

**CITY OF ROCKAWAY BEACH, OREGON
ORDINANCE NO. 2025-04**

**AN ORDINANCE AMENDING CITY OF ROCKAWAY BEACH
COMPREHENSIVE PLAN RELATED TO MIDDLE HOUSING**

WHEREAS, the City of Rockaway Beach (“City”) recognizes that certain amendments to the Rockaway Beach Comprehensive Plan are needed to implement HB 2001 (2019), as directed by Senate Bill (SB) 406 (“Proposed Amendments”); and

WHEREAS, at a minimum, cities and unincorporated communities within Tillamook County served by water and sewer must permit all forms of middle housing - duplexes, triplexes, quadplexes, townhouses, and cottage clusters - in zones where single-family dwellings are permitted, consistent with the state’s adopted rules for Middle Housing in Large Cities; and

WHEREAS, the Proposed Amendments also put in place design standards for triplex, quadplex, townhouse, and cottage cluster projects consistent with the Oregon Department of Land Conservation and Development’s Model Code for Large Cities; and

WHEREAS, through regular Planning Commission meetings in September 2024 and March 2025, City staff and consultants Cascadia Partners worked with the Planning Commission to develop the Proposed Amendments to address updates for middle housing;

WHEREAS, on March 13, 2025, the City provided proper notice of the Proposed Amendments to the Department of Land Conservation and Development;

WHEREAS, on April 17, 2025, the Rockaway Beach Planning Commission conducted a properly noticed public hearing on the Proposed Amendments, and having received no objections, recommended that City Council adopt the Proposed Amendments;

WHEREAS, on _____, 2025, the City Council conducted a properly noticed public hearing and first and second reading on the Proposed Amendments; and

WHEREAS, based upon all materials relevant to the proposal, staff reports, findings made by the Rockway Beach Planning Commission, and testimony and comments submitted at the public hearings, both orally and in writing, the Rockaway Beach City Council has made the findings of fact as set forth in Exhibit A.

NOW, THEREFORE, The City of Rockaway Beach ordains as follows:

Section 1. Findings. The City Council hereby adopts the Findings of Fact set forth in the above recitals and attached as Exhibit A as its basis for adopting the Proposed Amendments to the Rockaway Beach Comprehensive Plan.

Section 2. Amendments. The Rockaway Beach Comprehensive Plan is hereby amended, as shown in attached Exhibit B, to now read in full as shown in Exhibit C.

Section 3. Unamended Provisions. All unamended provisions of the Comprehensive Plan shall remain in full force and effect.

Section 4. Severability. A determination of invalidity or unconstitutionality by a court of competent jurisdiction of any clause, sentence, paragraph, section, or part of this ordinance shall not affect the validity of the remaining parts to this ordinance.

Section 5. Effective Date. Pursuant to the Rockaway Beach City Charter, this ordinance shall become effective on the thirtieth day after its adoption.

1st reading by the Rockaway Beach City Council _____.

2nd reading by the Rockaway Beach City Council _____.

Adopted and Approved by the Rockaway Beach City Council _____.

Charles McNeilly, Mayor

City Council	Aye/Nay
Penny Cheek	/
Kiley Konruff	/
Tom Martine	/
Mary McGinnis	/
VACANT	/

Attest:

Melissa Thompson, City Recorder



**CITY OF ROCKAWAY BEACH
CITY COUNCIL ACTION**

STAFF REPORT

**Middle Housing Zoning Ordinance, Subdivision
Ordinance, and Comprehensive Plan Changes**

Case File: Ordinance 2025-02, 2025-03, and 2025-04

DLCD PAPA File: Amendment 001-25

Hearing Date: June 11, 2025

APPLICANT: City of Rockaway Beach

NATURE OF THE APPLICATION AND BACKGROUND ON THE REQUEST: The City of Rockaway Beach is proposing to amend the City of Rockaway Beach Zoning Ordinance, Subdivision Ordinance, and Comprehensive Plan. The amendments to the Ordinances and Comprehensive Plan are necessary to meet state requirements for duplexes, triplexes, quadplexes, townhouses and cottage clusters. The City must take action to amend its development code and Comprehensive Plan policies by June 30, 2025, as directed by Senate Bill (SB) 406. The bill directs cities and unincorporated communities within Tillamook County served by water and sewer to permit all forms of middle housing—duplexes, triplexes, quadplexes, townhouses, and cottage clusters—in zones where single family dwellings are permitted, consistent with the state’s adopted rules for Middle Housing in Large Cities which are implemented through state rules (OAR Division 660-046) and Middle Housing Model Code adopted by reference.

Zoning Ordinance Amendments:

- Section 1.030. Definitions
- Section 2.020. Classification of Zones
- Section 3.010. Single Family Zone (R-1)
- Section 3.020. Residential Zone (R-2)
- Section 3.030. Residential/Resort Zone (R-R)
- Section 3.040. Special Residential/Resort Zone (SRR)
- Section 3.050. Commercial Zone (C-1)
- Section 3.090. Lower Density Residential Zone (R-3)
- Section 3.091. Residential Manufactured Dwelling Zone (RMD)
- Section 3.142. Tsunami Hazard Overlay Zone
- Section 4.043. Multifamily Sitting Criteria
- Section 4.044. Townhouse Projects
- Section 4.045. Triplex and Quadplex Dwellings
- Section 4.046. Cottage Clusters
- Section 4.060. Off-Street Parking and Off-Street Loading Requirements
- Section 5.050. General Exceptions to Lot Size Requirements
- Section 5.060. General Exceptions to Yard Requirements
- Section 7.030. Change of Nonconforming Uses
- Section 10.030. Permitted Buildings and Uses
- Section 10.040. Development Standards



Subdivision Ordinance Amendments:

- Middle Housing Land Divisions
 - Section 43. Applicability
 - Section 44. Process
 - Section 45. Submittal Requirements
 - Section 46. Decision Criteria
 - Section 47. Decision
 - Section 48. Conditions of Approval
 - Section 49. Process for Final Plat Approval
 - Section 50. Appeals

Comprehensive Plan Amendments:

- Beaches and Dunes Policy
- Land Use Categories
- The Manhattan Residential/Resort Area
- The Special Residential/Resort Area
- The Single Family or Duplex Residential Area
- The Saltair Creek Residential/Resort Area (R-R)
- The East Rockaway Beach Residential Area (R)
- Housing Element
- Policies

Staff recommend to the Rockaway Beach City Council on June 11, 2025, adoption of the above listed amendments.

RELEVANT CRITERIA: The following standards apply to this request:

Rockaway Beach Zoning Ordinance. Article 9. Amendments.

Section 9.010. Authorization to Initiate Amendments. An amendment to the text of this ordinance or to a zoning map may be initiated by the City Council, Planning Commission, or by application of the property owner(s), contract purchaser(s), or his/her/their authorized agent.

Section 9.015. Burden of Proof. The burden of proof is placed upon the initiator of the amendment. That burden shall be to prove:

1. The proposed amendment fully accords with applicable Comprehensive Plan goals and policies; and
 2. The proposed amendment is required to meet a land use need.
- **Rockaway Beach Comprehensive Plan. The Planning Process.**
Amendments to the text of the comprehensive plan shall be made only where findings have been adopted that the following criteria are met:
 - A. The amendment is consistent with the comprehensive plan's goals and policies; and
 - B. The amendment is necessary to meet a land use need.
 - **Oregon's Statewide Land Use Planning Goals. 1-19.**



NOTIFICATION: The Department of Land Conservation and Development (DLCD) was provided notice of the proposed legislative amendments on March 13, 2025. Notice of this public hearing was posted online on the City website and was published in the Headlight Heard.

COMMENTS: Comments from the Department of Land Conversation and Development and the Oregon Fair Housing Council are attached to this report.

DISCUSSION OF REQUEST: This draft set of amendments to the City of Rockaway Beach Zoning Ordinance, Subdivision Ordinance, and Comprehensive Plan, implement HB 2001 (2019), as directed by Senate Bill (SB) 406. At a minimum, cities and unincorporated communities within Tillamook County served by water and sewer must permit all forms of middle housing - duplexes, triplexes, quadplexes, townhouses, and cottage clusters - in zones where single-family dwellings are permitted, consistent with the state's adopted rules for Middle Housing in Large Cities. The amendments also put in place design standards for triplex, quadplex, townhouse, and cottage cluster projects consistent with DLCD's Model Code for Large Cities.

FINDINGS: Planning staff finds the following:

1. The amendment is consistent with applicable Comprehensive Plan goals and policies.

FINDING: This criterion has been met. As stated in this report, the proposed amendments to the City of Rockaway Beach Zoning Ordinance, Subdivision Ordinance, and Comprehensive Plan are necessary to meet state requirements for duplexes, triplexes, quadplexes, townhouses and cottage clusters, as directed by Senate Bill (SB) 406. The proposed amendments correspond with one another to allow for consistency of the Comprehensive Plan. The amendments are consistent with current Comprehensive Plan policies as follows:

- Cluster development is to be encouraged, thus saving energy in construction, maintenance and heating.
- The City shall support all efforts to provide low or moderate income housing in and around Rockaway Beach, and shall cooperate with the Tillamook County Housing Authority, and Northwest Oregon Housing Association.
- The Land use Element of the comprehensive plan and the zoning ordinance shall designate areas within the City where multifamily dwellings may be located, and where mobile home parks may be developed. It is assumed that low cost multi-family housing developed with public or private financing can be located anywhere other multi-family housing is allowed.

2. The amendment is required to meet a land use need.

FINDING: This criterion has been met. As stated in this report, the proposed amendments to the City of Rockaway Beach Zoning Ordinance, Subdivision Ordinance, and Comprehensive Plan are necessary to meet state requirements for duplexes, triplexes, quadplexes, townhouses and cottage clusters, as directed by Senate Bill (SB) 406. The bill directs cities and unincorporated communities within Tillamook County served by water and sewer to permit all forms of middle housing—duplexes, triplexes, quadplexes, townhouses, and cottage clusters—in zones where single family dwellings are permitted, consistent with the state's adopted rules for Middle Housing in Large Cities which are implemented through state rules (OAR Division 660-046) and Middle Housing Model Code adopted by reference.



3. Oregon's Statewide Land Use Planning Goal 1. Citizen Involvement: *to develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.*

FINDING: This criterion has been met. The Rockaway Beach City Council, Planning Commission and the public had numerous opportunities to become aware and engaged in the process related to the required middle housing amendments. These opportunities included work sessions, a Town Hall meeting, a public hearing with the Planning Commission and this public hearing. Additionally, notice of this public hearing was posted online on the City website and was published in the Headlight Herald.

4. Oregon's Statewide Land Use Planning Goal 2. Land Use Planning: *to establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual basis for such decisions and actions.*

FINDING: This criterion has been met. The proposed amendments reflect due consideration of housing related state laws and administrative rules consistent with providing a factual basis for land use decisions.

5. Oregon's Statewide Land Use Planning Goal 3. Agricultural Lands

FINDING: This criterion is not applicable.

6. Oregon's Statewide Land Use Planning Goal 4. Forest Lands

FINDING: This criterion is not applicable.

7. Oregon's Statewide Land Use Planning Goal 5. Natural Resources, Scenic and Historic Areas, and Open Spaces

FINDING: This criterion is not applicable.

8. Oregon's Statewide Land Use Planning Goal 6. Air, Water and Land Resources Quality

FINDING: This criterion is not applicable.

9. Oregon's Statewide Land Use Planning Goal 7. Areas Subject to Natural Hazards

FINDING: This criterion is not applicable.

10. Oregon's Statewide Land Use Planning Goal 8. Recreational Needs

FINDING: This criterion is not applicable.

11. Oregon's Statewide Land Use Planning Goal 9. Economic Development

FINDING: This criterion is not applicable.



12. Oregon's Statewide Land Use Planning Goal 10. Housing: *to provide for the housing needs of the citizens of the state*

FINDING: This criterion has been met. The proposed amendments will allow duplexes, triplexes, quadplexes, townhouses, and cottage clusters in zones where single-family dwellings are permitted. These amendments are made at the direction of the state to make room for middle housing to address the state's housing shortfall and meet the public need. The allowance of middle housing in all residentially zoned areas should address the housing production needs identified in the 2019 Housing Needs Analysis (HNA). At the time the HNA was drafted, "66-80% of the total housing stock [was] owned by part-time residents". While the Buildable Lands Inventory (BLI) identified a surplus of residential buildable lands, low wages and high housing costs have been barriers to housing production for full-time residents.

