> Washington County	<b>37.5</b> Clackamas County	<b>34.9</b> Multnomah County
<b>2013–17</b>	<b>38.2</b> Tualatin	<b>36.4</b> Washington County	<b>41.4</b> Clackamas County	<b>36.8</b> Multnomah County

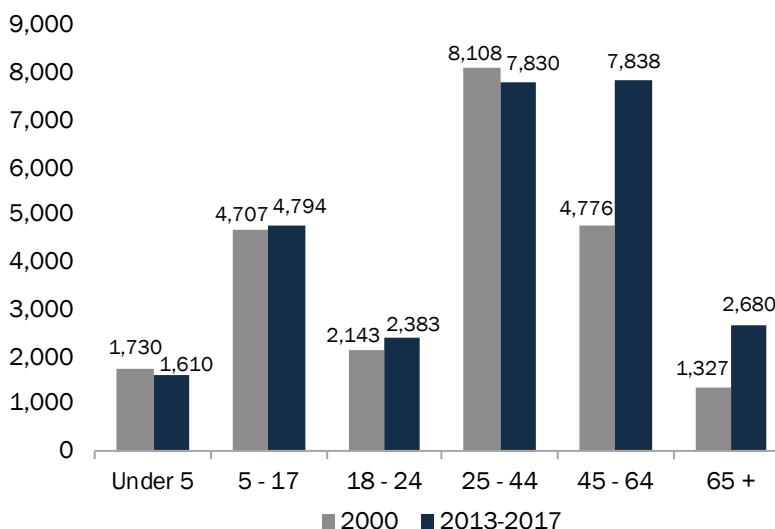
<sup>76</sup> The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2017, the 2017 *Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds*, July 13, 2017. *The Budget and Economic Outlook: Fiscal Years 2018 to 2028*, April 2018.

**Over 2000 to 2013–2017, Tualatin’s largest population increase was for those between 45 and 64 years of age.**

This age group grew by 3,062 people between 2000 and 2013–2017.

**Exhibit 34. Population Change by Age Group, Tualatin, 2000 and 2013–2017**

Source: U.S. Census Bureau, 2000 Summary File; American Community Survey, 2013–2017, 5-year estimates, Table B01001.

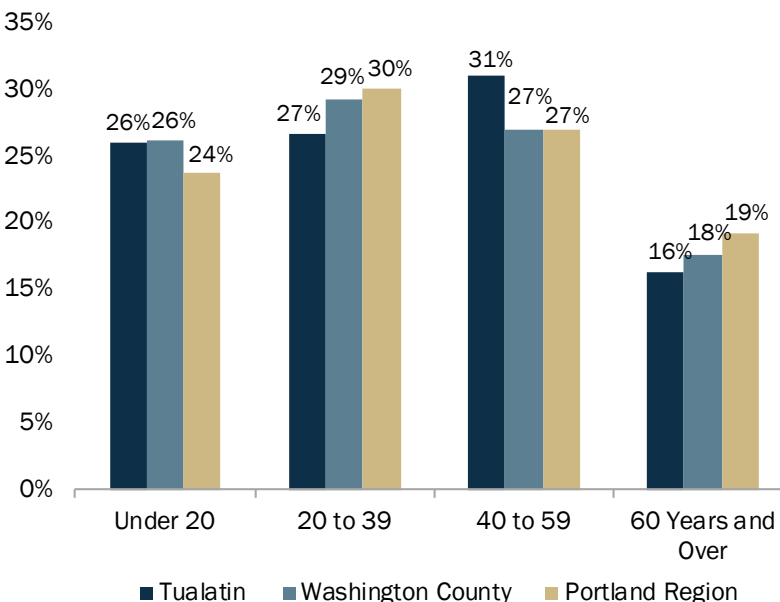


**Compared to Washington County and the Portland Region, Tualatin had a slightly larger proportion of adults aged 40 to 59.**

During the 2013–2017 period, 58% of Tualatin residents were between 20 and 59 years of age.

**Exhibit 35. Population Distribution by Age, Tualatin, Washington County, Portland Region, 2013–2017**

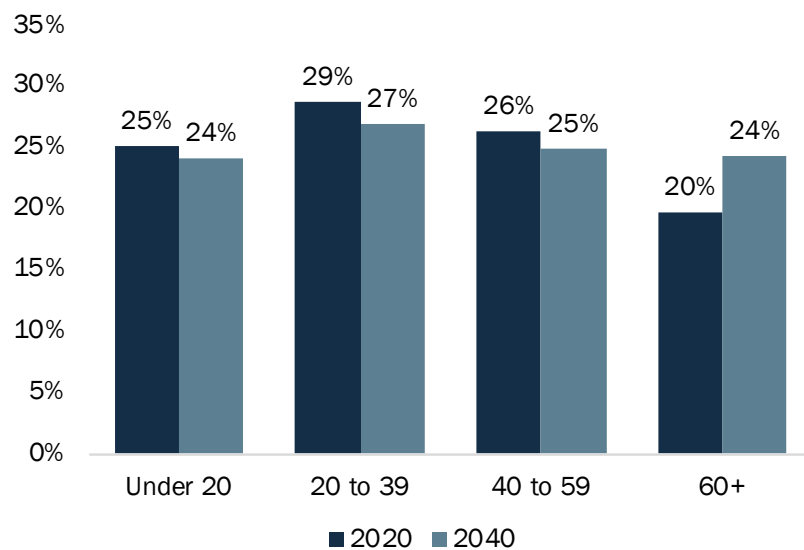
Source: U.S. Census Bureau, American Community Survey, 2013–2017 5-year estimate, Table B01001.



From 2020 to 2040, the share of residents 60 years and older in Washington County is forecast to grow while other age cohorts are forecast to decline proportionately.

### Exhibit 36. Population Growth by Age Group, Washington County, 2020 and 2040

Source: Portland State University, Population Research Center, Washington County Forecast, June 2017.



## Income

Income and wages affect business decisions for locating in a city. Areas with higher wages may be less attractive for industries that rely on low-wage workers. In the 2013–2017 period, Tualatin’s median household income (\$72,580) was similar to Washington County’s median (\$74,033). In 2017 (inflation adjusted to 2018 \$), average wages at businesses in Tualatin (\$58,429) were below the County’s average (\$70,310, 2018).

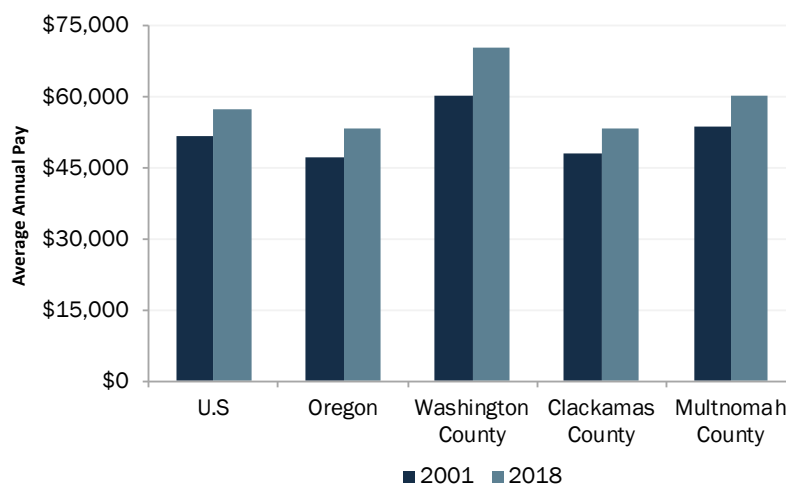
Adjusting for inflation, between 2000 and 2018, Washington County’s average wages increased, as did the average wages of other counties in the Portland region, Oregon, and the nation. When adjusted for inflation, average annual wages grew by 17% in Washington County and 13% in Oregon.

**From 2000 to 2018, average annual wages increased in Washington County, as did the average wages of other counties in the Portland Region, Oregon, and the nation.**

In 2018, the average annual wage was \$70,310 in Washington County, compared to 53,058 in Oregon.

**Exhibit 37. Average Annual Wage (Inflation-Adjusted 2018 \$), Covered Employment, Washington County, Clackamas County, Multnomah County, Oregon, U.S., 2001 to 2018,**

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages.



**Over the 2013–2017 period, the median household income (MHI) in Tualatin was below Washington County’s MHI, comparable to Multnomah County’s MHI and above Clackamas County’s MHI.**

**Exhibit 38. Median Household Income (MHI),<sup>77</sup> 2013–2017**

Source: U.S. Census Bureau, American Community Survey 2013–2017 5-year estimates, Table B19013.

**\$72,580**

Tualatin

**\$74,033**

Washington County

**\$60,369**

Clackamas County

**\$72,408**

Multnomah County

<sup>77</sup> The Census calculated household income based on the income of all individuals 15 years old and over in the household, whether they were related or not.



**Tualatin median family income during the 2013–2017 period, similar to the median household income and above the median family incomes of Washington County, Clackamas County, and Multnomah County.**

#### Exhibit 39. Median Family Income,<sup>78</sup> 2013–2017

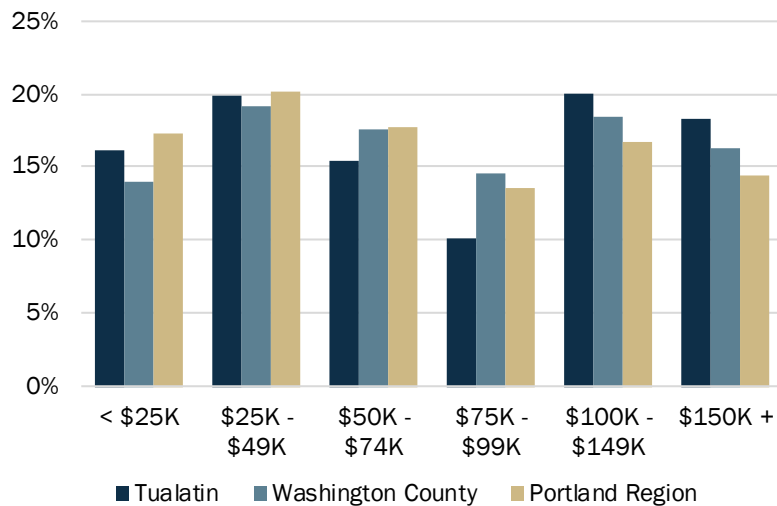
Source: U.S. Census Bureau, American Community Survey 2013–2017 5-year estimates, Table B19113.

<b>\$95,656</b> Tualatin	<b>\$85,993</b> Washington County
<b>\$87,858</b> Clackamas County	<b>\$76,557</b> Multnomah County

**During the 2013–2017 period, 48% of Tualatin households earned over \$75,000 annually, comparable to Washington County.**

#### Exhibit 40. Household Income by Income Group, Tualatin, Washington County, Portland Region, 2013–2017

Source: U.S. Census Bureau, American Community Survey 2013–2017 5-year estimates, Table B19001.



<sup>78</sup> The Census calculated family income based on the income of the head of household, as identified in the response to the Census forms, and income of all individuals 15 years old and over in the household who are related to the head of household by birth, marriage, or adoption.