13. Oregon's Statewide Land Use Planning Goal 11. Public Facilities and Services: *to plan efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

FINDING: This criterion has been met. The proposed amendments address the coordination for public facilities and services necessary to provide for middle housing within the UGB.

14. Oregon's Statewide Land Use Planning Goal 12. Transportation

FINDING: This criterion is not applicable.

15. Oregon's Statewide Land Use Planning Goal 13. Energy Conservation

FINDING: This criterion is not applicable.

16. Oregon's Statewide Land Use Planning Goal 14. Urbanization

FINDING: This criterion is not applicable.

17. Oregon's Statewide Land Use Planning Goal 15. Willamette River Greenway

FINDING: This criterion is not applicable.

18. Oregon's Statewide Land Use Planning Goal 16. Estuarine Resources

FINDING: This criterion is not applicable.

19. Oregon's Statewide Land Use Planning Goal 17. Coastal Shorelands

FINDING: This criterion is not applicable.

20. Oregon's Statewide Land Use Planning Goal 18. Beaches and Dunes

FINDING: This criterion is not applicable.



21. Oregon's Statewide Land Use Planning Goal 6. Ocean Resources

FINDING: This criterion is not applicable.

CONCLUSION: The findings of the planning staff support the proposed amendments to the City of Rockaway Beach Zoning Ordinance, Subdivision Ordinance, and Comprehensive Plan, which were recommended for approval by the Rockaway Beach Planning Commission on April 17, 2025.

The amendments are consistent with the applicable criteria.

Accordingly, the City of Rockaway Beach Zoning Ordinance, Subdivision Ordinance, and Comprehensive Plan shall be updated to reflect the changes as presented.

In making a decision, the Rockaway Beach Council Commission may recommend approval of the amendments to the City of Rockaway Beach Zoning Ordinance, Subdivision Ordinance, and Comprehensive Plan, as recommended by planning staff or with modifications.

From: [MARQUARDT Ryan * DLCD](#)
To: [City Planner](#)
Cc: [ESTES Brett * DLCD](#)
Subject: RE: HB 4064
Date: Wednesday, May 14, 2025 8:20:17 AM

Hi Mary,
 Apologies that it took me a while to do a more in-depth review. Everything in the zoning code amendments looks to be in good shape.

I have one observation about the middle housing land division amendments. The codification of ORS 92.031 looks good overall. There are some parts of the amendments that go beyond what is in ORS (e.g. existing conditions requirements, city manager approval process). While I don't see those as inherently problematic, the city does assume some risk in codifying requirements, processes, and criteria beyond what is established in statute. We'd recommend consulting the city's legal counsel if you have questions or concerns about this.

Ryan Marquardt, AICP

Housing Planner | Housing Accountability and Production Office

Pronouns: he/him

Cell: 971-375-5659 | Main: 503-373-0050

ryan.marquardt@dlcd.oregon.gov | www.oregon.gov/LCD

From: City Planner <cityplanner@corb.us>
Sent: Thursday, April 17, 2025 3:14 PM
To: MARQUARDT Ryan * DLCD <Ryan.Marquardt@dlcd.oregon.gov>
Subject: RE: HB 4064

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Hi Ryan,

Thank you for your response. I look forward to hearing if you have any concerns regarding our middle housing code once you've had a chance to review it more thoroughly.



Mary Johnson

City Planner

City of Rockaway Beach

(503) 374-1752

276 S Hwy 101 | PO Box 5 | Rockaway Beach, OR 97136

www.corb.us | cityplanner@corb.us

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From: MARQUARDT Ryan * DLCD <Ryan.Marquardt@dlcd.oregon.gov>

Sent: Thursday, April 17, 2025 11:02 AM
To: City Planner <cityplanner@corb.us>
Cc: ESTES Brett * DLCD <Brett.Estes@dlcd.oregon.gov>
Subject: RE: HB 4064

Hi Mary,
Regarding the middle housing code revisions – the amendments look good. On the whole, it appears that the amendments are in alignment with OAR 660-046 and ORS 92.031, though I didn't do a line-by-line reading of the amendments compared with the state statute and rules.

Regarding manufactured dwellings and regulations in 4.091 and 4.095 – it does appear that these sections are out of compliance with SB 406. See highlighted text in ORS 197.478(4) for the regulations that can apply to a manufactured dwelling - [https://www.oregonlegislature.gov/bills_laws/ors/ors197.html#:~:text=\(4\)%20A%20local%20government%20may%20not%20subject,Dwelling%20Code%20as%20defined%20in%20ORS%20455.010](https://www.oregonlegislature.gov/bills_laws/ors/ors197.html#:~:text=(4)%20A%20local%20government%20may%20not%20subject,Dwelling%20Code%20as%20defined%20in%20ORS%20455.010). Consistent with ORS 197.646, the city should review manufactured housing consistent with the ORS until amendments to these code sections are adopted.

In the next week, I'll try to do a more thorough review of the middle housing amendments. Please let me know if you have any questions at this point.

Thanks!

-Ryan

Ryan Marquardt, AICP

Housing Planner | Housing Accountability and Production Office

Pronouns: he/him

Cell: 971-375-5659 | Main: 503-373-0050

ryan.marquardt@dlcd.oregon.gov | www.oregon.gov/LCD

From: ESTES Brett * DLCD <Brett.Estes@dlcd.oregon.gov>
Sent: Thursday, April 17, 2025 10:14 AM
To: City Planner <cityplanner@corb.us>
Cc: MARQUARDT Ryan * DLCD <Ryan.Marquardt@dlcd.oregon.gov>
Subject: RE: HB 4064

Hi Mary,

I am pulling in Ryan Marquardt on this question to see if he can fill in any gaps on this issue the consultant raised. Ryan, see below from Mary in Rockaway Beach.

Mary, I would note that Ryan is also working to review the code amendments going to Planning Commission. He is doing his best to get any comments to you as soon as possible. I wanted to let you know that the amendments are being looked at.

Thanks!

Brett

Brett Estes |

North Coast Regional Representative | Coastal Division
Oregon Department of Land Conservation and Development
635 Capitol Street NE, Suite 150 | Salem, OR 97301-2540
Cell: 503-881-0667 | Main: 503-373-0050
brett.estes@dlcd.oregon.gov | www.oregon.gov/LCD

From: City Planner <cityplanner@corb.us>
Sent: Thursday, April 17, 2025 9:33 AM
To: ESTES Brett * DLCD <Brett.Estes@dlcd.oregon.gov>
Subject: HB 4064

Hi Brett,

When our consultants were reviewing our code for SB 406, they noted that our manufactured dwelling sitting criteria is out of compliance with HB 4064 – noting that our standards are no longer authorized by statute unless they also apply to site-built homes.

I was curious if DLCD had any guidance or information they could share on this? I plan to make updates to this once we finish the SB406 and PICM updates.

Thanks,



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From: [Mathew Hogan from Fair Housing Council of Oregon](#)
To: [City Planner](#)
Subject: RE: PAPA file Ordinance 2025-02, 2025-03, & 2025-04
Date: Thursday, April 17, 2025 9:33:29 AM

I look forward to it. Thanks for all your communication, Mary!

Mathew Hogan
Fair Housing Council of Oregon
Phone: (406) 439 0950

For the latest on the PAPA Project and our feedback & technical advice methodology, please read the PAPAs section at our partner website, [here](#).

On Thu, Apr 17, 2025 at 9:29 AM, City Planner <cityplanner@corb.us> wrote:

Hi Mathew,

Of course – we are working with Cascadia Partners. I've added their contacts below.

Also, I will be adding a supplemental staff report for this evening's meeting to address Goal 10. I'll send you a copy shortly.

Jamin Kimmell jamin@cascadia-partners.com;

Rachel Cotton rachel@cascadia-partners.com



Mary Johnson
City Planner

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From: Mathew Hogan from Fair Housing Council of Oregon <mathew.jamesfhco@gmail.com>
Sent: Thursday, April 17, 2025 9:25 AM
To: City Planner <cityplanner@corb.us>
Subject: RE: PAPA file Ordinance 2025-02, 2025-03, & 2025-04

Good morning Mary,
I was thing about this amendment, and I was wondering if you could share who your consultants are.

Mathew Hogan
Fair Housing Council of Oregon
Phone: (406) 439 0950

For the latest on the PAPA Project and our feedback & technical advice methodology, please read the PAPAs section at our partner website, [here](#).

On Wed, Apr 16, 2025 at 4:00 PM, Mathew Hogan from Fair Housing Council of Oregon <mathew.jamesfhco@gmail.com> wrote:

Hi Mary, Thank you for the prompt reply. Yes, you will need to cite the HNA and BLI so that you can find how this will impact housing based on what it says in those documents. We will need to see more as far as Goal 10 is concerned. Please see this link for help
https://www.oregon.gov/lcd/UP/Documents/HB_2001_Findings_Guidance.pdf.

Mathew Hogan
Fair Housing Council of Oregon
Phone: (406) 439 0950

For the latest on the PAPA Project and our feedback & technical advice methodology, please read the PAPAs section at our partner website, [here](#).

On Wed, Apr 16, 2025 at 2:06 PM, City Planner <cityplanner@corb.us> wrote:

Hi Matthew,

Thanks for reviewing the report. I had prepared a slightly more detailed version, but our consultants advised that I should hold off on that until the Council hearing. I've attached it here and am curious if you think this sufficiently addresses Goal 10? I didn't reference the HNA or BLI, so I'm not sure if it is enough.

Thanks for your thoughts.



Mary Johnson
City Planner

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From: Mathew Hogan from Fair Housing Council of Oregon <mathew.jamesfhco@gmail.com>
Sent: Wednesday, April 16, 2025 2:00 PM
To: City Planner <cityplanner@corb.us>
Subject: RE: PAPA file Ordinance 2025-02, 2025-03, & 2025-04

Hi Mary,
Thank you for sending the link to the Staff Report. It's a great amendment, I think the board here would just like to see the section addressing Goal 10 be a bit more specific.
It currently says that you will address Goal 10 when you implement the ordinance but it should be addressed at this stage.
How, specifically, will Ordinance 2025-02, 2025-03, & 2025-04 meet the city's housing goals? Many cities make reference to Housing Needs Assessment (HNA) or their Buildable Lands Inventory (BLI).
This may be helpful to you, [Findings Guidance](#). Let me know if I can help in some way, we would love to submit a positive letter in support of this amendment for the hearing on 4/17/25.



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On Tue, Apr 8, 2025 at 10:05 AM, City Planner <cityplanner@corb.us> wrote:

Hi Mathew,

The staff report is not yet available. Please check back on our website this Thursday for all of the requested documents. Here's the link to the page where they will be posted:

[Planning Commission – City of Rockaway Beach](#)



Mary Johnson
City Planner

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From: Mathew Hogan from Fair Housing Council of Oregon

<mathew.jamesfhco@gmail.com>

Sent: Tuesday, April 8, 2025 9:57 AM

To: City Planner <cityplanner@corb.us>

Subject: PAPA file Ordinance 2025-02, 2025-03, & 2025-04

Good morning Mary,

My name is Mathew Hogan and I am conducting outreach for the Fair Housing Council of Oregon (FHCO). I was hoping to obtain the staff report and all corresponding attachments for Ordinance 2025-02, 2025-03, & 2025-04 the "Text changes to the City's Comprehensive Plan, Zoning Ordinance and Subdivision Ordinance to make room for Middle Housing Types in Tillamook County in response to SB406." when available. We will be reviewing the staff report predominantly for Statewide Planning Goal 10 compliance.

If we do have any commentary or concerns my colleagues and I will be in touch to advise. We hope this can be a collaborative process. Please confirm receipt of this e-mail, and I look forward to hearing from you soon.

Very Respectfully,

Mathew Hogan

Fair Housing Council of Oregon

Phone: (503) 928-8597

E-mail: Mathew.JamesFHCO@gmail.com

For the latest on the PAPA Project and our feedback & technical advice methodology, please read the PAPAs section at our partner website, [here](#).



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CITY OF
ROCKAWAY BEACH

COMPREHENSIVE

PLAN

ORDINANCE 194 AMENDED BY ORDINANCE 08-01

[...]

Beaches and Dunes Policies

The following policies shall apply to the City's beaches:

[...]

14. Rockaway Beach shall protect the groundwater in dune areas from drawdown, which could lead to loss of stabilizing vegetation, loss of water quality, or intrusion of salt water into water supplies, by reviewing all proposed wells to ensure that findings are made to address the above factors. Building permits for single family unit dwellings and middle housing are exempt from this requirement if appropriate findings are provided at the time of subdivision approval. [Policy 14, added by Ord. 243, May 13, 1986.]

[...]

Land Use Categories

Land use categories are intended to establish certain uses for certain areas based on neighborhood characteristics, physical limitations, the availability of public services such as streets, sewer and water, the desires to build a strong economy and maintain a clean environment, and other factors.

The plan establishes rather high density limits (generally up to 24 units per acre, with exceptions for middle housing) in the developed areas. The basic philosophy is that there is little land available in the City that does not pose limitations to development, and those areas where development can occur should be more intensively used than sensitive lands such as the wetlands around the lakes, and steep slopes.

[...]

The Manhattan Residential/Resort Area

This area extends from the northern City limits of Rockaway Beach south to NW 18th Ave. on the west side of US Highway 101, and south to NW 10th Ave. on the east side of the highway. [Manhattan Residential/Resort Area, amended by Ord. 277, Aug. 29, 1990.]

This is a mixed use area combining commercial activity on the east side of the highway, with motels, weekend cabins and permanent residences throughout the area. Essentially,

it is a thin strip of land bounded by the Pacific Ocean on the west and Crescent Lake and Lake Lytle on the east, separated by the federal highway and the railroad tracks.

The area is also characterized by poor traffic circulation in the northern part west of the railroad tracks. There are no north-south streets throughout most of this area, and the streets that exist are not capable of handling large amounts of traffic.

1. Expansion of existing motels or other tourist facilities should be planned to provide sufficient parking and circulation space.
2. Density in the area is designated to be high, with a maximum of 24 dwelling units per acre. Maximum density does not apply to duplexes, triplexes, quadplexes, or cottage clusters. Maximum density for townhouses is 25 dwelling units per acre. (Specific lot size requirements to be established by the zoning ordinance.)
3. Development adjacent to the wetlands associated with Crescent Lake shall be undertaken in a manner that protects those wetlands. [Policy 3, amended by Ord. 277, Aug. 29, 1990.]
4. Permitted uses in this area are residences (~~single-family, duplex unit,~~ middle housing, and multi-~~unit~~family structures), hotels and motels, and limited commercial uses along US Highway 101, which are resort oriented.
5. Previous policies concerning dunes and wetlands are applicable in this area.
6. An area between NE 17th and NE 21st on the east side of US Highway 101 shall be designated for commercial uses. [Policy 6, added by Ordinance No. 277, passed August 29, 1990.]

The Special Residential/Resort Area

This area extends from NW 18th Ave. to NW 11th Ave. on the west side of US Highway 101. This area is similar in character to the area north of it, but through the citizen involvement process it has been determined that it should have a specific policy [Special Residential/Resort Area, amended by Ord. 277, Aug. 29, 1990.]:

1. No new motels shall be allowed to establish in this area, but existing motels shall be allowed to reasonably expand with planning commission review to insure that proper parking and street access is permitted.
2. Restaurants and other retail commercial uses shall be allowed with conditions to insure that they are compatible with the area. Additional motel units may be added to an existing motel if the owner can satisfy the planning commission with regard to parking and traffic requirements. The additions do not require a conditional use permit.

3. Density in this area is designated to be the same as the Manhattan Residential/Resort Area, 24 dwellings per acre. Maximum density does not apply to duplexes, triplexes, quadplexes, or cottage clusters. Maximum density for townhouses is 25 dwelling units per acre.
4. Uses permitted in this area are residential (~~single-family, duplex and multi-family structures~~), and the expansion of existing motel uses. [Policy 4, amended by Ord. 277, Aug. 29, 1990.]

~~The Single-Family or Duplex~~ Low Density Residential Area

This area extends from NW 11th Ave. to N 6th Ave., west of US Highway 101. This area is in the vicinity of the “Ridge”, or high stabilized sand dune in the northern part of the City. It is a stable neighborhood composed primarily of single-family homes. There are large motels on either end of this area, and a limited amount of vacant land dispersed among existing structures. The last community questionnaire indicated a strong desire of the townspeople to keep the area a single-family neighborhood. [Single-Family or Duplex Residential Area, amended by Ord. 277, Aug. 29, 1990.] However, SB406 was enacted by the Oregon Legislature in 2023 to improve housing availability and affordability in Tillamook County. It requires “middle housing”—including duplexes, triplexes, quadplexes, townhouses and cottage clusters—to be allowed in the city’s residential zones. The Low-Density Residential area will accommodate single-unit homes and middle housing types.

1. ~~The area should remain one of primarily single-family homes, although duplexes may be allowed on a conditional use basis.~~
2. The density of this area should not exceed 24 dwelling units per acre. [Policy 2, amended by Ord. 277, Aug. 29, 1990.] Maximum density does not apply to duplexes, triplexes, quadplexes, or cottage clusters. Maximum density for townhouses is 25 dwelling units per acre.
3. [Policy 3, deleted by Ord. 277, Aug. 29, 1990.]
4. [Policy 4, deleted by Ord. 277, Aug. 29, 1990.]

[...]

The Saltair Creek Residential/Resort Area (R/R)

This area extends from S. 3rd Avenue to Alder Street, and is entirely west of US Highway 101. [Saltair Creek Residential/Resort Area, amended by Ord. 277, Aug. 29, 1990.]

This is primarily an area of small beach cottages and homes, on small lots. The streets are very narrow (S. Pacific is 20 feet wide, S. Miller is 30 feet wide), and as such cannot accommodate large traffic volume. There are presently few commercial land uses in this area, and little vacant property.

1. Active and conditionally stable foredunes are identified in Figure 2 (after page

- 19). Much of the land in this area falls into this category, and therefore the beaches and dunes policy applies.
2. The Clear Lake ocean outlet in this area poses some flooding hazards that must be considered for any construction in the vicinity.
3. This area should remain primarily resort residential, with a density limitation of 24 dwelling units per acre. This density limitation does not apply to duplexes, triplexes, quadplexes, or cottage clusters. Maximum density for townhouses is 25 dwelling units per acre. Motels should be allowed conditionally with attention paid to vehicle access on the narrow streets. Off-street parking is especially important.

[...]

The East Rockaway Beach Residential Area [R]

This area comprises a large portion of the City's residential area east of US Highway 101; it extends from S. 7th Avenue to N. 6th Avenue and from NE 12th Avenue to NE 24th Avenue. The area includes fairly large tracts of undeveloped land east of Crescent Lake. Development in these areas may be limited by the existence of steep slopes and wetlands. [East Rockaway Beach Residential Area, amended by Ord. 277, Aug. 29, 1990.]

1. Densities in these areas are designated from 9 dwelling units per acre in the area zoned R-3 to 24 dwelling units per acre for multi-family unit dwellings permitted as conditional uses in the R-2 area. [Policy 1, amended by Ord. 277, Aug. 29, 1990.] Density limits do not apply to duplexes, triplexes, quadplexes, or cottage clusters in these areas. Maximum density for townhouses is 25 dwelling units per acre.
2. Riparian vegetation shall be protected by city riparian corridor regulations. Rockaway Beach will consider options in the future to adopt local standards to protect riparian corridors and wetlands, inventoried on the Rockaway Beach Local Wetland Inventory (LWI), consistent with Statewide Planning Goal 5 which balance protection of these resources with community development objectives. [Policy 2, deleted by Ord. 277, Aug. 29, 1990.]
3. [Policy 3, deleted by Ord. 277, Aug. 29, 1990.]
4. [Policy 4, deleted by Ord. 277, Aug. 29, 1990.]
5. Special consideration must also be given to development on steep slope areas to insure that landslide hazard and erosion is minimized. As part of the approval of a subdivision or planned unit development the planning commission may require that a grading and erosion control plan be prepared and implemented. [Policy 5, amended by Ord. 277, Aug. 29, 1990.]
6. [Policy 6, deleted by Ord. 277, Aug. 29, 1990.]
7. The City encourages the use of planned developments for the development of larger parcels in order to provide for the clustering of development as a means

of minimizing the impact on sensitive areas such as steep slopes and wetland areas. [Policy 7, amended by Ord. 277, Aug. 29, 1990.]

8. [Policy 8, deleted by Ord. 277, Aug. 29, 1990.]

9. Multi-family unit structures built closer to the downtown area should include dwellings for the elderly, who can benefit from proximity to the shopping areas.

10. [Policy 10, deleted by Ord. 277, Aug. 29, 1990.]

[...]

Housing Element

The state-wide goal applicable to this plan element is: *“To provide for the housing needs of citizens of the state.”*

The housing needs of Rockaway Beach differ from communities elsewhere primarily because of its coastal location, its lack of industry other than tourism, and its size. Rockaway Beach is a resort area, with approximately 65 percent of its housing used on a weekend or vacation basis. A large percentage of its permanent residents, about 30 percent, are senior citizens, which is typical of communities in the coastal area. The major housing needs of the City are basically two-fold:

1. Housing for low-income workers employed by tourist-oriented businesses, and
2. Housing for low-income senior citizens.

The City's housing strategy is to:

- Permit development on smaller lots, 5,000 square feet;
- To permit development of duplex middle housing and multi-family unit dwellings throughout most of the City ~~on an outright or conditional use basis~~;
- To encourage higher densities, ~~generally 24 dwellings per acre,~~ for middle housing and multi-family unit development;
- To permit manufactured dwellings on individual lots in some zones; and
- To designate zones that provide manufactured dwelling subdivisions and manufactured dwelling parks.

The City has also encouraged the development of low cost federally subsidized land in conjunction with the school district. Up to the present time, housing development in the City has mostly been in the form of single-family dwellings.

[...]

Policies

1. The City shall support all efforts to provide low or moderate income housing in and around Rockaway Beach, and shall cooperate with the Tillamook County Housing Authority, and Northwest Oregon Housing Association.
2. The Land use Element of the comprehensive plan and the zoning ordinance shall designate areas within the City where multifamily dwellings may be located, and where mobile home parks may be developed. It is assumed that low cost multi-family housing developed with public or private financing can be located anywhere other multi-family housing is allowed.
3. [Policy 3, deleted by Ord. 277, Aug. 29, 1990.] The City shall designate sufficient buildable land within the UGB to meet housing needs identified in the *Urbanization Report* (ECONorthwest, June 2007). Approval standards for needed housing shall be clear and objective, as required by state statute and the Goal 10 (Housing) administrative rule.
4. Manufactured dwellings shall be permitted in areas zoned for single-family dwellings, subject to clear and objective design standards. [Policy 4, amended by Ord. 277, Aug. 29, 1990.]
5. Federal and state housing programs should be used to upgrade the existing housing in Rockaway Beach and to provide new dwellings.

6. The City shall review the impacts of vacation rentals on the demand for public facilities and services, neighborhood identity and community, and the City's tax structure. [Policy 6, deleted by Ord. 277, Aug. 29, 1990.]
7. The City shall encourage the development of middle housing in its residential zones.

[...]

CITY OF
ROCKAWAY BEACH

COMPREHENSIVE

PLAN

AMENDED JUNE 2025

Introduction

The City of Rockaway enjoys a beautiful beachside setting on the north Oregon coast. Throughout the years the town's choice location has been the main reason for its growth and development. As Oregon's population and rate of tourism increases, the pressures of growth will increase for Rockaway and other coastal resorts.

If this growth assumes haphazard patterns, unnecessary burdens on public facilities and incompatible uses of land will be inevitable. Comprehensive planning gives the community control over these types of problems before they occur. According to Oregon law, a comprehensive plan includes maps and policy statements, linking those factors that affect land use.