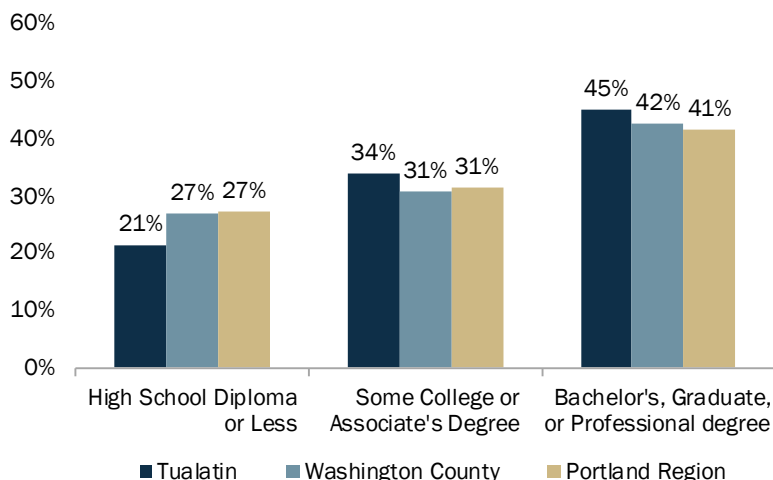
## Educational Attainment

The availability of trained, educated workers affects the quality of labor in a community. Educational attainment is an important labor force factor because firms need to be able to find educated workers.

**The share of residents, 25 years and older, with a bachelor's degree (or higher) is slightly larger in Tualatin than Washington County and the Portland Region.**

**Exhibit 41. Educational Attainment for the Population 25 Years and Over, Tualatin, Washington County, and the Portland Region, 2013–2017**

Source: U.S. Census Bureau, American Community Survey 2013–2017 5-year estimates, Table B15003.



## Race and Ethnicity

Tualatin, like Oregon overall, is becoming more ethnically diverse (while racial diversity has remained about the same). The Latinx community increased in Tualatin between 2000 and 2013–2017, from 12% of the total population to 16%. The non-Caucasian share of the population stayed the same,<sup>79</sup> from 2000 to 2013–2017 at 13% of the population. The Latinx community in Washington County also increased from 11% to 16%, while the non-Caucasian population increased from 18% to 23% between 2000 and 2013–2017.

Exhibit 42 and Exhibit 43 show the change in the share of Latinx and non-Caucasian populations in Tualatin, compared to Washington County and the Portland Region, between 2000 and 2013–2017.

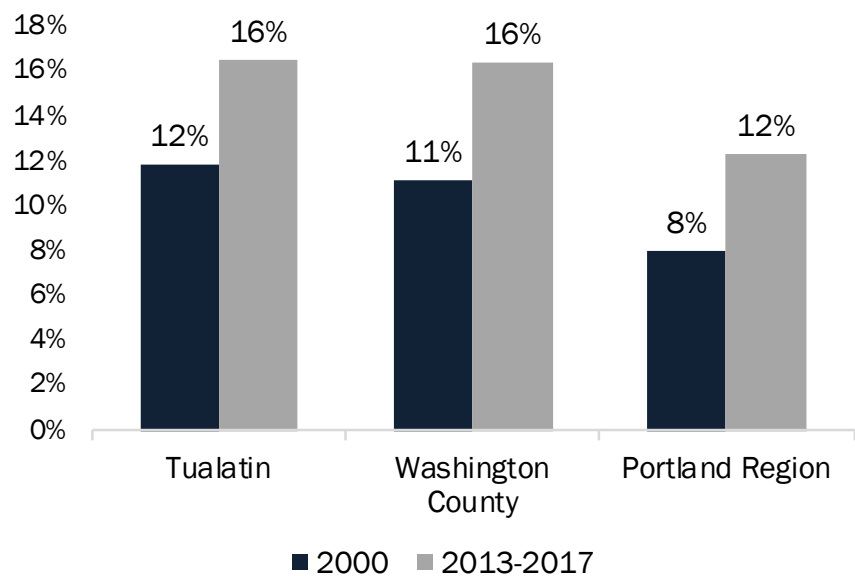
<sup>79</sup> The non-Caucasian population is defined as the share of the population that identifies as another race other than “white alone” according to Census definitions.

**Tualatin's Latinx population increased between 2000 and 2013–2017 from 12% to 16%.**

Tualatin and Washington County are more ethnically diverse than the Portland Region.

**Exhibit 42. Latinx Population as a Percent of the Total Population, Tualatin, Washington County, and Oregon, 2000 and 2013–2017**

Source: U.S. Census Bureau, 2000 Decennial Census Table P008, 2013–2017 ACS Table B03002.

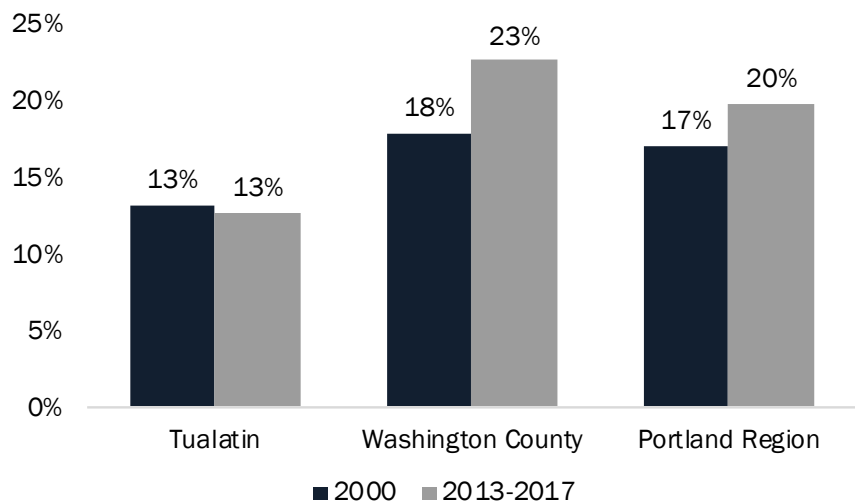


**The non-Caucasian population in Tualatin stayed the same (at 13%) between 2000 and 2013–2017.**

Tualatin is less racially diverse than Washington County and the Portland Region.

**Exhibit 43. Non-Caucasian Population as a Percent of the Total Population, Tualatin, Washington County, and Oregon, 2000 and 2013–2017**

Source: U.S. Census Bureau, 2000 Decennial Census Table P007, 2013–2017 ACS Table B02001.



## Labor Force Participation and Unemployment

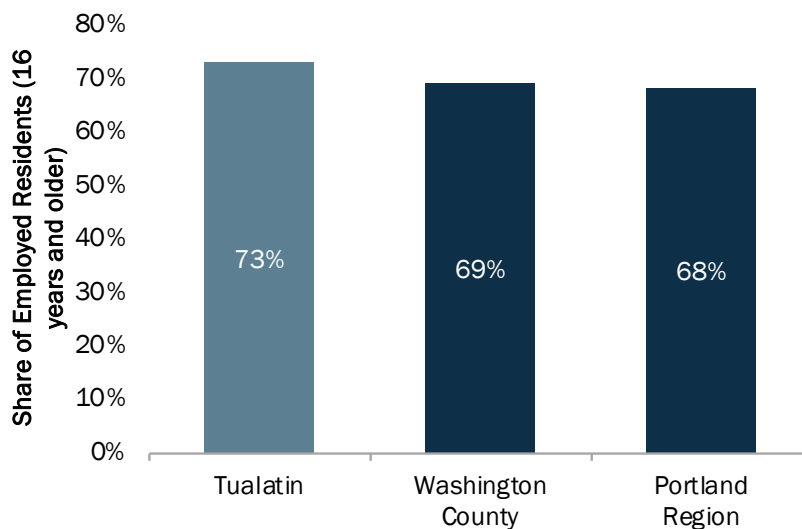
The current labor force participation rate is an important consideration in the availability of labor. The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force. According to the 2013–2017 American Community Survey, Washington County had more than 310,426 people in its labor force and Tualatin had 15,643 people in its labor force.

In 2017, the Oregon Office of Economic Analysis reported that 64% of job vacancies were difficult to fill. The most common reason for difficulty in filling jobs included a lack of applications (30% of employers' difficulties), lack of qualified candidates (17%), unfavorable working conditions (14%), a lack of soft skills (11%), and a lack of work experience (9%).<sup>80</sup> These statistics indicate a mismatch between the types of jobs that employers are demanding and the skills that potential employees can provide.

**Tualatin has a higher labor participation rate than Washington County and the Portland Region.**

**Exhibit 44. Labor Force Participation Rate, Tualatin, Washington County, Portland Region, 2013–2017**

Source: U.S. Census Bureau, American Community Survey 2013–2017 5-year estimates, Table B23001.

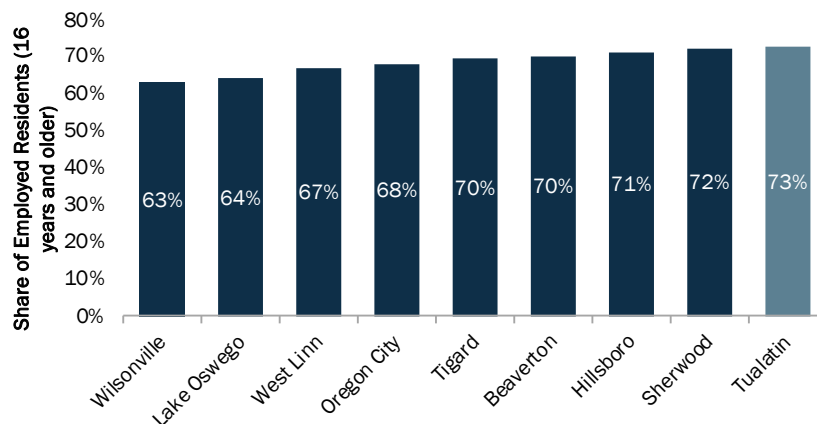


<sup>80</sup> Oregon's Current Workforce Gaps: Difficult-to-fill Job Openings, Oregon Job Vacancy Survey, Oregon Employment Department, June 2018.

Compared to neighboring cities, Tualatin has the highest labor force participation rate.

**Exhibit 45. Labor Force Participation Rate, Tualatin and comparison cities, 2013–2017**

Source: U.S. Census Bureau, American Community Survey 2013–2017 5-year estimates, Table B23001.

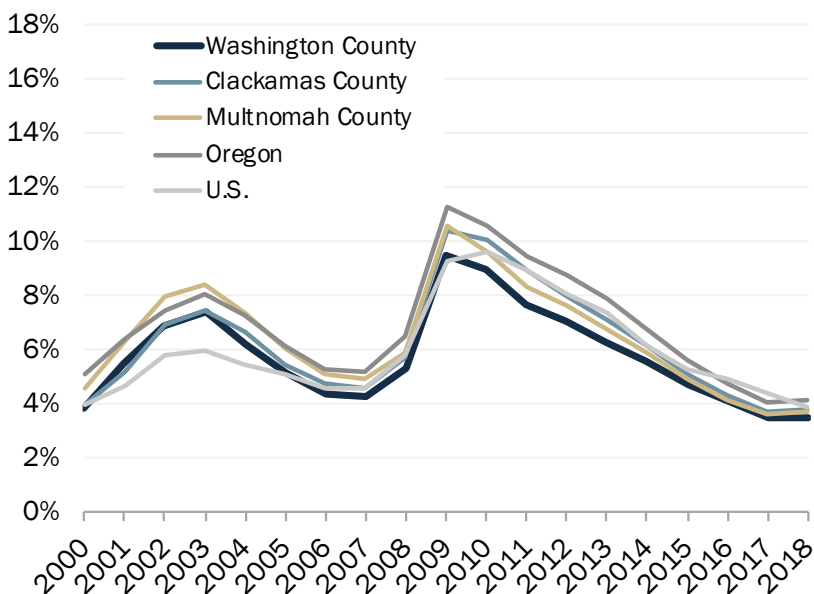


Alongside other counties in the Portland Region, Oregon, and the U.S., the unemployment rate in Washington County has declined since the Great Recession.