This plan establishes such policies, in keeping with the Statewide Planning Goals originally adopted in 1974-5 by the Oregon Land Conservation and Development Commission. The Statewide Planning Goals have been amended substantially over the years, and most have corresponding administrative rules.

The comprehensive plan is designed to perform several functions:

- Govern the city staff, planning commission, and city council on development proposals
- Provide a capital improvement program on water, sewer, drainage and street proposals for the budget committee and city council;
- Suggest some useful ideas for the enhancement of the city, and
- Establish a land use planning process or procedure for making decisions, involving citizens and agencies in that process.

The plan is set up to comply with the Statewide Planning Goals and guidelines of Senate Bill 100 (ORS 197). The goals stated at the start of each element are mandatory requirements under state law.

2007 Comprehensive Plan Review and Update

In 2007, the City contracted with ECO Northwest to prepare the *Rockaway Beach Urbanization Study (Urbanization Study)*. The *Urbanization Study* is a background document to the comprehensive plan. Key findings from this study include the following:

- Rockaway Beach is expected to grow from 1,394 year-round residents in 2007 to 1,709 residents in 2027, an increase of 315 residents at an average

annual rate of 1.02% The numbers are based on forecasts done by the state Office of Economic Analysis for Counties. They are, at best, estimates and may not have any basis in terms of actual trends. The City of Rockaway Beach should review these numbers every five years, and if there is a considerable discrepancy, initiate a process with the county to potentially reallocate. Since the number of vacation homes is disproportionate to the number of homes occupied by permanent residents and since tourism is the only industry of Rockaway Beach, it is vital that higher numbers be factored into public facility planning, utilizing the best available information. Employment is expected to grow from 342 jobs to 419 jobs, an increase of 77 jobs at an average annual rate of 1.02%.

- Rockaway Beach has about 162 buildable acres within the UGB. More than 96% of the land available in the Rockaway Beach UGB is zoned for residential uses.
- Rockaway Beach will need about 160 new dwelling units to accommodate planned population growth between 2007 and 2027. The forecast shows that an average of eight new dwelling units will be needed annually. Rockaway Beach will need about 24 gross buildable residential acres to accommodate new housing for residents between 2007 and 2027. This forecast does review both a low and a high scenario for the demand for second homes for recreational and investment purposes. The Buildable Lands Inventory indicates that the City has a surplus of approximately 57 residential acres.
- Rockaway Beach will need about 12 gross buildable acres of commercial land to meet planned employment needs. The Buildable Lands Inventory indicates that the City has a shortfall of approximately five commercial acres. Therefore, some land that is currently designated for residential use will need to be re-designated for commercial land.

Rockaway Beach considered the data and analysis found in the *Urbanization Report* to support amendments to the 2007 comprehensive plan amendment package.

Specific policies that pertain to the land use planning process are as follows:

Citizen Involvement

1. Citizens shall be given the opportunity to be involved in all phases of the comprehensive planning process, the citizen Involvement Program emphasizes the following points:

- A. All planning decisions shall be made in open, well publicized meetings;

- B. Minutes shall be kept of all planning commission meetings, and shall be made available to citizens.
- C. During the development or amendment of the plan or supporting ordinances, the planning commission (the City's committee for citizen involvement or CCI) shall take a lead roll in the preparation of documents;
- D. Planning commission members shall be chosen in an open, well-publicized manner;
- E. Through public meetings, the press and other means of communication, townspeople shall be informed of the workings of the city government and the planning process;
- F. All planning information and policies shall be written in a manner that is understandable to the general public;
- G. Citizen involvement in Rockaway Beach shall receive adequate technical assistance and financial support from the city government through the budget process;
- H. The city shall take into account public input during the planning process and respond to those who participate, and
- I. The planning commission shall serve as the permanent citizen's involvement committee.

Coordination

- 2. Local governments and special purpose districts, state and federal agencies and jurisdictions shall be given the opportunity to participate in the City's planning process, and to coordinate their plans with the City.

The Planning Process

- 3. The Oregon Supreme Court case Baker v. the City of Milwaukie, 1975, established the comprehensive plan as a city's controlling land use document. When the plan and zoning ordinance disagree on an area or subject, it is, according to the decision, the plan that takes precedence over the ordinance. All conflicts between the two must be resolved early in the planning process for either document to be of value.
- 4. The planning process is a continuous one, consisting of the following phases:
 - A. Identification of problems and issues;
 - B. Development of information and data;
 - C. Development of alternative policies and recommendations;
 - D. Adoption of the plan by the city council;
 - E. Development, adoption and application of implementing ordinances and other measures. Review of proposed land use actions; and

- F. Periodic review and evaluation of all planning documents, including the citizen involvement program.
- 5. At a minimum, a major review of the comprehensive plan will be undertaken at an interval as required by the Land Conservation and Development Commission's periodic review requirement pursuant to ORS 197.640 – 197.649. The city may undertake other amendments to the comprehensive plan, as necessary, to address issues of community concern. [Planning Process Policy 5, amended by Ord. 277, Aug. 29, 1990.]
 - 6. Amendments to the text of the comprehensive plan shall be made only where findings have been adopted that the following criteria are met:
 - A. The amendment is consistent with the comprehensive plan's goals and policies; and
 - B. The amendment is necessary to meet a land use need.
 - 7. Amendments to the comprehensive plan map shall be made only where findings have been adopted that the following criteria are met:
 - A. The amendment is consistent with the comprehensive plan's goals and policies;
 - B. The amendment is necessary to meet a land use need;
 - C. The land is physically suitable for the uses to be permitted in terms of slope, geologic stability, flood hazard and other relevant considerations;
 - D. The area can be served by the appropriate level of public facilities and adjacent streets can accommodate the traffic generated by uses permitted;
 - E. The amendment is compatible with the land use development pattern in the vicinity of the request. [Planning Process Policy 7, amended by Ord. 277, Aug. 29, 1990.]
 - 8. An exception to the requirements of the applicable state-wide planning goal shall be adopted as an amendment to the comprehensive plan where the City is proposing a plan amendment, which does not conform to the requirements of the goal. The exception shall be supported by the following:
 - A. Reasons justify why the state policy embodied in the applicable goals should not apply;
 - B. Areas which do not require a new exception cannot reasonably accommodate the use;
 - C. The long-term environmental, economic, social, and energy consequences resulting from the use at the proposed site with measures designed to reduce adverse impacts are not significantly more adverse

- than would typically result from the same proposal being located in areas requiring a goal exception other than the proposal site; and
- D. The proposed uses are compatible with other adjacent uses or will be so rendered through measures designed to reduce adverse impact.

Notice of public hearing on proposed amendments shall state the nature of the goal exception being taken and a summary of the issues that are involved. [Planning Process Policy 8, amended by Ord. 277, Aug. 29, 1990.]

9. The planning commission and the city council shall hold public hearings on proposed amendments to the comprehensive plan text or map. Notice of public will be published in a newspaper of general circulation that serves the city at least ten days prior to the public hearing. [Planning Process Policy 9, amended by Ord. 277, Aug. 29, 1990.]

Implementation

The relationship or the difference between the plan and the zoning ordinance is often misunderstood. The plan can be viewed as a “constitution” for all land use within the city. It is intended to be general and directive in scope, as opposed to the zoning ordinance which is intended to be more specific.

Other types of implementation measures are the subdivision ordinance, which prescribes standards for the subdivision of land, and any specific ordinances or actions which carry out the intent of the comprehensive plan.

Zoning and subdivision ordinances may be revised as need arises so long as the change is consistent with the plan. Changes to implementing measures must follow the amendment procedure set out in each document. [Implementation section, amended by Ord. 277, Aug. 29, 1990.]

General Considerations

The main thrust of a community comprehensive plan pertains to land use and to public facilities and services. However, there are other more general planning considerations which must be included in a comprehensive plan; considerations such as energy conservation, economy, air, land and water resources.

This section of the comprehensive plan takes into account these general considerations, and provides policies relating these considerations to other parts of the plan.

Economic Considerations

The state-wide economic planning goal encourages “improvement” and “diversity” of the economy of the state. The economic base of Rockaway Beach is tourism, and has been so historically. Whereas neighboring communities rely on agriculture, forestry, fishing or port activities for their livelihood, Rockaway Beach’s lakes and Pacific beaches have provided the City with a specific economy. Without a harbor, farmland or industry other than recreation, Rockaway Beach shares with the cities of Lincoln City, Seaside and Cannon Beach the tourist trade of the north Oregon coast. People come to Rockaway Beach to fish, to walk on the beach, to “get away from it all”. Rockaway Beach is primarily a family resort, with inexpensive room rates and unsophisticated recreation. [Economic considerations, amended by Ord. 277, Aug. 29, 1990.]

Chapter 5 of the *Rockaway Beach Urbanization Study* (ECO Northwest 2007) is the community’s “Economic Opportunities Analysis.” This analysis was prepared in accordance with the Economic Development Rule (OAR Chapter 660, Division 009) and identifies the types of employment opportunities that are appropriate for Rockaway Beach, given its locational characteristics and local policy preferences. The EOA (pp. 5-17 to 5-18) summarizes key conclusions regarding Rockaway Beach’s economic future:

The mix of productive factors present in Rockaway Beach, relative to other communities and regions in Oregon, are the foundation of the region’s comparative advantage. Primary comparative advantages in Rockaway Beach are its location on Highway 101, location along the northern Oregon Coast, and proximity to Portland and the Willamette Valley. These factors make Rockaway Beach attractive to residents and visitors to the Oregon Coast. The characteristics of Rockaway Beach will affect the types of businesses most likely to locate in Rockaway Beach:

- Retail and Services: Tourism and seasonal housing will drive the growth of retail and services to serve visitors and residents of Rockaway Beach. Examples include: specialty retailers, firms engaged in recreational or entertainment services, restaurants, gas stations, financial services, and other small retailers.
- Health Services: Growth in population and changing demographics may drive the growth of Health services in Rockaway Beach. Health services for the aging population, especially residential facilities for people over 70 years, may locate in Rockaway Beach because of its location and amenities.

The report by the Oregon Downtown Development Association “Resources Team Report for Rockaway Beach, Oregon” identified the following types of businesses as having the greatest chances for success in Rockaway Beach’s downtown:

- Retail: Bookstore/gift shop; specialty apparel and accessories; gifts, cards, unique arts; specialized sporting goods for beach activities; local arts and crafts; beach toys and apparel; quality antiques and gifts; and toys like kites and games.
- Service: Entertainment lines, gym and fitness center; bowling alley; movie theater/dance hall; and a microbrewery.
- Restaurants: Coffee shop; bakery; specialty foods; and family-style restaurants.

The report recommended that these businesses have the best chance of success if they are flexible and responsive to customer needs. For instance, they should serve residents and visitors and they could offer multiple complementary product lines. These services will also need to have good visibility from Highway 101 to attract tourists passing through the City.

The *Urbanization Study* (pp. 5-21 to 5-22) describes kinds of commercial and retail sites that will be needed to accommodate planned retail and service growth needs over the 20-year planning period. Rockaway Beach needs to designate approximately 12 gross buildable acres of land to meet the needs of from 8-18 future businesses. Table 5-9 is taken from the *Urbanization Study* and summarizes commercial site needs.

Table 5-9. Needed commercial sites by site size,
Rockaway Beach, 2007-2027

Size of Firm	Est. Acres Needed	Average Site Size	Total Sites Needed
>20	3	2-4 ac	1
10-19	3	1-2 ac	1-2
1-9	6	<1 ac	6-16
Total	12		8-18

Source: Estimates by ECONorthwest

In 2007, Rockaway Beach had less than four acres of buildable commercial land remaining within the urban growth boundary. Therefore, the City needs to designate approximately four additional acres for commercial use. To address this unmet need, Rockaway Beach needs to re-designate land for commercial use east of Highway 101, encourage appropriate redevelopment of existing commercial areas, and require condominium developments in commercial areas to construct ground floor commercial space. (*Urbanization Study*, p.6-5).

Policies Relating to the Economy

1. The City shall support economic development activities which enhance its tourism oriented economic base.
2. The City shall encourage the expansion of tourist accommodations, with particular emphasis on those accommodations that incorporate meeting room or conference facilities.
3. The City will work with the local business community to strengthen the downtown commercial area as an important tourist and commercial center. To achieve this objective, consideration should be given to the following:
 - A. Upgrading the physical appearance of the area and its buildings including consideration of a unifying theme that reflects the historic development of the City;
 - B. Provision of additional conveniently located off-street parking; and
 - C. Development of a pedestrian oriented environment, through the provision of pedestrian amenities.
4. The City supports the efforts of the Chamber of Commerce and local business persons to expand visitor attractions and events that are available to tourists.
5. The City will cooperate with the Chamber of Commerce in developing a marketing program that effectively promotes the City's attractions and facilities. Such a program should be fully coordinated with other communities in the area.
6. The City will provide sufficient commercial land to allow for the reasonable expansion of the community's businesses. Care should be taken to ensure that future commercial development is well designed and relates well to the surrounding neighborhoods and the natural environment.
7. The City will encourage local residents to develop small scale home occupations.
8. The City will use its designation as part of the Tillamook Enterprise Zone to attract new businesses to Rockaway Beach.
9. The City will cooperate with the Tillamook Economic Development Committee in its efforts to strengthen and diversify the economy of Tillamook County.
10. The City will work with the Tillamook Economic Development Committee to see that projects supportive of Rockaway Beach's economy are incorporated into the Oregon Tourism Alliance's overall strategy.

11. The City recognizes that its retirement community represents an important element of the economy. The City will cooperate with community groups on making community improvements that will enhance the City's attractiveness as a retirement community. Particular attention should be given to enhancing the medical facilities available in the region.

[Policies Relating to the Economy, amended by Ord. 277, August 29, 1990.]

12. To meet commercial retail and service land needs the City should:

- A. Amend the Comprehensive Plan and Zoning maps to increase the supply of commercial land by approximately four acres;
- B. Encourage commercial redevelopment of existing commercial areas; and
- C. Require condominiums in commercially zoned areas to have ground floor commercial space.

Air, Water and Land Resource Considerations

The state-wide goals applicable to this discussion are:

- "To maintain and improve the quality of the air, water and land resources of the state.
- To preserve and maintain agricultural lands.
- To conserve forest lands for forest uses."

The high quality of air, land and water resources in Rockaway Beach can be protected by the joint efforts of local and state government. Oregon's Department of Environmental Quality regulates the abatement of air and water pollution, establishes clean air standards and sewer and water regulations.

Water Quality

City ordinances regarding land use can maintain land resource quality and guard against degradation of water quality.

Sanitary sewer service and drinking water facilities are regulated by the federal government and state agencies. All development within the City must utilize these services. Information on each of these is contained in the public facilities element.

Air Quality

Air quality has never been a problem in the Rockaway Beach area due to population and its location on the ocean. Its population is small. The major source of air pollution is the automobile. Reduced use of the automobile and continued enforcement of federal

automobile engine emission regulations can help eliminate this as a source of pollution. Should an industry propose to locate in Rockaway, its potential for pollution – thermal, acoustic, water or air would come under city and DEQ scrutiny. The importance of Rockaway’s air quality to residents and visitors must be considered in any development proposal.

Forest Resources

Forest resources are obviously important to the Rockaway area. The forest industry has a long tradition in the area. Rockaway is bordered on the east by forest lands. Considering the fragile terrain of much of Rockaway – the dunes on the west and the steep hillsides on the east – owners should be encouraged to leave undeveloped land in its natural state in order to prevent erosion, provide habitat for wildlife, enhance the natural beauty of the area, and provide recreation space.

Agricultural Land

There is no agricultural land in Rockaway (soil conservation Class I-IV). Some minor grazing takes place near the south side of Lake Lytle, but the area is not considered to be a functioning farm unit.

Wetlands and Riparian Corridors

Rockaway Beach completed its Local Wetlands Inventory (LWI) in June, 1993. Riparian vegetation shall be protected by city riparian corridor regulations. For future city consideration, Statewide Planning Goal 5 and the Goal 5 administrative rule set forth options for protecting riparian corridors and locally significant wetlands identified on the LWI.

Policies

1. The City will cooperate with the Department of Environmental Quality to ensure that applicable state and federal air and water quality standards and requirements are met [Policy 1, as amended by Ord. 223, Aug. 24, 1982; and Ord. 277, Aug. 29, 1990.]
2. The City shall continue to improve its sanitary sewer system, in conformance with applicable state and federal requirements. [Policy 2, amended by Ord. 277, Aug. 29, 1990.]
3. The City recognizes that Rockaway Beach lies in a critical groundwater area and shall refuse to permit uses which the Department of Environmental Quality determines could pollute or adversely affect the aquifer. The city shall rely on the Department of Environmental Quality and other qualified experts to determine the impacts of proposed uses and to develop a program to protect the aquifer from such uses. [Policy 3, amended by Ord. 277, Aug. 29, 1990.]

4. Cluster developments shall be encouraged, especially in area with steep slopes, or wetlands, as a means of minimizing the potential adverse impacts of development in such areas. [Policy 4, amended by Ord. 277, Aug. 29, 1990.]
5. Cluster developments around Lake Lytle, Crescent Lake and Spring Lake shall be encouraged in order to prevent filling of wetlands, protect riparian vegetation and minimize the impact of development on the visual quality of the lakes. [Policy 5, amended by Ord. 277, Aug. 29, 1990.]
6. The City will control storm run-off, sedimentation and erosion resulting from development through its subdivision ordinance. [Policy 6, amended by Ord. 277, Aug. 29, 1990]
7. The City will continue to cooperate with Tillamook County in finding long-term solutions to the disposal of solid waste, including efforts to increase recycling. [Policy 6, amended by Ord. 277, Aug. 29, 1990.]
8. The City will cooperate with the Department of Environmental Quality in preventing and abating noise pollution problems in the city. [Policy 8, as amended by Ord. 223, Aug. 24, 1982; and Ord. 277, Aug. 29, 1990.]
9. The City's actions shall be consistent with state and federal hazardous waste regulations. [Policy 9, added by Ordinance No. 277, passed August 29, 1990.]
10. Rockaway Beach will consider options in the future to adopt local standards to protect riparian corridors and wetlands inventoried on the Rockaway Beach Local Wetlands Inventory) consistent with Statewide Planning Goal 5 which balance protection of these resources with community development objectives.

Energy Considerations

The state-wide goal applicable to this discussion is: - "To conserve energy."

The economic base of Rockaway Beach – recreation and tourism does not place a burden on energy resources locally, the way a manufacturing economy might, but the lifeline of a coastal resort economy is transportation. Tourist and summer residents have to get to Rockaway Beach and the most common type of transportation for this is the automobile, a voracious-consumer of non-renewable petroleum-resources. The City of Rockaway Beach is in no position to alter the transportation habits of its visitors beyond the immediate area, but improved facilities for pedestrians and cyclists and expanded bus service might relieve dependence on the auto within the City itself.

There are other means of energy conservation amenable to city policies and actions. Several are dealt with in other elements of the plan.

1. Cluster development is to be encouraged, thus saving energy in construction, maintenance and heating.
2. Land use planning designed to maintain an identifiable downtown commercial core saves energy by concentrating activity and by encouraging foot traffic rather than driving.
3. Development of vacant land within the urbanized area of Rockaway Beach before the development of un-urbanizable tracts is also encouraged for its energy savings.
4. Enforcement of the building code also serves to conserve energy. The insulation requirements for new construction reduce energy consumption for heating and cooling.
5. The City shall cooperate in area efforts to recycle materials such as metals, glass and paper. [Policy 5, amended by Ord. 277, Aug. 29, 1990.]
6. Providing sidewalks and centralized parking facilities in the downtown and other areas can contribute to energy conservation by encouraging people to walk to several destinations.

Land Use Element

The state-wide goals applicable to this plan element are:

- *To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.*
- *To conserve open space and protect natural and scenic resources.*
- *To protect life and property from natural disasters and hazards.*
- *To provide for an orderly and efficient transition from rural to urban land use."*

The land use element of this comprehensive plan is based on the patterns of existing land use. Effective land use planning encourages the positive aspects of existing land use. It also establishes guidelines for future growth, which are intended to prevent the recurrence of past land use conflicts and abuses.

Before the land use element of a comprehensive plan can be developed, existing land uses must be identified. Undeveloped land must be analyzed for building suitability, and a system of land use designation (for present and future application) must be developed in accordance with existing land uses and expressed community needs.

Development Suitability

Physical Limitations

The natural attractions of the Rockaway Beach area have traditionally drawn people to the area; the beaches, bays, rivers, lakes and mountains appeal to residents and visitors alike, and that appeal translates into a demand for land. Quite naturally, the most desirable land was developed first – primarily that on the ocean front. Development then spread to other areas physically suited to building, until now. Rockaway Beach is faced with a very straightforward problem: most undeveloped land in the area suffers substantial physical limitations to building suitability. Compressible soils, poor drainage and landslide hazards are some of the special construction problems often facing today's builder in Rockaway Beach. The physical limitations map (fig. #1) shows four areas that present problems to development: 1) beaches, 2) dunes, 3) wetlands and flood areas and 4) steep slopes.

The Local Wetlands Inventory (LWI) shows the location, quantity and quality of streams and wetlands within the Rockaway Beach UGB.

These problems and opportunities are discussed in some detail in Part II of the comprehensive plan.

Beaches and Dunes

Implementation Requirement 2, of the Beaches and Dunes goal states

“Local government and state and federal agencies shall prohibit residential developments and commercial and industrial building on beaches, active foredunes, or other foredunes, which are conditionally stable and that are subject to ocean undercutting or wave overtopping, and on interdune areas (deflation plains) that are subject to ocean flooding. Other development in these areas shall be permitted only if the findings required in (1) above are presented and it is demonstrated that the proposed development:

- a) is adequately protected from any geologic hazards, wind erosion, undercutting, ocean flooding and storm waves; or is of minimal value; and*
- b) is designed to minimize adverse environmental effects.”*

There are a number of active foredunes and other foredunes which are conditionally stable and that are subject to ocean undercutting and wave overtopping, and on interdune areas (deflation Plains) that are subject to ocean flooding. These dune areas are described by FIRM rate maps as being located V zones (velocity zones) and AO zones (areas of shallow flooding). These areas of the City's foredunes are shown on the map (fig. #2). This line was developed by examination of aerial photography, flood maps, and field work.

The City is taking an exception to a portion of the requirement to permit residential, commercial development and industrial on active foredunes and other foredunes which are conditionally stable and that are subject to ocean undercutting or wave overtopping and on interdune areas (deflation plains) that are subject to ocean flooding. This exception is being taken for the following areas:

NEDONNA BEACH

- 1) The subdivisions of Nedonna Beach subdivision , Nedonna First, Second, Third, Fourth, Fifth, Sixth and Seventh Additions, and other lawful parcels, lie within active foredunes and other foredunes, which are conditionally stable and that are subject to ocean undercutting and wave overtopping and on interdune areas (deflation plains) that are subject to ocean flooding. The lots are located within either a velocity zone (V zone) or areas of shallow marine flooding (AO zone) as described by FIRM maps. See Appendix I for boundary description of this exception area.

2) ROCKAWAY BEACH

The subdivision of Manhattan Subdivision , Highland Park Subdivision, Lake Lytle Subdivision, Sea View Park Subdivision, Elmore Park Subdivision, Midway Beach Subdivision, Tillamook Beach Subdivision, and other lawful parcels lie within active foredunes and other foredunes, which are conditionally stable and that are subject to ocean undercutting and wave overtopping, and on interdune areas (deflation plains) that are subject to ocean flooding. The lots are located within either a velocity zone (V zone) or areas of shallow marine flooding (AO zone) as described by FIRM maps. See Appendix 1 for boundary description of this exception area.

3) TWIN ROCKS

The subdivisions of Rose City Beach Subdivision, Twin Rocks Subdivision, Oceanlake Park Subdivision, and other lawful parcels, lie within foredunes, which are conditionally stable and are subject to wave overtopping, and on interdune areas

(deflation plains) that are subject to ocean flooding. The lots are located within areas of shallow marine flooding (AO zone) as described by FIRM maps. In addition, one lot, Tax Lot 6100, Map IN10-5CB, which is located within active foredunes and other foredunes that are conditionally stable and that are subject to ocean undercutting. The lot is located within a velocity zone (V zone) as described by FIRM maps. [Beaches Policy, amended by Ord. 223, Aug. 24, 1982; and Ord. 243, May 13, 1986, II Dunes Policy, amended by Ord. 243, May 13, 1986, Beaches Policy; Dunes Policy, titles amended by Ord. 243, May 13, 1986.] See Appendix 1 for boundary description of this exception area.