In general, Washington County's unemployment rate is below that of other regions.

**Exhibit 46. Unemployment Rate, Washington County, Clackamas County, Multnomah County, Oregon, U.S., 2000–2018**

Source: Bureau of Labor Statistics, Local Area Unemployment Statistics and Labor Force Statistics.



## Commuting Patterns

Commuting plays an important role in Tualatin's economy because employers in these areas are able to access workers living in cities across Washington County and the broader Portland Region.

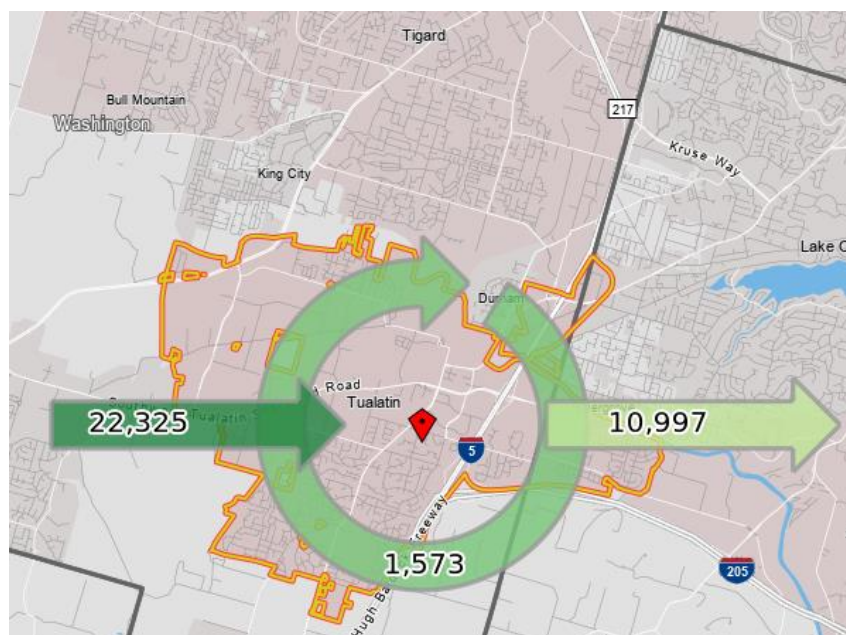
Exhibit 47 shows commuting flows of employees. Of the employees who work in Tualatin (about 23,898 persons), 93% commute into Tualatin from other areas. Of the employees who live in Tualatin (about 12,570 persons), 87% of people commute out of Tualatin to work in other areas.

### Tualatin is part of an interconnected regional economy.

More than 22,000 people commute into Tualatin for work, and nearly 11,000 people living in Tualatin commute out of the city for work.

### Exhibit 47. Commuting Flows, Tualatin, 2015

Source: U.S. Census Bureau, Census on the Map.

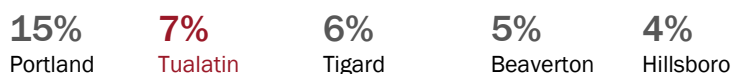


### About 7% of people who work at businesses located in Tualatin also live in Tualatin.

The remainder commute from Portland and other parts of the Region.

### Exhibit 48. Places Where Workers at Businesses in Tualatin Live, 2015

Source: U.S. Census Bureau, Census On the Map.



### About 27% of Tualatin residents work in Portland.

About 13% of Tualatin residents live and work in Tualatin.

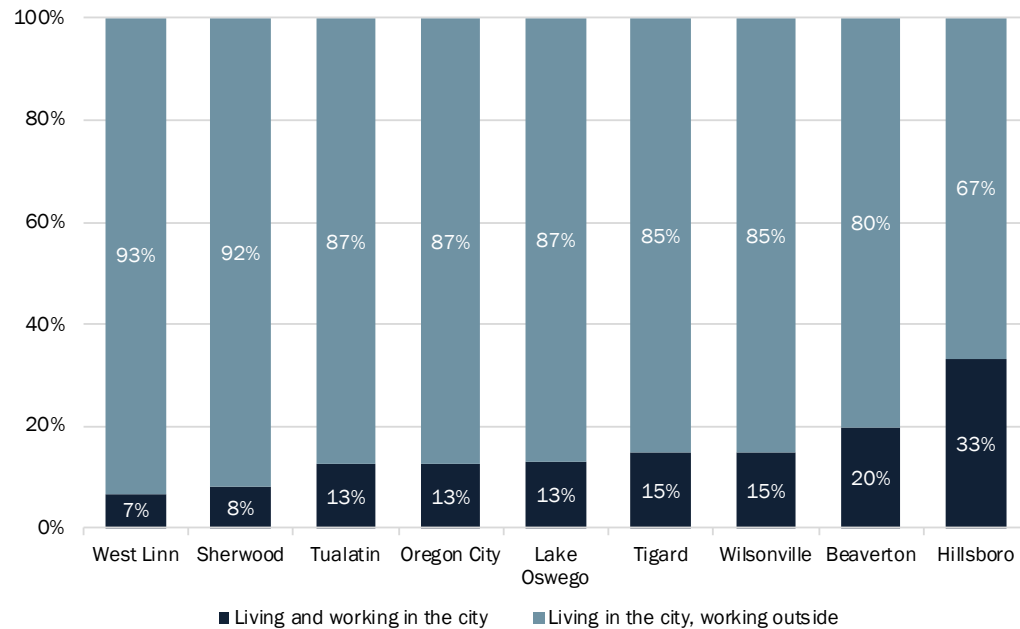
### Exhibit 49. Places Where Tualatin Residents were Employed, 2015

Source: U.S. Census Bureau, Census On the Map.



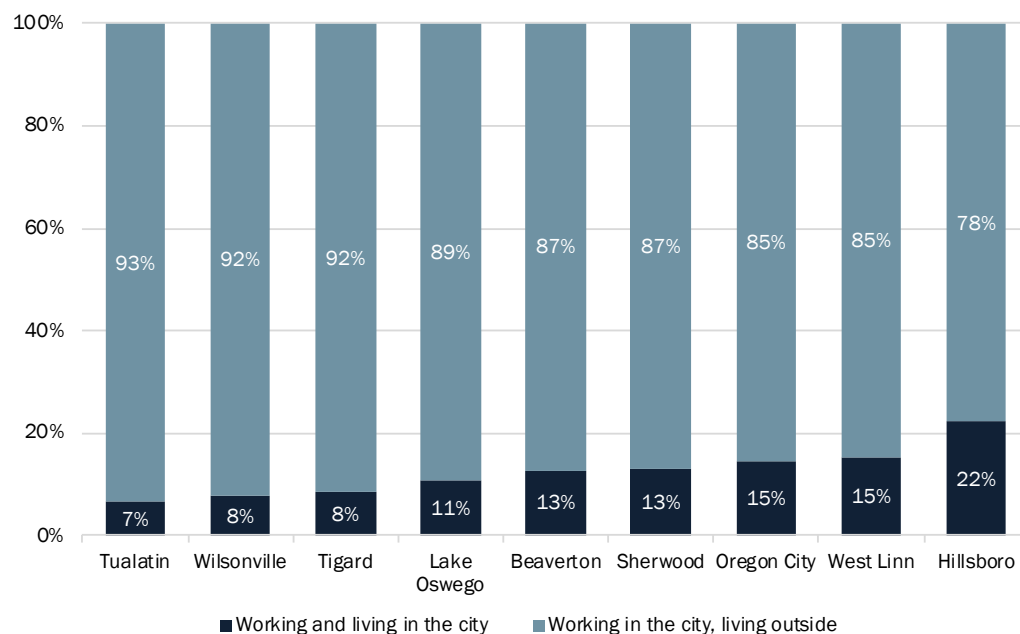
## Exhibit 50. Commuting Patterns of Employees Living in Respective Communities, Tualatin and Comparison Cities in the Portland Region, 2015

Source: U.S. Census Bureau, Census On the Map.



## Exhibit 51. Commuting Patterns of Employees Working in Respective Communities, Tualatin and Comparison Cities in the Portland Region, 2015

Source: U.S. Census Bureau, Census On the Map.

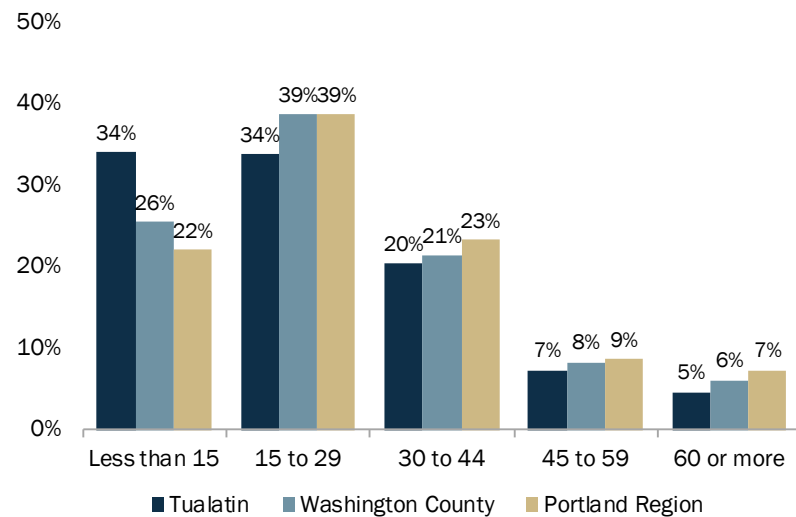


During the 2013–2017 period, about 34% of Tualatin residents had a commute of less than 15 minutes, compared to 26% of residents in Washington County and 22% of residents in the Portland Region.

**Most of Tualatin residents (68%) have a commute time that takes less than 30 minutes.**

**Exhibit 52. Commute Time by Place of Residence, Tualatin, Washington County, and Portland Region, 2013–2017**

Source: U.S. Census Bureau, 2013–2017 ACS 5-year estimate, Table B08303.



**Over the 2000 to 2013–2017 period, the share of workers that worked from home increased slightly.**

**Exhibit 53. Percent of Workers Working from Home, Tualatin, 2000 and 2013–2017**

Source: U.S. Census Bureau, 2000 Decennial Census Summary File 3 estimates, Table P030; 2013–2017 ACS 5-year estimate, Table B08303.

**2000: 4.6%**

**2013–2017: 6.8%**



## Tourism in the Portland Region and Washington County

Longwoods International provides regional statistics on travel. The following information is from Longwoods International's 2017 Regional Visitor Report for the Portland Region.<sup>81</sup>

Broadly, travelers to the Portland Region accounted for:

- 10.9 million overnight trips in 2017, or 32% of all Oregon overnight travel that year.
- The primary market areas for travelers over 2016 and 2017 were Oregon, Washington, and California: 28% of the visitors to the Portland Region came from Oregon, 26% came from Washington, and 20% came from California.
- About 48% of visitors stayed two or fewer nights over 2016 and 2017 in the Portland Region, 37% stayed three to six nights, and 15% stayed 7 or more nights. The average nights spent in the Portland Region were four days.
- The average per person expenditures on overnight trips in 2017 ranged from \$16 on transportation at destination to \$66 per night on lodging.
- About 63% of visits to the Portland Region over 2016 and 2017 were via personally owned automobiles, 22% were by rental car, and 18% were via an online taxi service (such as Lyft or Uber).
- Over 2016 and 2017, visitors tended to be younger- or middle-aged adults, with the average age being about 43.7. Those aged 25 to 44 comprised 43% of overnight visits, 30% were between 45 and 64, and 14% were 65 or older. About 66% of visitors graduated college or completed a post-graduate education. Additionally, 35% of visitors earned less than \$50,000 in household income, 41% earned between \$50,000 and \$99,999, and 24% earned more than \$100,000. The average household income for Portland Region visitors was about \$70,440.