Documentation for these Statewide Planning Goal exceptions and findings related to Implementation Requirement 1 are included as part of the comprehensive plan in Appendix 1.

Beaches and Dunes Policies

The following policies shall apply to the City's beaches:

1. Beach uses other than recreation shall be prohibited.
2. Vehicle access to the beach shall be restricted to emergency purposes. [Policy 1, amended by Ord. 243, May 13, 1986.]
3. Beachfront protective structures (rip-rap, seawalls) shall be permitted only if:
 - A. Visual impacts are minimized;
 - B. Necessary access to the beach is maintained;
 - C. Negative impacts on adjacent property are minimized; and
 - D. Long-term or recurring costs to the public are avoided. [Policy 3, amended by Ord. 243, May 13, 1986.]
 - E. Development existed on January 1, 1977, consistent with Goal 18, Implementation Requirement 2.
4. Residential developments and commercial and industrial buildings on active foredunes or other foredunes, which are conditionally stable and that are subject to ocean undercutting or wave overtopping, and on interdune areas that are subject to ocean flooding shall be permitted only where consistent with the exceptions the City has taken to Goal 18 requirements.

Development other than residential and commercial buildings in these areas shall be permitted only if it is demonstrated that the proposed development:

- A. Is adequately protected from any geologic hazards, wind erosion, undercutting, ocean flooding and storm wave; or is of minimal value; and
- B. Is designed to minimize adverse environmental effects. [Policy 3, added by Ord. 243, May 13, 1986.]

The state Beaches and Dunes Goal, Implementation Requirement 1, states that “*The following findings shall be made for all development in beach and dune areas, other than older stabilized dunes:*

- a. The type and use proposed and the adverse effects it might have on the site and adjacent areas;*
- b. Temporary and permanent stabilization programs and planned maintenance of new existing vegetation;*
- c. Methods for protecting the surrounding area from adverse effects of the development; and*
- d. Hazards to life, public and private property, and the natural environment, which may be caused by the proposed use.”*

These findings will be made either by site-specific investigation for areas listed in Beaches and Dunes Policy 5 or by findings adopted as part of the comprehensive plan. [Policy 4, added by Ord. 243, May 13, 1986.]

- 5. Site-specific investigations shall be required for future construction in:
 - A. All beach front properties.
 - B. All areas lying within velocity flood zones (V10, V14, V19) as delineated on the HUD Flood Insurance Rate Map.
 - C. Any site on which proposed excavation will produce cut slopes greater than five feet in height or steeper than two horizontal to one vertical (2:1). [Policy 5, amended by Ord. 243, May 13, 1986.]
- 6. Vegetation removal shall be kept to the minimum required for the placement of structures. Structures shall be designed as much as possible to minimize the removal of existing vegetation. [Policy 6, amended by Ord. 243, May 13, 1986.]
- 7. A detailed description of a dune stabilization program shall be a part of the application for a building permit for any proposed development, which potentially will reduce the level of stability of a dune area and threaten adjacent property. The re-vegetation program shall be designed to return areas at least to their predevelopment levels of stability within a specified period of time. The programs shall be initiated as soon as possible during or following construction. The City may submit site investigations or re-vegetation programs to the Soil Conservation Service or other agency for

verification prior to issuance of a building permit. [Policy 7, amended by Ord. 243, 1986.]

8. During construction, adequate measures shall be required and included in the permit application to minimize wind erosion, such as temporary ground cover. [Policy 8, amended by Ord. 243, May 13, 1986.]
9. In addition to the recommendations of site-specific investigation reports, future residential and commercial construction shall be sited in accordance with the Ocean Setback Line (OSL). The OSL shall constitute the minimum setback from the ocean, unless a greater setback is required by a site specific investigation report or development is further limited by lot or parcel boundaries. The OSL shall be determined by averaging the minimum distances from the Statutory Vegetation Line (ORS 390.770) to structures located 200 feet in either direction along the shoreline from the subject property boundaries, and applying that average setback to establish a line on the subject property parallel with the Statutory Vegetation Line [Policy 9, amended by Ord. 243, May 13, 1986; and Ord. 277, Aug. 29, 1990]
10. All construction shall be in conformance with the recommendations of the site investigation report and applicable HUD Flood Management requirements. The developer shall establish a time period for re-vegetation of open dune sand. [Policy 10, amended by Ord. 243; May 13, 1986.]
11. Breaching of foredunes shall be permitted only for extreme measures, such as fighting fires, or cleaning up oil spills. The dunes shall be restored to their original contour and re-vegetated after breaching occurs. [Policy 8 added by Ord. 223, Aug. 24, 1982; and renumbered by Ord. 243, May 13, 1986.]
12. Grading or sand removal necessary to maintain views or to prevent sand inundation may be allowed for structures in foredune areas, only if the area is committed to development or is within an acknowledged urban growth boundary and only as part of an overall plan for managing foredune grading. A foredune grading plan shall include the following elements based on consideration of factors affecting the stability of the shoreline to be managed including sources of sand, ocean flooding, and patterns of accretion and erosion (including wind erosion) and effects of beachfront protective structures and jetties. The plan shall:
 - A. Cover an entire beach and foredune area subject to an accretion problem, including adjacent areas potentially affected by changes in flooding, erosion, or accretion as a result of dune grading;
 - B. Specify minimum dune height and width requirements to be maintained for protection from flooding and erosion. The minimum height and width requirements to be maintained for protection from flooding and

erosion. The minimum height for flood protection is 4 feet above the 100 year flood elevation.

- C. Identify and set priorities for low and narrow dune areas, which need to be built up;
 - D. Prescribe standards for redistribution of sand and temporary and permanent stabilization measures including the timing of these activities; and
 - E. Prohibit removal of sand from beach foredune system. Before construction can begin, the foredune grading plan must be adopted as an amendment to the comprehensive plan. [Policy 12, added by Ord. 243, May 13, 1986; and amended by Ord. 277, Aug. 29, 1990.]
13. The Nedonna Foredune Grading Plan is adopted by reference and incorporated into the comprehensive plan. (This includes the Technical Report, Management Plan, and Grading Plan.) [Policy 13, added by Ord. 243, May 13, 1986.]
 14. Rockaway Beach shall protect the groundwater in dune areas from drawdown, which could lead to loss of stabilizing vegetation, loss of water quality, or intrusion of salt water into water supplies, by reviewing all proposed wells to ensure that findings are made to address the above factors. Building permits for single unit dwellings and middle housing are exempt from this requirement if appropriate findings are provided at the time of subdivision approval. [Policy 14, added by Ord. 243, May 13, 1986; Am. by Ord. 2025-04, June 11, 2025.]

Coastal Shorelands

1. Major marshes and significant wildlife habitat shall be protected. Uses in these areas shall be consistent with the protection of natural values.
2. Riparian vegetation shall be maintained and where appropriate, restored and enhanced consistent with the provision of water-dependent uses.
3. Proposed major developments adjacent to Crescent Lake and Lake Lytle shall provide public access to the lake consistent with the protection of riparian vegetation and the minimization of impacts on wetland.
4. Existing public ownerships, right-of-way and similar public easements, which provide access to coastal beach areas or lakes shall be retained or replaced if sold, exchanged or transferred.
5. Rights-of-way may be vacated to permit redevelopment of shoreland areas

provided public access across the affected site is retained.

6. Clustering of residential development in shoreland areas is encouraged where such clustering will protect identified wetlands, wildlife habitat or other identified coastal shoreland resources.
7. The City will rely on the requirements of its flood hazard overlay zone to regulate development in flood hazard areas to ensure that provisions of the National Flood Insurance program are met.
8. Where shoreline stabilization measures are required, priority shall be given to non-structural, rather than structural, solutions. [Coastal shorelands, amended by Ord. 277, Aug. 29, 1990.]

Hazards

1. Where development is proposed for areas with a slope of 25% or greater, a site investigation report prepared by a registered geologist shall be required prior to the approval of a building permit, land division or other proposed development.
2. Where development is proposed for areas containing Brenner, Coquille, Braillier or Peat soils, the City may require an on-site soil survey to determine whether significant amounts of these soils exist in locations where development is desired. If the detailed soil survey indicates that significant amounts of compressible soils exist, the developer or owner shall have a report prepared by a licensed civil engineer which indicates suitable techniques to minimize potential soil hazards to the proposed construction.
3. The City will rely on the requirements of its flood hazard overlay zone to regulate development in flood hazard areas. [Hazards, amended by Ord. 277, Aug. 29, 1990.]

Natural Features

1. The maintenance of natural terrain and vegetation shall be encouraged throughout the City. In areas with a slope exceeding 25% the City shall require a geological study, grading plan and erosion control plan prior to grading activities or tree removal to ensure that adverse impacts are minimized.
2. Cluster development is encouraged as a method of minimizing development impacts in areas with sensitive natural features.
3. New development shall protect existing streams, riparian corridors, wetlands,

and drainage ways. Proposed developments' drainage systems shall be designed to minimize the impact of storm water on adjacent properties. [Natural Features, added by Ord. 277, Aug 29, 1990.]

Land Use Categories

Land use categories are intended to establish certain uses for certain areas based on neighborhood characteristics, physical limitations, the availability of public services such as streets, sewer and water, the desires to build a strong economy and maintain a clean environment, and other factors.

The plan establishes rather high density limits (generally up to 24 units per acre, with exceptions for middle housing) in the developed areas. The basic philosophy is that there is little land available in the City that does not pose limitations to development, and those areas where development can occur should be more intensively used than sensitive lands such as the wetlands around the lakes, and steep slopes.

An important standard in land use designation is density, or the number of dwelling units that are to be permitted on a given unit of land. Density, in terms of net density per acre, is based on the total square footage of the site, less areas of public or private streets.

Density of development determines present and future demand for public facilities and services such as schools, sewer and water service, police and fire protection.

Density calculations shall not prevent owners of individual lots of record (prior to the adoption of the plan) from building on their property if their lots are substandard in size. The City currently allows construction on lots of less than 3,500 square feet unless the owner has contiguous property. The plan recognizes the ability of owners to build on small lots (therefore at higher densities) where this situation exists.

The most important application of density standards is in areas that are largely undeveloped at the present time. It is not intended to prevent the use of scattered lots that exist in already developed areas. Density is generally expressed in number of dwelling units per acre, with dwelling units defined as permanent housing units, not motel units. The zoning ordinance of the City is the document that establishes lot size requirements, setbacks, and height restrictions, but the zoning ordinance must agree with the comprehensive plan.

The Manhattan Residential/Resort Area

This area extends from the northern City limits of Rockaway Beach south to NW 18th Ave. on the west side of US Highway 101, and south to NW 10th Ave. on the east side of the highway. [Manhattan Residential/Resort Area, amended by Ord. 277, Aug. 29, 1990.]

This is a mixed use area combining commercial activity on the east side of the highway, with motels, weekend cabins and permanent residences throughout the area. Essentially,

it is a thin strip of land bounded by the Pacific Ocean on the west and Crescent Lake and Lake Lytle on the east, separated by the federal highway and the railroad tracks.

The area is also characterized by poor traffic circulation in the northern part west of the railroad tracks. There are no north-south streets throughout most of this area, and the streets that exist are not capable of handling large amounts of traffic.

1. Expansion of existing motels or other tourist facilities should be planned to provide sufficient parking and circulation space.
2. Density in the area is designated to be high, with a maximum of 24 dwelling units per acre. Maximum density does not apply to duplexes, triplexes, quadplexes, or cottage clusters. Maximum density for townhouses is 25 dwelling units per acre. (Specific lot size requirements to be established by the zoning ordinance.) [Policy 2 Am. by Ord. 2025-04, June 11, 2025]
3. Development adjacent to the wetlands associated with Crescent Lake shall be undertaken in a manner that protects those wetlands. [Policy 3, amended by Ord. 277, Aug. 29, 1990.]
4. Permitted uses in this area are residences (single-unit, middle housing and multi-unit structures), hotels and motels, and limited commercial uses along US Highway 101, which are resort oriented. [Policy 4 Am. by Ord. 2025-04, June 11, 2025]
5. Previous policies concerning dunes and wetlands are applicable in this area.
6. An area between NE 17th and NE 21st on the east side of US Highway 101 shall be designated for commercial uses. [Policy 6, added by Ordinance No. 277, passed August 29, 1990.]