**Washington County's direct travel spending increased 103% from 2000 to 2017.**

The Portland Region's direct travel spending increased by 89% over the same period.

### **Exhibit 54. Direct Travel Spending (\$ millions), 2000 and 2017**

Source: Dean Runyan Associates, Oregon Travel Impacts, 1992–2017.

<b>2000:</b>	<b>\$2,700</b> Portland Region	<b>\$410</b> Washington County
<b>2017:</b>	<b>\$5,100</b> Portland Region	<b>\$833</b> Washington County

---

<sup>81</sup> Travel Oregon. "Portland Oregon Overnight Travel Study: 2017," Longwoods International, October 2018. Retrieved from: <https://industry.traveloregon.com/wp-content/uploads/2018/10/OR-2017-Portland-Region-Visitor-Report.pdf>.

**Washington County's lodging tax receipts increased 243% over 2006 to 2017.**

**Exhibit 55. Lodging Tax Receipts (\$ millions), 2006 and 2017**

Source: Dean Runyan Associates, Oregon Travel Impacts, 1992–2017.

<b>2006:</b>	<b>\$4,900</b> Washington County
<b>2017:</b>	<b>\$16,800</b> Washington County

**Washington County's largest visitor spending for purchased commodities is food services.**

**Exhibit 56. Largest Visitor Spending Categories (\$ millions), Washington County, 2018**

Source: Dean Runyan Associates, Oregon Travel Impacts, 1992–2017.

<b>\$236.5</b> Food Services	<b>\$137.1</b> Accommodations	<b>\$105.1</b> Retail Sales
---------------------------------	----------------------------------	--------------------------------

**Washington County's largest employment generated by travel spending is in the accommodations and food services industry.**

**Exhibit 57. Largest Industry Employment Generated by Travel Spending, Washington County, 2018**

Source: Dean Runyan Associates, Oregon Travel Impacts, 1992–2017.

<b>5,940 jobs</b> Accommodations and Food Services	<b>1,190 jobs</b> Arts, Entertainment, and Recreation	<b>290 jobs</b> Ground Tran.
---	--	---------------------------------

# Appendix B. Buildable Lands Inventory

---

Oregon Administrative Rules provide guidance on conducting employment land BLIs:

**OAR 660-009-0005:**

*(1) "Developed Land" means non-vacant land that is likely to be redeveloped during the planning period.*

*(2) "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, infrastructure deficiencies, parcel fragmentation, or natural hazard areas.*

*(11) "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.*

*(12) "Suitable" means serviceable land designated for industrial or other employment use that provides, or can be expected to provide the appropriate site characteristics for the proposed use.*

*(13) "Total Land Supply" means the supply of land estimated to be adequate to accommodate industrial and other employment uses for a 20-year planning period. Total land supply includes the short-term supply of land as well as the remaining supply of lands considered suitable and serviceable for the industrial or other employment uses identified in a comprehensive plan. Total land supply includes both vacant and developed land.*

*(14) "Vacant Land" means a lot or parcel:*

*(a) Equal to or larger than one half-acre not currently containing permanent buildings or improvements; or*

*(b) Equal to or larger than five acres where less than one half-acre is occupied by permanent buildings or improvements.*

Unlike with residential lands, the rules for employment lands include the concept of "suitability," which can be affected by factors other than the physical attributes of land. (See OAR 660-009-0005 [11] and [12] above.) The BLI methods do not fully address the suitability factors, rather, they more narrowly assess whether a parcel is buildable based solely on attributes of the land.

The methods used for conducting the Tualatin commercial and industrial BLI is consistent with Oregon statutes. However, the methods used for inventorying land within the city are based on the BLI completed by Metro for the 2018 Urban Growth Report (UGR). Metro is required to complete a BLI for land within the regional UGB every six years, and the agency updated the BLI (based on 2016 data) in January 2018. The methods used for inventorying Tualatin lands attempt to be consistent with Metro's results while also accounting for new development since 2016 and other local conditions, such as unique environmental constraints.

## Overview of the Methodology

The BLI for Tualatin is based on the data and methods used by Metro. In addition, ECONorthwest's approach updated Metro's results to account for new development (the Metro 2018 UGR is based on 2016 data) and other potential local conditions, such as unique environmental constraints.

### Study Area

The BLI for Tualatin includes all commercial and industrial land designated in the Comprehensive Plans within city limits and designated planning areas (referred to as Tualatin Planning Area). ECONorthwest used Metro's BLI, which used the 2016 RLIS tax lot database, as the basis for the BLI. We worked with City staff to identify new developments or changes since 2016 to reflect Tualatin's commercial and industrial land base in 2019.

### Inventory Steps

The BLI consisted of several steps:

1. Generating UGB "land base"
2. Classifying land by development status
3. Identifying constraints
4. Verifying inventory results
5. Tabulating and mapping results

### Step 1: Generate "Land Base"

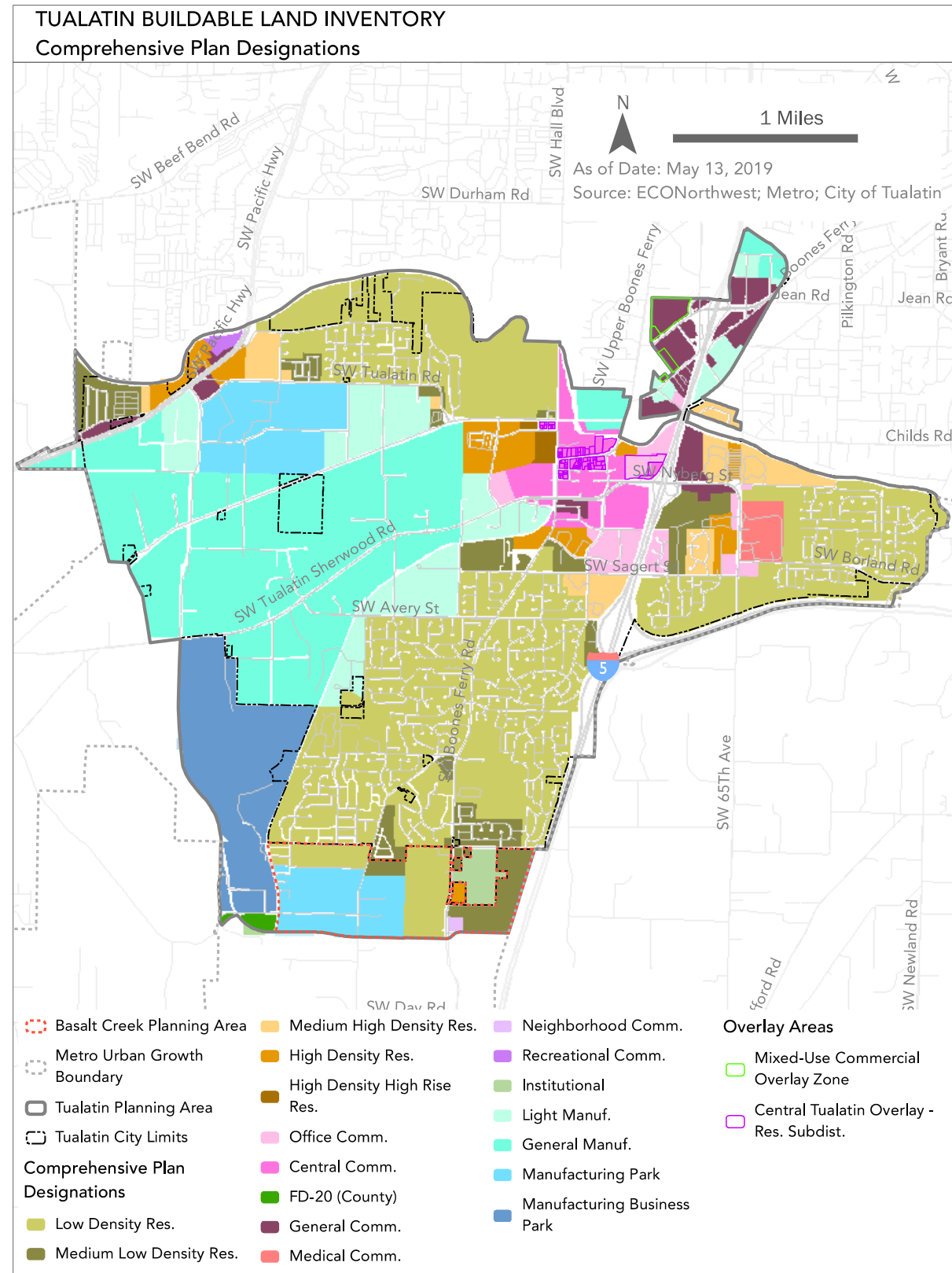
Per Goal 9, this involves selecting all of the tax lots with employment plan designations. Based on information provided by City staff, ECONorthwest included the following Plan Designations in the BLI:

- Office Commercial
- Central Commercial
- General Commercial
- Medical Commercial
- Neighborhood Commercial
- Recreational Commercial

- Light Manufacturing
- General Manufacturing
- Manufacturing Park
- Manufacturing Business Park

Exhibit 58 shows Comprehensive Plan designations for the City of Tualatin.

## Exhibit 58. Comprehensive Plan Designations, Tualatin Planning Area, 2019



## Step 2: Classify Lands

In this step, ECONorthwest classified each tax lot with a plan designation that allows employment uses into one of four mutually exclusive categories based on development status:

- Vacant
- Partially Vacant
- Potentially Redevelopable
- Public or Exempt
- Developed

ECONorthwest used the classification determined through Metro's model: vacant, ignore, and developed. In addition, ECONorthwest included a new classification for partially vacant and potentially redevelopable lots. The definitions for each classification are listed below.

Development Status	Definition	Statutory Authority
Vacant	Tax lots designated as vacant by Metro based on the following criteria:  1) Fully vacant based on Metro aerial photo 2) Tax lots with less than 2,000 square feet developed AND developed area is less than 10% of lot 3) Lots 95% or more vacant from GIS vacant land inventory	OAR 660-009-005(14)
Partially Vacant	Lots with an existing single-family dwelling but have been redesignated for commercial or industrial use (e.g., lots in the Basalt Creek Planning Area). These lots are assumed to redevelop in the planning period.	No statutory definition
Potentially Redevelopable	Lots determined to have redevelopment capacity based on Metro's Threshold Price methodology.	No statutory definition
Ignore (Public or Exempt uses)	Lots in public or semi-public ownership are considered unavailable for commercial or industrial development. This includes lands in Federal, State, County, or City ownership, as well as lands owned by churches and other semi-public organizations and properties with conservation easements. These lands are identified using the Metro's definitions and categories.	No statutory definition
Developed	Lots not classified as vacant, potentially redevelopable, or public/exempt are considered developed. Developed land includes lots with redevelopment capacity, which are also included in BLI. The capacity of developed but redevelopable lots is based on Metro's estimates.	OAR 660-009-005(1)

### Step 3: Identify Constraints

Consistent with OAR 660-008-0005(2) guidance on buildable lands inventories, ECONorthwest deducted certain lands with development constraints from vacant lands. We used some of the constraints established in Metro's methodology with modifications to fit local considerations in Tualatin. These constraints are summarized in the table below.

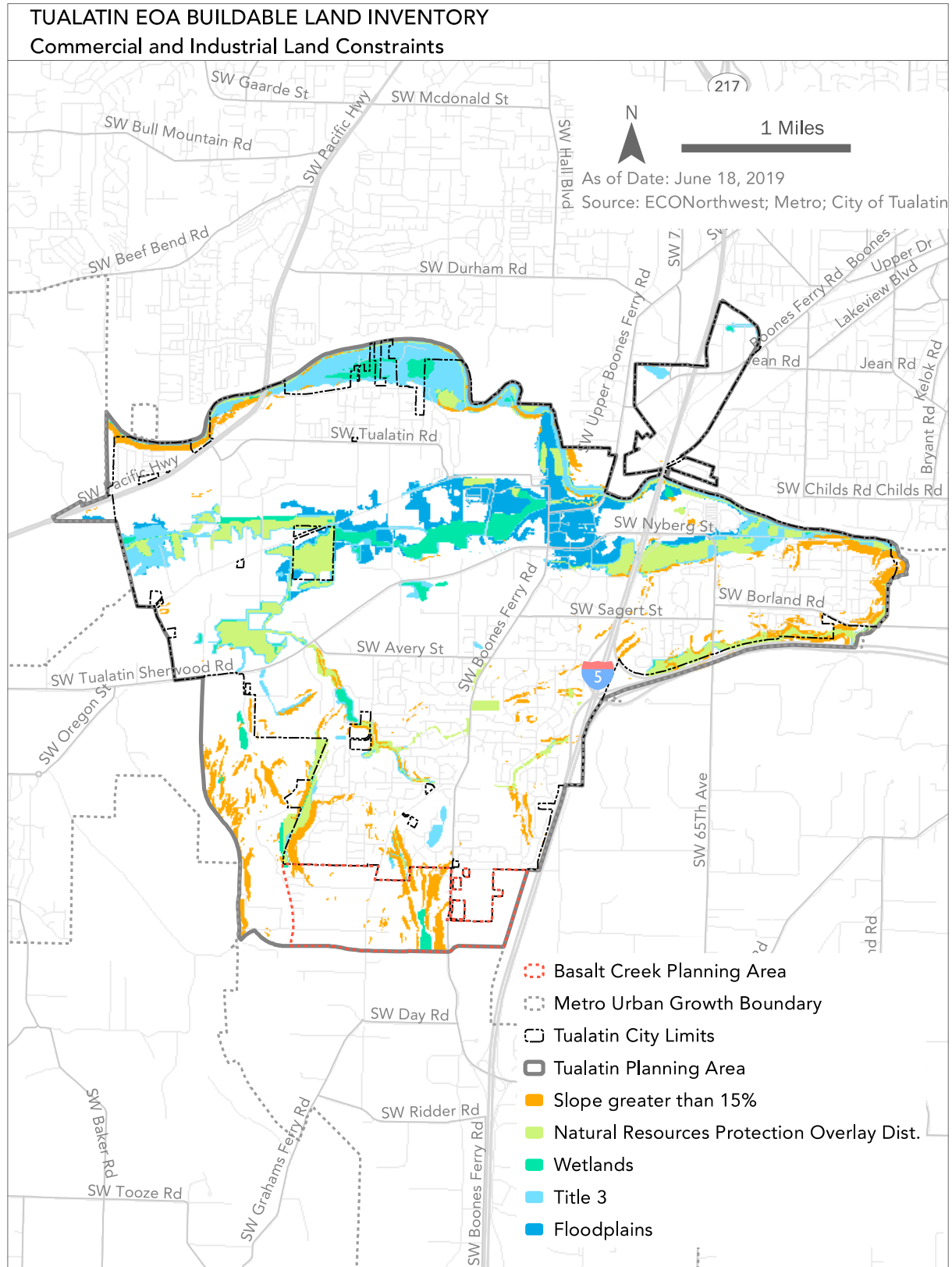
Constraint	Statutory Authority	Threshold
<b>Goal 5 Natural Resource Constraints</b>		
Natural Resources Protection Overlay District	OAR 660-008-0005(2)	Areas in the NRPOD
Riparian Corridors	OAR 660-015-0000(5)	Areas protected by the Stream and Floodplain Plan
Wetlands	OAR 660-008-0005(2)	Areas in wetlands
<b>Natural Hazard Constraints</b>		
100-Year Floodplain	OAR 660-008-0005(2)	Lands within FEMA FIRM 100-year floodplain
Steep Slopes	OAR 660-008-0005(2)	Slopes greater than 15%

The lack of access to water, sewer, power, road or other key infrastructure cannot be considered a prohibitive constraint unless it is an extreme condition. This is because tax lots that are currently unserved could potentially become serviced over the 20-year planning period.

Exhibit 59 maps the development constraints used for the commercial and industrial BLI.



## Exhibit 59. Development Constraints, Tualatin Planning Area, 2019



## Step 4: Verification

ECONorthwest used a multi-step verification process. The first verification step included a “rapid visual assessment” of land classifications using GIS and recent aerial photos. The rapid visual assessment involved reviewing classifications overlaid on recent aerial photographs to verify uses on the ground. ECONorthwest reviewed all tax lots included in the inventory using the rapid visual assessment methodology. The second round of verification involved City staff verifying the rapid visual assessment output. ECONorthwest amended the BLI based on City staff review and comments, particularly related to vacant land developed since 2016.

## Step 5: Tabulation and Mapping

The results are presented in tabular and map format. The Tualatin Commercial and Industrial BLI includes all employment land designated in the Comprehensive Plan within the Tualatin Planning Area. From a practical perspective, this means that ECONorthwest inventoried all lands within tax lots identified by Metro that fall within the Tualatin Planning Area. The inventory then builds from the tax lot-level database to estimates of buildable land by plan designation.

DATE: December 4, 2019  
TO: Tualatin Project Advisory Committees  
CC: Karen Perl Fox, Steve Koper, and Jonathan Taylor  
FROM: Beth Goodman and Sadie DiNatale, ECONorthwest  
SUBJECT: FINAL: 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 (EOA) will determine whether the City of Tualatin has enough land to accommodate twenty years of commercial and industrial job growth. The 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).

The EOA uses a planning period of 2020–2040. Tualatin is planning for growth of about 12,800 new jobs within the Tualatin planning area over the twenty-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 strategy presents a comprehensive package of interrelated policy changes that the CAC recommends 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. The strategic priorities are: (1) ensuring an adequate supply of land that is available and serviceable; (2) identifying redevelopment opportunities; (3) supporting business retention, growth, and attraction; and (4) ensuring there are connections between planning for economic development and other community planning. 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 the June, August, and September meetings (while some meetings included discussions of other topics, as well). The CAC and TAC provided input on the development of the Economic Development Strategy through discussions at meetings and opportunities for input on written documents.

The recommendations from the CAC 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 for growth over the 2020 to 2040 period. This document presents a comprehensive strategy that provides a variety of policies to support business retention, growth, and attraction in Tualatin.

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 in 2040. Implementation of high priority actions will begin in 2020, based on City Council direction.

## Summary of Actions

The table below summarizes the strategies, actions, and recommendations made by the CAC. The priority shown in the table is based on discussions with the CAC about the actions they view as being in need of prompt attention. Low-priority actions represent actions that the CAC thinks are important but that may be executed later on in the Tualatin 2040 process. At some level, all of the actions in this strategy are a high priority for the CAC.

Strategy, Action, and Recommendations	Priority
<b>Strategy 1: Ensure an adequate supply of land that is available and serviceable.</b>	
<b>Action 1.1. Evaluate opportunities to increase mixed-use development.</b> <ul style="list-style-type: none"> <li><b>Recommendation 1.1a:</b> Identify opportunities to rezone industrial or commercial land for mixed-use that includes commercial and residential uses.</li> <li><b>Recommendation 1.1b:</b> Evaluate opportunities to develop an employment zone that allows for greater mixture of industrial and commercial uses, limiting retail commercial uses.</li> </ul>	High
<b>Action 1.2. Identify opportunities to make more efficient use of industrial land.</b> <ul style="list-style-type: none"> <li><b>Recommendation 1.2a:</b> Prohibit new development that require substantial amounts of land but result in little employment.</li> <li><b>Recommendation 1.2b:</b> Evaluate reducing or eliminating the minimum lot size from 20,000 square feet.</li> </ul>	Medium
<b>Action 1.3. Identify opportunities to make more efficient use of commercial land.</b> <ul style="list-style-type: none"> <li><b>Recommendation 1.3a:</b> Evaluate reducing or eliminating the minimum lot size from 10,000 square feet in commercial zones and allow additional development standards to determine minimum lot size.</li> <li><b>Recommendation 1.3b:</b> Evaluate increasing building height limits in commercial development centers, including for retail development.</li> </ul>	High
<b>Action 1.4. Plan for infrastructure development to support commercial and industrial development.</b> <ul style="list-style-type: none"> <li><b>Recommendation 1.4a:</b> Prioritize infrastructure projects, especially transportation projects that are necessary to support employment growth, with the goal of managing and reducing congestion resulting from new growth.</li> <li><b>Recommendation 1.4b:</b> Seek support from regional partners for development and improvement of transportation infrastructure that serves employment centers in Tualatin.</li> <li><b>Recommendation 1.4c:</b> Identify opportunities to increase transit service between Tualatin and other cities within the Portland region.</li> <li><b>Recommendation 1.4d:</b> Identify options to extend transit service within Tualatin to employment centers.</li> </ul>	Low
<b>Action 1.5. Work with landowners ensure land is development-ready and certified as shovel ready by Business Oregon.</b> <ul style="list-style-type: none"> <li><b>Recommendation 1.5a:</b> Encourage and assist landowners to get their sites certified through the Business Oregon Certified Shovel Ready program.</li> <li><b>Recommendation 1.5b:</b> Continue to work with landowners to ensure that development sites are listed on Business Oregon's prospector site.</li> </ul>	Low