The Special Residential/Resort Area

This area extends from NW 18th Ave. to NW 11th Ave. on the west side of US Highway 101. This area is similar in character to the area north of it, but through the citizen involvement process it has been determined that it should have a specific policy [Special Residential/Resort Area, amended by Ord. 277, Aug. 29, 1990.]

1. No new motels shall be allowed to establish in this area, but existing motels shall be allowed to reasonably expand with planning commission review to insure that proper parking and street access is permitted.
2. Restaurants and other retail commercial uses shall be allowed with conditions to insure that they are compatible with the area. Additional motel units may be added to an existing motel if the owner can satisfy the planning commission with regard to parking and traffic requirements. The additions do not require a

conditional use permit.

3. Density in this area is designated to be the same as the Manhattan Residential/Resort Area, 24 dwellings per acre. Maximum density does not apply to duplexes, triplexes, quadplexes, or cottage clusters. Maximum density for townhouses is 25 dwelling units per acre. [Policy 3 Am. by Ord. 2025-04, June 11, 2025.]
4. Uses permitted in this area are residential, and the expansion of existing motel uses. [Policy 4, amended by Ord. 277, Aug. 29, 1990; Am. by Ord. 2024-04, June 11, 2025.]

Low Density Residential Area

This area extends from NW 11th Ave. to N 6th Ave., west of US Highway 101. This area is in the vicinity of the “Ridge”, or high stabilized sand dune in the northern part of the City. It is a stable neighborhood composed primarily of single-family homes. There are large motels on either end of this area, and a limited amount of vacant land dispersed among existing structures. The last community questionnaire indicated a strong desire of the townspeople to keep the area a single-family neighborhood. However, SB406 was enacted by the Oregon Legislature in 2023 to improve housing availability and affordability in Tillamook County. It requires “middle housing”—including duplexes, triplexes, quadplexes, townhouses and cottage clusters—to be allowed in the city’s residential zones. The Low-Density Residential area will accommodate single-unit homes and middle housing types. [Single-Family or Duplex Residential Area, amended by Ord. 277, Aug. 29, 1990. Category name and description amended by Ord. 2025-04, June 11, 2025.]

1. [Policy 1, deleted by Ord. 2025-04, June 11, 2025]
2. The density of this area should not exceed 24 dwelling units per acre. Maximum density does not apply to duplexes, triplexes, quadplexes, or cottage clusters. Maximum density for townhouses is 25 dwelling units per acre. [Policy 2, amended by Ord. 277, Aug. 29, 1990; Am. by Ord. 2025-04, June 11, 2025]
3. [Policy 3, deleted by Ord. 277, Aug. 29, 1990.]
4. [Policy 4, deleted by Ord. 277, Aug. 29, 1990.]

The Downtown Commercial Area [C]

N. 6th Avenue to S. 7th Avenue, west of Beacon Street on the east side of US Highway 101 and N. 6th Avenue to S. 3rd Avenue on the west side of US Highway 101.

This area encompasses the downtown business core with its commercial uses such as the grocery stores, hardware store, drugstore, bank, bowling alley, taverns, restaurants and other primary retail uses. Public buildings, such as the post office and the City Hall are here, as is the state wayside and public restrooms. Most of this activity is centered around US Highway 101, but the side streets such as Nehalem, Miller and Pacific are important to the overall circulation in this area.

1. The state wayside and the city parking lot can provide parking for businesses in the immediate downtown area. However, the City and downtown property owners should work together to increase the supply of off-street parking. The possibility of purchasing property for additional off-street parking should be explored. Purchases could be financed by a combination of City funds and a local improvements district. [Policy 1, amended by Ord. 277, Aug. 29, 1990.]
2. Uses allowed in the downtown core area should be those that predominate there now: primary retail and service commercial activities. Large land uses, such as car lots, service stations and drive-in restaurants should be allowed within the commercial area on a conditional use basis. [Policy 2, amended by Ord. 277, Aug. 29, 1990.]
3. The plan supports the location of housing in this commercial area, particularly in conjunction with businesses. Where new residential uses are allowed in the Downtown Commercial Area, ground floor retail uses should be required. This is common with many of the businesses that are presently there, and should continue.
4. It is the intention of the plan to support the economy of Rockaway by maintaining scarce ocean front commercial property for commercial purposes, and to maintain an identifiable downtown commercial core.

[Amended by Ord. 204, Apr. 28, 1981; and deleted by Ordinance No. 277, passed August 29, 1990.]

The Saltair Creek Residential/Resort Area (R/R)

This area extends from S. 3rd Avenue to Alder Street, and is entirely west of US Highway 101. [Saltair Creek Residential/Resort Area, amended by Ord. 277, Aug. 29, 1990.]

This is primarily an area of small beach cottages and homes, on small lots. The streets are very narrow (S. Pacific is 20 feet wide, S. Miller is 30 feet wide), and as such cannot accommodate large traffic volume. There are presently few commercial land uses in this

area, and little vacant property.

1. Active and conditionally stable foredunes are identified in Figure 2 (after page 19). Much of the land in this area falls into this category, and therefore the beaches and dunes policy applies.
2. The Clear Lake ocean outlet in this area poses some flooding hazards that must be considered for any construction in the vicinity.
3. This area should remain primarily resort residential, with a density limitation of 24 dwelling units per acre. This density limitation does not apply to duplexes, triplexes, quadplexes, or cottage clusters. Maximum density for townhouses is 25 dwelling units per acre. Motels should be allowed conditionally with attention paid to vehicle access on the narrow streets. Off-street parking is especially important. [Policy 3, Am. by Ord. 2025-04, June 11, 2025]

Nature Conservancy Area

This is a 43 acre undeveloped, natural area between S. 7th Avenue and Alder Street, and US Highway 101 on the west and Reed Street on the east. It was annexed to the City in June, 1980 and is designated as special area wetlands. [Nature Conservancy Area, amended by Ord. 277, Aug. 29, 1990.]

1. To reduce the possibility of conflicts with the natural area, the city will retain the rights-of-way to S. 7th Avenue and Alder Street as undeveloped buffer areas, using them only for the placement of utilities.
2. The City will use its rights to the water of Heitmiller Creek in such a way as to insure an adequate flow in the city's water supply but that in no way diminishes the value of the Nature Conservancy Natural Area.

Special Area Wetlands Zone (SA)

1. The perimeter of Lake Lytle and Crescent Lake contains extensive wetlands and lowlands that are subject to flooding, provide wildlife habitat, and are a significant scenic resource for Rockaway Beach. Uses in this area should respect these qualities by being low intensity, by either having a low intensity impact or being water dependent, such as boat docks or launching ramps. Public access should be provided consistent with the protection of wetland values. The perimeter of Spring Lake and Clear Lake also contains wetlands that must be protected. [Policy 1, amended by Ord. 277, Aug. 29, 1990]
2. All proposed development in this area must be reviewed to insure that there is appropriate use made of the wetlands areas, such that:

- A. Riparian vegetation shall be protected by city riparian corridor regulations.
 - B. The use of piling and floating devices is the preferred method for locating water-dependent uses. Where fill is necessary, fill will be kept to the minimum necessary to locate the water-dependent use.
 - C. Residences are located in upland areas in order to preserve the natural condition of the lakefront.
 - D. State and federal agencies that have authority in these areas are informed of any proposed filling, dredging, or other significant alteration of the shorelands. (Agencies such as the US Corps of Engineers, Department of State Lands, Oregon Department of Fish and Wildlife). [Policy 2, amended by Ord. 277, Aug. 29, 1990.]
- 3. [Policy 3, deleted by Ord. 277, Aug. 29, 1990.]
 - 4. [Policy 4, deleted by Ord. 277, Aug. 29, 1990.]
 - 5. [Policy 5, deleted by Ord. 277, Aug. 29, 1990.]
 - 6. In order to provide better fishing access to Lake Lytle, the City shall work with the Oregon Department of Fish and Wildlife (which stocks the lake) to determine if vegetarian management or other means is feasible. The possibility of providing improved parking and public access along US Highway 101 should be explored. [SA Zone as amended by Ord. 223, Aug. 24, 1982.]

Lake Lytle Wetlands Area (W)

[Zone included in SA Zone by Ord. 223, Aug. 24, 1982.]

The East Rockaway Beach Residential Area [R]

This area comprises a large portion of the City's residential area east of US Highway 101; it extends from S. 7th Avenue to N. 6th Avenue and from NE 12th Avenue to NE 24th Avenue. The area includes fairly large tracts of undeveloped land east of Crescent Lake. Development in these areas may be limited by the existence of steep slopes and wetlands. [East Rockaway Beach Residential Area, amended by Ord. 277, Aug. 29, 1990.]

- 1. Densities in these areas are designated from 9 dwelling units per acre in the area zoned R-3 to 24 dwelling units per acre for multi-unit dwellings permitted as conditional uses in the R-2 area. Density limits do not apply to duplexes, triplexes, quadplexes, or cottage clusters in these areas. Maximum density for townhouses is 25 dwelling units per acre. [Policy 1, amended by

Ord. 277, Aug. 29, 1990; Am. by Ord. 2025-04, June 11, 2025]

2. Riparian vegetation shall be protected by city riparian corridor regulations. Rockaway Beach will consider options in the future to adopt local standards to protect riparian corridors and wetlands, inventoried on the Rockaway Beach Local Wetland Inventory (LWI), consistent with Statewide Planning Goal 5 which balance protection of these resources with community development objectives. [Policy 2, deleted by Ord. 277, Aug. 29, 1990.]
3. [Policy 3, deleted by Ord. 277, Aug. 29, 1990.]
4. [Policy 4, deleted by Ord. 277, Aug. 29, 1990.]
5. Special consideration must also be given to development on steep slope areas to insure that landslide hazard and erosion is minimized. As part of the approval of a subdivision or planned unit development the planning commission may require that a grading and erosion control plan be prepared and implemented. [Policy 5, amended by Ord. 277, Aug. 29, 1990.]
6. [Policy 6, deleted by Ord. 277, Aug. 29, 1990.]
7. The City encourages the use of planned developments for the development of larger parcels in order to provide for the clustering of development as a means of minimizing the impact on sensitive areas such as steep slopes and wetland areas. [Policy 7, amended by Ord. 277, Aug. 29, 1990.]
8. [Policy 8, deleted by Ord. 277, Aug. 29, 1990.]
9. Multi-unit structures built closer to the downtown area should include dwellings for the elderly, who can benefit from proximity to the shopping areas. [Policy 9, Am. by Ord. 2025-04, June 11, 2025]
10. [Policy 10, deleted by Ord. 277, Aug. 29, 1990.]

Conditional Use Area (CU)

[Conditional Use Area, deleted by Ord. 277, Aug. 29, 1990.]

Twin Rocks Area

[Twin Rocks Area, deleted by Ord. 277, Aug. 29, 1990.]

Public Facilities Zone

The Public Facilities Zone is intended to provide area for buildings and facilities that are owned and operated by the Federal, State, or local governments, public utilities, and special

districts which are used to provide governmental or public services. This zone also provides for school sites, public park and recreation facilities, natural areas, trails, wetlands, and similar types of open space owned and managed by local government, school district or special district. [Public Facilities Zone, added by Ord. 19-435, June 10, 2020.]