Strategy, Action, and Recommendations	Priority
<b>Action 1.6. Plan for long-term development in Tualatin through 2040 and beyond.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 1.6a:</b> Actively work with Metro staff to ensure that Tualatin's population and employment forecasts are planned for similar growth rates and to coordinate Tualatin's planning with regional plans.</li> <li>▪ <b>Recommendation 1.6b:</b> Develop and implement a system to monitor the supply of commercial and industrial land every two years.</li> <li>▪ <b>Recommendation 1.6c:</b> Reevaluate Tualatin's economic opportunities and land sufficiency every three years.</li> </ul>	High
<b>Strategy 2: Identify redevelopment opportunities.</b>	
<b>Action 2.1. Identify districts within Tualatin with opportunities for redevelopment for housing and employment uses.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 2.1a:</b> Initiate a process to identify opportunities for redevelopment of mixed-use districts and initiate an area planning process to guide redevelopment.</li> </ul>	Low
<b>Action 2.2. Revise the Tualatin Town Center Plan to focus on opportunities to support redevelopment.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 2.2a:</b> Develop a community vision and planning for the Town Center, with a focus on redevelopment to support development of housing and employment uses.</li> <li>▪ <b>Recommendation 2.2b:</b> Evaluate opportunities to redevelop City-owned properties to create catalytic projects that include a mix of housing and retail and office uses.</li> </ul>	High
<b>Action 2.3. Identify opportunities to redevelop and intensify uses in industrial areas.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 2.3a:</b> Identify opportunities for industrial redevelopment and work with property owners to support redevelopment, which may require changes to zoning to allow different types of industrial buildings (i.e., vertical buildings) or infrastructure investments to provide additional urban services.</li> </ul>	Medium
<b>Action 2.4. Develop policies to support redevelopment and mixed-use development.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 2.4a:</b> Evaluate the redevelopment potential of publicly owned properties, such as parking lots.</li> <li>▪ <b>Recommendation 2.4b:</b> Continue to evaluate establishing new urban renewal districts to support development of commercial, industrial, and residential businesses, especially mixed-use districts.</li> </ul>	High
<b>Strategy 3: Support business retention, growth, and attraction.</b>	
<b>Action 3.1. Revise the Economic Development Strategy, develop a clear vision for economic development, and create an action plan to implement the vision.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 3.1a:</b> Establish an Economic Development Commission to guide development of the economic development strategy.</li> <li>▪ <b>Recommendation 3.1b:</b> Develop an action-oriented five-year economic development action plan that includes a community vision.</li> </ul>	Medium
<b>Action 3.2 Support growth of existing businesses in Tualatin.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 3.2a:</b> Continue to identify opportunities to support existing businesses in Tualatin, through working with partners such as the Tualatin Chamber of Commerce to identify and resolve issues that are barriers to the businesses growing and staying in Tualatin.</li> </ul>	Low
<b>Action 3.3. Support growth of and retain entrepreneurial businesses in Tualatin.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 3.3a:</b> Continue to identify opportunities to support growth and retention of entrepreneurial businesses in Tualatin.</li> </ul>	High

Strategy, Action, and Recommendations	Priority
<b>Action 3.4. Identify opportunities to attract or grow businesses with pay at or above Tualatin's average wage.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 3.4a:</b> Identify partnerships and incentive programs to grow, retain, and attract businesses with wages at or above the City's average wage of \$57,300.</li> </ul>	Medium
<b>Action 3.5. Evaluate use of incentives to retain, grow, and attract businesses.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 3.5a:</b> Evaluate the outcomes the City wants to achieve through offering economic development incentives and the incentives the City could offer.</li> </ul>	Medium
<b>Action 3.6. Ensure that Tualatin has sufficient staff capacity to implement the economic development priorities set by the City Council.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 3.6a:</b> Council should work with the City Manager, Community Development Director, and Economic Development Manager to determine whether the City will need to add staff to implement the policies in the Economic Development Strategy.</li> <li>▪ <b>Recommendation 3.6b:</b> City staff should work with City Council members and stakeholders to ensure they understand economic development processes and tools/policies to support economic development.</li> </ul>	Low
<b>Strategy 4: Ensure there are connections between planning for economic development and other community planning.</b>	
<b>Action 4.1. Ensure that updates to the Transportation System Plan coordinate with planning for employment and business growth.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 4.1a:</b> Evaluate opportunities to decrease dependence on automotive transportation in areas planned for mixed-use and commercial development, such as 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).</li> <li>▪ <b>Recommendation 4.1b:</b> Evaluate opportunities to expand transit and improve transportation connectivity (both capacity and access on I-5 and regional connector roads) for freight and automobiles between Tualatin and other cities within the Portland region.</li> <li>▪ <b>Recommendation 4.1c:</b> Evaluate opportunities to expand transit and improve transportation connectivity within Tualatin, particularly from the future Southwest Corridor station in Bridgeport to the Tualatin's Town Center and vital services and out to the neighborhoods.</li> <li>▪ <b>Recommendation 4.1d:</b> Evaluate opportunities for planning transit-oriented development, as transit becomes more available in Tualatin, consistent for redevelopment planning.</li> <li>▪ <b>Recommendation 4.1e:</b> Develop a bicycle and pedestrian plan for Tualatin to increase these types of connectivity within Tualatin.</li> </ul>	High
<b>Action 4.2. Coordinate planning for economic development planning with housing planning.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 4.2a:</b> Ensure the City plans for housing that is affordable to people who work at businesses in Tualatin.</li> </ul>	Low
<b>Action 4.3. Develop a design and planning framework for "ten-minute neighborhoods" that include a mixture of uses.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 4.3a:</b> Develop a framework for mixed-use neighborhoods that include the elements that residents need for day-to-day life.</li> </ul>	Medium
<b>Action 4.4. Identify opportunities to support workforce development.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 4.4a:</b> Work with businesses and partners in education to ensure there are workforce training opportunities in Tualatin.</li> </ul>	Medium
<b>Action 4.5. Evaluate development of a civic center with a range of uses.</b> <ul style="list-style-type: none"> <li>▪ <b>Recommendation 4.5a:</b> Evaluate development of a civic center with a range of uses in Tualatin.</li> </ul>	Low



---

## 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 and 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. In the Portland region, the average size of new development sites for employment is generally between 5 and 15 acres in size.

### 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 Urban Growth Boundary (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, and planning for redevelopment (see Strategy 2). This is a common issue and opportunity in Tualatin for both housing and economic development, which provides an opportunity for the City to develop solutions for both.

Tualatin needs land that is vacant but also has urban services that support commercial and industrial development, such as municipal water services, sewer and wastewater services, stormwater 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, shovel-ready 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

### Action 1.1: Evaluate opportunities to increase mixed-use development.

Tualatin has a deficit of industrial land (74 gross acres) and commercial land (175 gross acres). In addition, Tualatin has a deficit of residential land in the Medium High Density Residential designation (about 7 gross acres of land) and in the High Density / High-Rise Residential designation (about 4 gross acres of land). One way to address these land deficits is to allow and encourage mixed-use development.

Tualatin can identify additional opportunities for development of commercial and residential mixed-use development (consistent with recommendation Action 1.2 in the Housing Strategy). In identifying opportunities for mixed-use, the City should coordinate planning for new mixed-use areas with Action 5.1 in the Housing Strategy, to identify three to four areas within Tualatin for redevelopment as mixed-use areas (Action 2.1 addresses need for redevelopment). The mixed-use areas could serve multiple purposes in Tualatin; they could function as places to live and/or work, as destinations for residents in other parts of Tualatin, or as recreational experiences for visitors. In addition, feedback from the CAC shows that the community wants rezoning and redevelopment to promote the opportunities for commercial and industrial development, especially mixed-use development.

In addition, Tualatin could develop an employment zone that allows for a greater mixture of industrial and commercial uses, limiting retail commercial uses. Areas for this type of employment zone might include Basalt Creek or the Leveton area. These mixed-use zones should allow for greater density in the form of taller buildings, smaller lot sizes, and other opportunities for increased development capacity.

[Recommendation 1.1a: Identify opportunities to rezone industrial or commercial land for mixed-use that includes commercial and residential uses. The City should exclude industrial sanctuary land \(i.e., land in the Southwest Tualatin Concept Plan area\) from this evaluation, as this land has been identified as regionally significant industrial areas.](#)

[Recommendation 1.1b: Evaluate opportunities to develop an employment zone that allows for greater mixture of industrial and commercial uses, limiting retail commercial uses.](#)

### Action 1.2: Identify opportunities to make more efficient use of industrial land.

Tualatin has a deficit of 74 acres of industrial land. One way to make the most efficient use of industrial land in Tualatin is changing the zoning ordinance to focus uses on key target industries and allow for denser development.

The City should consider no longer allowing development of new businesses that require substantial amounts of land but result in little employment and have low employment densities. Such uses include warehouse and distribution, vehicle storage, or self-storage units. Existing businesses of these types should be allowed to continue to operate.

---

The City should consider reducing or eliminating the minimum lot size from 20,000 square feet, especially in areas that have existing small lots already. These standards may be necessary in regionally significant industrial areas (RSIA).

[Recommendation 1.2a:](#) Prohibit new development that requires substantial amounts of land but results in little employment and has low employment densities, such as warehouse and distribution.

[Recommendation 1.2b:](#) Evaluate reducing or eliminating the minimum lot size from 20,000 square feet, especially in areas that have existing small lots.

**Action 1.3: Identify opportunities to make more efficient use of commercial land.**

Tualatin has a deficit of 175 acres of commercial land. One way to make the most efficient use of industrial land in Tualatin is by changing the zoning code to make more efficient use of commercial areas. For example, Tualatin could reduce or eliminate the minimum lot size to 10,000 square feet (from the three-acre minimum lot size the Mid-Rise Office Commercial zone). Tualatin could also increase building height limits to allow taller buildings in key commercial development centers (currently most commercial zones allow 35 to 45 feet, with the Mid-Rise Office Commercial zone allowing buildings as tall as 75 feet).

In addition, promoting mixtures of uses (consistent with Action 1.1) that integrate employment and housing can help promote efficient use of land. The large deficit of commercial land, however, will require rezoning land for new commercial uses or redeveloping existing land to allow new commercial uses (consistent with Action 2.1).

[Recommendation 1.3a:](#) Evaluate reducing or eliminating the minimum lot size from 10,000 square feet in commercial zones. Allow additional development standards, such as requirements for parking and circulation or setbacks, to determine minimum lot size.

[Recommendation 1.3b:](#) Evaluate increasing building height limits in commercial development centers, including for retail development.

**Action 1.4. Plan for infrastructure development to support commercial and industrial development.**

The City already coordinates land use planning with the Capital Improvement Plan to ensure that infrastructure is available to support commercial and industrial development, especially in newly urbanizing areas and areas identified as high priority for development. Some types of infrastructure development, especially transportation and transit infrastructure, have lagged behind growth in Tualatin and in the broader region, resulting in automotive congestion and insufficient transit service, as discussed in Strategy 4 and in Strategy 6 of the Housing Strategy.

[Recommendation 1.4a:](#) Prioritize infrastructure projects, especially transportation projects that are necessary to support employment growth, with the goal of managing and reducing congestion resulting from new growth.

---

Recommendation 1.4b: Seek regional support for development and improvement of transportation infrastructure by working with Washington County, Metro, adjacent communities, and ODOT, to advocate for and support improvements to key regional transportation facilities that serve employment areas in Tualatin.

Recommendation 1.4c: Identify opportunities to increase transit service between Tualatin and other cities within the Portland region (such as the ongoing planning for the Southwest Corridor) and transit within Tualatin.

Recommendation 1.4d: Identify options to extend transit service to employment centers to expand transportation options for workers in Tualatin, such as a local bus service like Wilsonville's SMART.

**Action 1.5: Work with landowners ensure land is development-ready and certified as shovel ready by Business Oregon.**

The *Regional Industrial Site Readiness Inventory (2017 update)* identifies large sites (those over 25 buildable acres) and their development-ready status across the Portland Metro Region. The report categorizes sites within the Portland Metro Region based on site size (focusing on sites with 25 or more net buildable acres), development-ready status (based on the status of urban infrastructure provision and brownfield remediation status), and the willingness of the owner to sell or develop the site.

Tier 1 sites are those with at least 25 net buildable acres that are development ready within 180 days (6 months) and have an owner who is willing to sell or develop the site. Tualatin has no Tier 1 sites. There are four sites in Tualatin that qualify for Tier 2 or Tier 3 status, identified as being ready for development between 7 to 30 months (for Tier 2 sites) and more than 30 months (for Tier 3 sites).

In addition, the *Regional Industrial Site Readiness Inventory* also identifies four sites in Tualatin that are smaller than 25 buildable acres. While these smaller sites are not part of the inventory of Tier 1 through Tier 3 sites, they play an important role in providing opportunities for business development in Tualatin. Many of the inquiries to Greater Portland Inc. for development sites for new businesses are for sites smaller than 25 acres.

For areas with existing or planned infrastructure (consistent with Action 1.4), the City can encourage and assist landowners in getting their sites certified as shovel-ready through the Business Oregon Certified Shovel Ready program. A site is shovel-ready if it is specifically zoned for industrial or traded-sector uses, has the infrastructure necessary to support development (or can have it within 180 days), and is available for development within 180 days or less.

Shovel-ready sites and other development sites can be listed on Business Oregon's Oregon Prospector website to market sites to potential developers and businesses. The Oregon Prospector website reports information about site location, size, access to infrastructure, and

---

other characteristics that developers need to know prior to making locational decisions. There is one site in Tualatin currently listed on Oregon Prospector.

[Recommendation 1.5a:](#) Encourage and assist landowners in getting their sites certified through the Business Oregon Certified Shovel Ready program. The economic developer should work directly with the local landowners on the certification process.

[Recommendation 1.5b:](#) Continue to work with landowners to ensure that development sites are listed on Business Oregon's Oregon Prospector website.

#### **Action 1.6. Plan for long-term development in Tualatin through 2040 and beyond.**

The Economic Opportunity Analysis plans for the 2020 to 2040 period. It shows that employment will continue to grow in Tualatin at a substantially faster pace than households over the next twenty years. One of the key issues discussed through the Economic Opportunity Analysis and Housing Needs Analysis is the existing and likely future imbalance of employment and housing, where people who work at businesses in Tualatin have limited opportunities to live in Tualatin.

A key part of long-range planning is working with Metro on regional planning for housing and employment in and around Tualatin. The City would be well-served by having information to share with Metro about new development, the City's planning efforts to provide opportunities for people to work and live in Tualatin, and economic development plans.

[Recommendation 1.6a:](#) Actively work with Metro staff on upcoming Regional Growth Management reports to ensure that Tualatin's population and employment forecasts are planned for similar growth rates and to coordinate Tualatin's planning with regional plans.

[Recommendation 1.6b:](#) Develop and implement a system to monitor the supply of commercial and industrial land every two years. This includes monitoring employment development (through permits) as well as land consumption (e.g., development on vacant or redevelopable lands). The reports resulting from growth monitoring can be used in working with Metro to better understand Tualatin's opportunities for growth and characterize needs for expansion to accommodate employment growth.

[Recommendation 1.6c:](#) Reevaluate Tualatin's economic opportunities and land sufficiency every three years.

---

## 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 industrial and commercial land that comprises 74 and 175 gross acres, respectively. 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 the development of mixed-use areas that are more walkable, have frequently accessed amenities (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, rezoning, land assembly, tax abatement programs 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

#### Action 2.1. Identify districts within Tualatin with opportunities for redevelopment for housing and employment uses.

This action is consistent with the Housing Strategy Action 5.1. Tualatin has deficits of land for development of commercial uses, as well as for development of multifamily housing to accommodate new housing in the Medium High Density and High Density / High-Rise Plan Designations.

The City should identify three to four areas within Tualatin for redevelopment into mixed-use areas, with a mixture of higher-density housing and employment uses such as retail, office, and commercial services. For example, some areas that may be appropriate for redevelopment include the Commons, areas near key transit stops, and the area west of 6<sup>th</sup> Street/east of 90<sup>th</sup> Street/north of Sagert Street. In selecting areas ripe for redevelopment, the City should consider whether economic conditions support redevelopment, landowner attitudes to redevelopment, and set criteria for selecting redevelopment areas based on considerations such as transportation and transit connections and proximity to existing employment centers.

The City should engage the community in developing a vision for redeveloping the selected areas. The planning to implement this vision could be achieved through a redevelopment plan that shows how the property will be redeveloped into a vibrant area with a mixture of uses, connections with Tualatin's automotive and pedestrian/bicycle transportation networks, and a variety of housing types. The redevelopment plans should include working with landowners to

---

ensure they are supportive of redevelopment plans, as well as stakeholder and citizen involvement and input into the vision for the district and development of the redevelopment plans.

The City should consider opportunities to support redevelopment, such as use or urban renewal (Action 2.4) to address infrastructure deficiencies, as well as approaches to overcome barriers to redevelopment.

[Recommendation 2.1a: Initiate a process to identify opportunities for redevelopment of mixed-use districts and initiate an area planning process to guide redevelopment.](#)

**Action 2.2: Revise the Tualatin Town Center Plan to focus on opportunities to support redevelopment.**

The Tualatin Town Center Plan was intended to guide development in Tualatin's downtown area, which is centered around the Lake of the Commons and includes about 364 acres of land. The existing Town Center Plan was developed in the mid-2000s and was not adopted.

An update of the Town Center Plan could focus on opportunities for redevelopment, including identifying changes to zoning necessary to allow and encourage development of both housing and employment uses. The update should include development of a community vision for the future of Town Center to guide changes to zoning and other policy, as well as City investments in Town Center.

In conjunction with the update to the Tualatin Town Center Plan, the Tualatin Development Commission could act as developer for redevelopment of City-owned properties (such as surface parking lots) to create catalytic projects that include a mix of housing (both market-rate and affordable housing) and retail and office uses.

[Recommendation 2.2a: Develop a community vision and planning for Town Center, with a focus on redevelopment to support development of housing and employment uses.](#)

[Recommendation 2.2b: Evaluate opportunities to redevelop City-owned properties to create catalytic projects that include a mix of housing \(both market-rate and affordable housing\) and retail and office uses.](#)

**Action 2.3: Identify opportunities to redevelop and intensify uses in industrial areas.**

Redevelopment often focuses on commercial and residential redevelopment. Industrial redevelopment (where industrial land is redeveloped for new industrial uses) is less common in smaller cities like Tualatin because the costs of redevelopment often exceed the value of land for new industrial uses or rents are not high enough to support industrial redevelopment. In the Portland region, however, redevelopment is occurring in industrial areas, possibly as a result of the higher achievable rents and desirability of locations in Portland and other industrial centers.

---

There may be opportunities for industrial redevelopment for new industrial uses in Tualatin over the twenty-year planning period. These opportunities may include sites with excellent access to I-5 or other regional roads, where redevelopment costs are lower (i.e., brownfield remediation is not required), or at Tigard Sand and Gravel's gravel mine, once the company is done with mining operations.

[Recommendation 2.3a: Identify opportunities for industrial redevelopment and work with property owners to support redevelopment, which may require changes to zoning to allow different types of industrial buildings \(i.e., vertical buildings\) or infrastructure investments to provide additional urban services. This action is consistent with Action 1.2.](#)

#### **Action 2.4: Develop policies to support redevelopment and mixed-use development.**

The costs of redevelopment and of mixed-use development can make these types of development financially infeasible or at least very difficult. Given the deficit of land for commercial and industrial development, Tualatin will need to support redevelopment. Supporting mixed-use development is key to accommodating the need for higher-density multifamily housing and providing opportunities for people to live and work in Tualatin. The City should evaluate opportunities to support redevelopment and mixed-use development within Tualatin. Some examples include:

- Use publicly owned properties, such as parking lots, to assemble land for development of catalytic projects that support additional development and further other community objectives, such as housing affordable to workers with incomes of about \$50,000 (about 60% of the median family income, based on the Housing Needs Analysis) or a business incubator or shared workspace to support growth of small businesses.
- Assist with assembly of land to support redevelopment that includes multiple properties.
- Continue to evaluate establishing new urban renewal districts, consistent with Action 4.2 in the Housing Strategy. For economic development purposes, urban renewal is often used for projects to improve districts (i.e., street beautification or façade programs), providing low-interest loans to businesses (i.e., loans to support expansion of businesses that provide jobs at or above the City average), or infrastructure improvements needed to support commercial or industrial development.

[Recommendation 2.4a: Evaluate the redevelopment potential of publicly owned properties, such as parking lots.](#)

[Recommendation 2.4b: Continue to evaluate establishing new urban renewal districts to support the development of commercial, industrial, and residential businesses, especially mixed-use 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 attraction 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. Generally speaking, the costs to serve residential lands is often greater than the cost to serve employment lands, because residents use more services (such as schools, police, fire, governance and leadership, infrastructure maintenance, etc.) at a higher rate than employment. As the City works to balance development of housing and employment, the City should consider the long-term fiscal health and sustainability of the City by encouraging continued employment growth while also encouraging additional residential growth to provide opportunities for people to live and work in Tualatin.

This strategy is about actions that support retention and expansion of existing businesses, growth and creation of entrepreneurial businesses, 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

**Action 3.1: Revise the economic development strategy, develop a clear vision for economic development, and create an action plan to implement the vision.**

Tualatin has an existing economic development strategy, last updated in 2014. The City plans to update the Economic Development Strategy, based on the City's new Economic Opportunities Analysis. Discussions with stakeholders suggest it is important that updating the Economic Development Strategy include development of a clear vision for economic development, as the starting place for the Economic Development Strategy. **The vision should identify community aspirations for economic development and the City's role in economic development.**

The revised document should be an action-oriented five-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.

Development of this strategy could be guided by an Economic Development Committee composed of elected and appointed officials, business owners and managers in Tualatin, people involved in economic development in Tualatin (i.e., the Tualatin Chamber of Commerce) and the Portland region, and residents of Tualatin.

[Recommendation 3.1a: Establish an Economic Development Commission to guide development of the economic development strategy.](#)

[Recommendation 3.1b: Develop an action-oriented five-year economic development action plan that includes a community vision for economic growth in Tualatin.](#)

### **Action 3.2: Support growth of existing businesses in Tualatin.**

Business retention is a key part of successful economic development. Working with partners such as the Tualatin Chamber of Commerce and the Tualatin Commercial Citizen Involvement Organization, the City should continue to reach out to businesses in Tualatin to identify and resolve issues related to growing their business and remaining in Tualatin. Issues that businesses in Tualatin have already identified include difficulties retaining workforce (given potentially long commutes and difficulty in finding qualified workers), increasing concerns about transportation and freight access and congestion, and a lack of incentives to support development. Issues related to transportation (commuting and freight access) are discussed in Action 4.1 and incentives to support development are discussed in Action 3.5. This document does not propose actions related to workforce quality, but this is likely an issue that would be addressed in the Economic Development Action Plan in Action 3.1b.

City staff can also support existing businesses by sharing technical resources, maintaining open communications with local businesspeople, and providing available staff support for economic development projects initiated by the business community.

[Recommendation 3.2a: Continue to identify opportunities to support existing businesses in Tualatin through working with partners such as the Tualatin Chamber of Commerce to identify and resolve issues that are barriers to the businesses growing and staying in Tualatin.](#)

### **Action 3.3: Support growth of and retain entrepreneurial businesses in Tualatin.**

Small businesses, many of which are entrepreneurial, account for the majority of businesses in Tualatin. Businesses with five or fewer employees in Tualatin account for 64% of private employment and businesses with fewer than twenty employees account for 89% of private employment. The City should identify opportunities to support small and entrepreneurial businesses to grow and retain them in Tualatin. Some approaches to this include:

- 
- Form partnerships with organizations that assist entrepreneurial businesses, such as Tualatin Chamber of Commerce, Tualatin Commercial Citizen Involvement Organization, Westside Economic Alliance, Greater Portland Inc., Business Oregon, and Federal agencies such as the Economic Development Administration. These partnerships can help Tualatin identify resources to assist businesses and find solutions.
  - 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.
  - Support or organize community events that involve local businesses, such as revitalization of the farmer's market or organizing events like Portland's Sunday Parkway.

[Recommendation 3.3a: Continue to identify opportunities to support growth and retention of entrepreneurial businesses in Tualatin.](#)

**Action 3.4: Identify opportunities to attract or grow businesses with pay at or above Tualatin's average wage.**

Tualatin's average wage was \$57,300 in 2017, compared with the Washington County average of \$70,300 in 2018. One of the areas of significant concern in development of the Economic Opportunities Analysis and Housing Needs Analysis was ensuring that workers in Tualatin can afford to both live and work in Tualatin. A worker earning the average wage in Tualatin can afford rents of about \$1,400 per month, which is above the average multifamily rent of \$1,200 in 2018. Affording the median housing sale price in Tualatin (about \$480,000 as of February 2019) requires a household income between \$120,000 and \$160,000, which will most frequently require a household with two full-time workers.

Attracting businesses that pay wages at or above the City's average wage will require deliberate effort on the City's part, such as developing incentive programs that attract or retain businesses (e.g., low-interest loans, fee waivers, and other incentives). The City will need to work with organizations that support business growth, retention, and attraction, such as Tualatin Chamber of Commerce, Tualatin Commercial Citizen Involvement Organization, Westside Economic Alliance, Greater Portland Inc., Business Oregon, and federal agencies (e.g., the Economic Development Administration). These partnership may include marketing Tualatin to attract new businesses.

Examples of these businesses that often pay above average wages include those identified as target industries in Tualatin's Economic Opportunities Analysis, such as advanced manufacturing, food processing, plastics manufacturing, information technology and analytical systems, and business services.

---

[Recommendation 3.4a: Identify partnerships and incentive programs to grow, retain, and attract businesses with wages at or above the City's average wage of \\$57,300.](#)

**Action 3.5: Evaluate use of incentives to retain, grow, and attract businesses.**

Cities often offer incentives to retain, grow, and attract businesses. In addition to having businesses stay in the community, cities use incentives to achieve goals such as attracting higher paying jobs, increasing the diversity of jobs or businesses, attracting businesses that pay high property taxes (such as manufacturers or data centers), or other desirable attributes. In Action 3.4, this memorandum identifies a goal of attracting businesses with higher paying jobs. Through the development of the Economic Development Action Plan (Action 3.1), the City may identify other business attributes or economic development goals it wants to achieve through offering incentives.

The City should evaluate use of incentives to achieve these goals, such as:

- Expedited entitlement and permitting process (e.g., 66-day review process for industrial projects).
- Financial assistance for business expansion or attraction, such as low-interest loans or grants.
- Public/private partnerships to support redevelopment of mixed-use development.
- Assist with assembly of land to support redevelopment that includes multiple properties.
- Property tax exemption, such as the Strategic Investment Program, which grants a fifteen-year property tax exemption for large capital-intensive facilities.
- Systems development charge (SDC) financing opportunities (consistent with Action 3.5 in the Housing Strategy).
- Development of or participation in a business incubator, shared workspace, start-up accelerators, or other forms of business mentoring.
- Work with partners (such as Tualatin Chamber of Commerce, Westside Economic Alliance, Greater Portland Inc., and Business Oregon) to market Tualatin's businesses and their product, across the state, nationally, and internationally.
- Street improvements and beautification.

[Recommendation 3.5a: Evaluate the outcomes the City wants to achieve through offering economic development incentives and the incentives the City could offer. This evaluation should be part of the development of the Economic Development Action Plan in Action 3.1.](#)

---

**Action 3.6. Ensure that Tualatin has sufficient staff capacity to implement the economic development priorities set by the City Council.**

The Economic Development Strategy presented in this memorandum, and especially the actions presented in Strategy 2 and Strategy 3, will take substantial staff time to evaluate and implement. The City may need additional staffing to implement the Economic Development Strategy.

Recommendation 3.6a: As the City Council allocates resources toward economic development efforts and sets priorities for implementation of the Economic Development Strategy, the Council should work with the City Manager, Community Development Director, and Economic Development Manager to determine whether the City will need to add staff to implement the policies in the Economic Development Strategy.

Recommendation 3.6b: City staff should work with City Council members and stakeholders to ensure they understand economic development processes and tools/policies to support economic development.

**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 lead to discussions of transportation issues in Tualatin and a desire to ensure a job-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, the 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 twenty 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. The Housing Needs Analysis shows that Tualatin has opportunities for residential growth beyond the forecast for growth. Success in housing development as a part of redevelopment and mixed-use development (Strategy 2) will further increase the amount of housing that could be developed in Tualatin beyond the forecast for new growth.

---

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 over \$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. As a result, a person earning around the average wage can afford rent of about \$1,425 and the average multifamily rent in Tualatin.

However, the average sale price for a unit in Tualatin in early 2019 was \$480,000, which would require a wage between \$120,000 and \$160,000 to afford homeownership. None of the industries in Tualatin have an average pay this high, and only one-quarter of households in Tualatin and Washington County have household incomes high enough to afford the average sale 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 living outside the city likely extend beyond housing affordability. 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, waste-water, and storm-water 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**

### **Action 4.1. Ensure that updates to the Transportation System Plan coordinate with planning for employment and business growth.**

The next update to the Tualatin Transportation System Plan (TSP) should coordinate planning for employment and business growth with transportation planning, providing opportunities for more intensive employment development (or redevelopment) where there is sufficient capacity for automotive and transit capacity. The redevelopment areas (Action 2.1) should be planned for in areas where there is higher capacity for freight access, automotive and transit access, and with connections to pedestrian and bicycle trails.

The update to the TSP should ensure there are additional opportunities to decrease dependence on automotive transportation, such as 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). The TSP update should also identify 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. This action and the recommendations below are consistent with those in the Housing Strategy Action 6.1.

[Recommendation 4.1a:](#) Evaluate opportunities to decrease dependence on automotive transportation in areas planned for mixed-use and commercial development, such as 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).

[Recommendation 4.1b:](#) Evaluate opportunities to expand transit and improve transportation connectivity (both capacity and access on I-5 and regional connector roads) for freight and automobiles between Tualatin and other cities within the Portland region.

[Recommendation 4.1c:](#) Evaluate opportunities to expand transit and improve transportation connectivity within Tualatin, particularly from the future Southwest Corridor station in Bridgeport to the Tualatin's Town Center and vital services and out to the neighborhoods.

[Recommendation 4.1d:](#) Evaluate opportunities for planning transit-oriented development, as transit becomes more available in Tualatin, consistent for redevelopment planning.

[Recommendation 4.1e:](#) Develop a bicycle and pedestrian plan for Tualatin to increase these types of connectivity within Tualatin.

**Action 4.2. Coordinate planning for economic development planning with housing planning.**

Tualatin has a job-housing imbalance, with more jobs than residents in Tualatin. The other strategies in this memorandum are intended to support development of housing that is affordable to people who work at businesses in Tualatin (the average wage was \$57,300 in 2017), such as Action 3.4. This action and the recommendation below are consistent with those in the Housing Strategy Action 6.2.

[Recommendation 4.2a:](#) Ensure the City plans for housing that is affordable to people who work at businesses in Tualatin.

---

**Action 4.3. Develop a design and planning framework for “ten-minute neighborhoods” that include a mixture of uses.**

The City should develop a framework for development of mixed-use neighborhoods that results in neighborhoods where residents have easy, convenient access to many of the places and services they use daily without relying heavily on a car. The framework would include the following elements: walkable neighborhoods with access to transit, nearby parks (i.e., within one-quarter mile), neighborhood retail and restaurants, and nearby schools. The neighborhood would have higher concentrations of people and would be complete with the sidewalks, bike lanes, and bus routes that support a variety of transportation options. The design of the neighborhood should integrate design standards that promote public safety. In larger cities, these are referred to as “twenty-minute neighborhoods,” but given Tualatin’s smaller size, the scale might be more like ten-minute neighborhoods. This action and the recommendation below are consistent with those in the Housing Strategy Action 6.2.

[Recommendation 4.3a: Develop a framework for mixed-use neighborhoods that includes the elements that residents need for day-to-day life.](#)

**Action 4.4. Identify opportunities to support workforce development.**

Ability to attract and retain qualified and trained workers is one of the key barriers to development identified by existing businesses in Tualatin. These partners could include Tualatin High School, Portland Community College, Portland State University, and WorkSource Oregon. The City could play a convening role to work with businesses to understand their workforce training needs, then work with these partners to offer classes in Tualatin to provide this training. This training could be offered in existing facilities (such as at the high school) or in newly built facilities that are part of one or more mixed-use areas.

[Recommendation 4.4a: Work with businesses and partners in education to ensure there are workforce training opportunities in Tualatin, identifying opportunities to integrate workforce training in mixed-use areas.](#)

**Action 4.5. Evaluate development of a civic center with a range of uses.**

Evaluate development of a civic center with a range of uses, include a performing arts center, convention center, historic museum, welcome center for visitors, and other uses to enhance life and business in Tualatin.

[Recommendation 4.5a: Evaluate development of a civic center with a range of uses in Tualatin.](#)



---

## Appendix A: Tualatin's Existing Comprehensive Plan Policies

### Section 4.050 General Growth Objectives.

The following are general objectives used as a guide to formulate the Plan. The objectives are positive statements to describe 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 assure 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:

- (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.

---

## 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.<sup>1</sup> 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.<sup>2</sup>

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

---

<sup>1</sup> 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.

<sup>2</sup> 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.<sup>3</sup> 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.<sup>4</sup> 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 limited 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 could be an 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

---

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

<sup>4</sup> 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
<b>Land Use</b>	<b>Policies regarding the amount and location of available land and allowed uses.</b>			
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
Zoning Code	Conduct an audit of the city's zoning code and a review of other development regulations to ensure that the regulations support the goals of economic development	County, if they manage land within the city's planning area but outside of the city limits	Lead	Land, Regulation
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
<b>Public Facilities</b>	<b>Policies regarding the level and quality of public and private infrastructure and services.</b>			
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. One way to pay for adequate infrastructure is through use of urban renewal, shown in the table below.	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
<b>Business Assistance</b>	<b>Policies to assist existing businesses and attract new businesses.</b>			
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  An agent of the City of Tualatin should be direction involved in BRE efforts to highlight the city's issues and provide accountability.	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.	Taxing districts, special districts, and the county  Business Oregon can play a secondary role	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  Because clusters are regional, regional institutions such as GPI, the Columbia-Willamette Workforce Collaborative, and the Technology Association of Oregon should lead this approach.	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 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

Category/Policy Examples	Description and Examples	Potential Partners	City Lead or Support Role	Relevant Factors of Production
<b>Workforce</b>	<b>Policies to improve the quality of the workforce available to local firms.</b>			
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
Job access	Provide transit/shuttle service to bring workers to job sites.	Businesses, transit agency	Lead	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  Lead, if urban renewal or other tools are at the City's disposal	Land, Labor, Quality of life
<b>Other</b>				
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.