Open Space, Scenic and Historic Areas and Natural Resources

1. The City will protect the Nature Conservancy's forested swamp site from incompatible uses through a special area wetlands designation.
2. The City shall protect significant riparian corridors and wetlands as follow:
 - A. The City has identified significant Goal 17 wetland areas adjacent to Crescent Lake, Lake Lytle, Clear Lake and Spring Lake. These wetlands will be protected by the City's special area wetlands area designation.
 - B. Other riparian corridors and locally significant wetlands shall be protected by city riparian corridor regulations. Rockaway Beach will consider options in the future to adopt local standards to protect riparian corridors and wetlands, inventoried on the Rockaway Beach Local Wetland Inventory (LWI), consistent with Statewide Planning Goal 5 which balance protection of these resources with community development objectives
 - C. However, wetlands that do not qualify as "significant" under Department of State Lands (DSL) administrative rules still require a permit from the US Army Corp of Engineers or the Department of State Lands before construction can begin. The City will establish a mechanism to ensure that appropriate state and federal permits are obtained prior to any site development activities in these wetlands.
3. Indian cairns, graves and other significant archaeological resources uncovered during construction or excavation shall be preserved intact until a plan for their excavation or re-internment has been developed by the State Historic Preservation office. Upon discovery of any new archaeological sites, the City will address the Goal 5 requirements through a comprehensive plan amendment. [Open Space, et al, amended by Ord. 277, Aug. 29, 1990.]

Rockaway Urban Growth ~~Boundary~~ Management Policies

Description

1. [Description 1, deleted by Ord. 277, Aug. 29, 1990.]
2. The urban growth boundary is the area in which the City may provide full or partial services (sewer, water, police and fire protection), and the area in which annexations may occur in the next 20 years. Extension of services within the area is the decision of the city council, and is contingent upon the

ability of the services to support additional development.

3. The city council and planning commission shall review the urban growth boundary as part of the periodic review of the comprehensive plan in order to make necessary changes and to account for changing conditions. [Description 3, amended by Ord. 277, Aug. 29, 1990.]

YEAR 2026 LAND NEED AND SUPPLY

In accordance with Policy 3, and as documented in the *Urbanization Report* (pp. 6-4 to 6-5), Rockaway Beach has enough land within its urban growth boundary (UGB) to accommodate growth needs through the Year 2026:

Table 6-5 shows total land demand for the 2007 to 2027 period. The results lead to the following findings:

- Total land demand for all uses is estimated to be 108 gross buildable acres for the 2007-2027 period.
- The City will need about 98 gross acres for residential uses between 2007 and 2027. Of this, 24 acres will be needed for primary homes of residents of Rockaway Beach and 74 acres will be needed for vacation homes under the high demand scenario.
- The City will need about 8 gross acres for employment between 2007 and 2027.
- The City will need about 2 gross acres for public and semi-public uses between 2007-2027.

**Table 6-5 Estimated total land need,
Rockaway Beach UGB, 2007-2027**

Land Use	Land Need (Gross Acres)
Residential	
Primary homes	
Single-family detached	16.3
Manufactured	5.2
Condo/Townhomes	1.3
Multifamily	1.2
Sub-total – Primary homes	23.9
Vacation homes (high demand)	
Single-family	50.0
Multifamily	23.5
Sub-total – Vacation homes	73.5
Subtotal – Residential	97.5
Non-Residential (Employment)	
Retail Services	5.0
Industrial	0.9
Government	2.3
Subtotal – Non-Residential	8.2
Other (Public/Semi-Public)	
Churches	1.9
Fraternal	0.1
Subtotal – Public/Semi-Public	2.0
Total Land Need	107.6

Source: ECO Northwest

Table 6-6 shows a comparison of estimated land need and land demand for the Rockaway Beach UGB between 2007 and 2027. The results lead to the following findings:

- The City has a surplus of about 57 acres of residential land [including seasonal home need projected at the high demand scenario, which is unlikely.]
- The City has a deficit of 4.4 acres of land for commercial uses.

**Table 6-6 Comparison of land need and land supply
Rockaway Beach UGB, 2007-2027**

Land use type	Land demand	Supply 2007	Surplus (deficit)
Residential	99.4	156.4	57.0
Commercial	8.2	3.7	(4.4)
Total	107.6	160.1	(4.4)

In summary, Rockaway Beach has enough residential land to accommodate both year-round residential growth as well as seasonal units. The City appears to have a small deficit of commercial land. As noted in the economic development section of the plan, the City will meet the need for commercial land by expanding the commercial district east of Highway 101. Part of this need will also be met through redevelopment of existing commercial uses, and by requiring condominium developments to include ground floor commercial space.

Procedure

4. The land within the urban growth boundary but outside the City limits (including Nedonna and a portion of Twin Rocks) is considered to be a joint management area between the City and County. Tillamook County shall have responsibility for land use decisions in this area, including zoning, street improvements and standards, and subdivisions. However, the City and County will cooperate in regulating development through the urban growth boundary policies.
5. Either jurisdiction initiating actions such as rezoning, subdivision, planned development, major sewer or water extensions or other major activities shall notify the other within 15 working days after receipt of the proposed activity. If additional time is required for a response, the jurisdiction in receipt of such a notice shall notify the other. This procedure shall apply to all actions within the urban growth boundary outside the city limits.

Urbanization Criteria

6. To preserve large parcels of land for future urban development, and to prevent premature and inefficient parcelization and development of the urbanizable land supply, new land brought into the UGA based on a demonstrated need consistent with state law, will remain in its County rural zoning classification until:

- a) the City determines that urban services are available and adequate to serve the subject property and support planned urban services, and
- b) the land is annexed to the City, and
- c) the land is zoned for urban development.

6a. Pursuant to provisions in Goal 2, Land Use Planning, the City and County are required to have coordinated and consistent comprehensive plans, which establish an Urban Growth Boundary (UGB) and a plan for the Urban Growth Area (UGA) within the boundary. In addition, the City and County share a common concern regarding the accommodation of population growth and utilization of lands within the UGB and consider it mutually advantageous to establish an Urban Growth Area Management Agreement (UGAMA) for the

purpose of facilitating the orderly transition from rural to urban land uses within the City's UGA. Therefore, the City and County currently have an UGMA and the City will work with the County to develop a revised UGMA which reflects more clearly the policies and strategies within the Rockaway Urban Growth Management Policies section of the comprehensive plan.

7. Changes in the urban growth boundary must be done by amendment of the City and County comprehensive plans consistent with the Goal 14 administrative rule (OAR 660, Division 024) and ORS 197.298 Priorities for urban growth boundary expansion.

Coordination

8. The Twin Rocks Sanitary District and the Nedonna Fire Protection District may be involved in major land use decisions, which affect their areas of influence.

A. Coordination with the Twin Rocks Water District. The Twin Rocks Water District provides fire protection services (under contract with the City of Rockaway Beach) and street lighting services (under contract with the Tillamook County PUD) to an unincorporated area known as Twin Rocks. The City shall consult with the district prior to annexations within the district boundaries to coordinate public facilities and service planning; however, upon annexation, the annexed area shall be withdrawn from the district and the City will provide, or contract for, the services presently provided by the district.

B. Coordination with the Twin Rocks Sanitary District. The Twin Rocks Sanitary District provides sanitary sewage services to the unincorporated areas known as Twin Rocks. The City shall consult with the district prior to any annexation proposal. In order to coordinate public facilities and services planning. In the plan formulation process, it was evident that the sanitary district was concerned, lest the premature withdrawal of territory from the district upon annexation to the City be untimely and otherwise result in adverse financial consequences for the district. In order to accommodate the district as far as possible, the City shall:

(1) Consult with the district before acting upon any proposed annexation of territory served by the district to determine whether annexation should be accompanied by a withdrawal of territory from the district.

(2) If there be no proposal for withdrawal accompanying annexation, the district shall continue to provide sanitary sewage services to its service area, including that area annexed.

(3) If there be a proposal for withdrawal accompanying annexation or shortly after annexation, the City and the district

shall consider the respective ability of each other to provide sanitary sewage services, the economic, social, environmental and energy consequences of withdrawal to the City, the district, and the area proposed to be annexed, and the plant and line capacities of the city and district systems.

(4) The City and the district recognize the need for coordinating Planning for Public facilities and services and the need for attendant fiscal security. This will occur at the time of periodic review. [Policy 9(B) (4), amended by Ord. 277, Aug. 29, 1990.]

C. The city shall coordinate major land use actions with the Twin Rocks Sanitary District, Twin Rocks water district, or Nedonna Fire Protection District if such actions would affect their provision of services to their service areas. [9.C added by Ord. 204, Apr. 28, 1981.)

Extension of Services – Conversion Factors

9. City services are an integral part of the City/County urban growth management strategies with extension of these services guided by the following:

A) The City and County shall not authorize urban levels of development without the provision of necessary urban services (public water and sewer services, storm drainage and urban streets) to support planned levels of development. Rural levels of development, sited without services on urbanizable land, shall be sited in such a way as to not interfere with urban levels of development and services when conversion from urbanizable land to urban lands occurs. Shadow platting and other conversion tools can be used to help satisfy this provision.

B) Proposed annexation areas must demonstrate that sufficient urban services are available or will be installed in conjunction with any land development.

C) The City and County shall require property owners and/or developers to pay their fair share of the cost of extending community services to their property and to pay for or build necessary on site public facilities and site improvements.

9a. It is anticipated that the City of Rockaway Beach and Tillamook County will cooperate in managing the urban growth area to maintain the potential for planned urban development on urbanizable lands until the land is converted to urban land. The following guiding principles will apply:

A) The City/County will require provisions of urban services to residential, commercial, and industrial lands as these lands are urbanized. Lands adjacent to the City limits are generally preferred for service over areas on the fringe (near the UGB) so that services are extended in a logical and orderly fashion.

B) Conversion of this urbanizable land to urban development generally should occur once public facilities and services are available and adequate to serve urban levels of development and the land is annexed into the City and zoned for urban development. The City and County, in managing land within the urbanizable and unincorporated portion of the Urban Growth Area may adopt language, if necessary, within its land use ordinance consistent with this provision.

C) The following definitions are associated with the urban growth management policies and strategies above:

Urban Level of Service/Development: Urban Level of Development is development which generally requires supporting full urban services, as indicated above, to be capable of reaching development levels planned for within the City of Rockaway Beach Comprehensive Plan. Any proposed subdivision partition shall be required to be developed with full urban services (i.e., public water and sewer, urban streets and adequate storm drainage facilities.)

Urban Lands: Lands inside the City of Rockaway Beach Urban Growth Boundary for which sewer and water services are available and capable of supporting planned levels of development, including associated open space and unbuildable land.

Urbanizable Lands: Land inside the City of Rockaway Beach Urban Growth Boundary that is designated for urban development for which sewer and water services capable of supporting planned development are not available.

Justification for the Rockaway Beach Urban Growth Boundary

1. The justification for the Rockaway Beach Urban Growth Boundary (UGB), previously found in the Comprehensive Plan Background Report is found in Appendix 2.

Housing Element

The state-wide goal applicable to this plan element is: *“To provide for the housing needs of citizens of the state.”*

The housing needs of Rockaway Beach differ from communities elsewhere primarily because of its coastal location, its lack of industry other than tourism, and its size. Rockaway Beach is a resort area, with approximately 65 percent of its housing used on a weekend or vacation basis. A large percentage of its permanent residents, about 30 percent, are senior citizens, which is typical of communities in the coastal area. The major housing needs of the City are basically two-fold:

1. Housing for low-income workers employed by tourist-oriented businesses, and
2. Housing for low-income senior citizens.

The City's housing strategy is to:

- Permit development on smaller lots, 5,000 square feet;
- To permit development of middle housing and multi-unit dwellings throughout most of the City;
- To encourage higher densities for middle housing and multi-unit development;
- To permit manufactured dwellings on individual lots in some zones; and
- To designate zones that provide manufactured dwelling subdivisions and manufactured dwelling parks.

[Housing strategy amended by Ord. 2025-04, June 11, 2025.]

The City has also encouraged the development of low cost federally subsidized land in conjunction with the school district. Up to the present time, housing development in the City has mostly been in the form of single-family dwellings.

Revised Housing Needs Analysis (2007)

In 2007, the City revised its housing needs analysis based on work completed by ECONorthwest. *The Urbanization Report* (p. 4-23) summarizes the results of the 2007 Housing Needs Analysis as follows:

Table 4-15 shows the forecast of new dwelling units and land need by type. The historical residential mix was 73% single-family, 18% manufactured (mobile home), and 9% multiple family. The needs analysis forecasts a higher level of multifamily housing production and shifts the housing split to 80% single-family types [including manufactured homes] and 20% multifamily types for residents. Rockaway Beach already allows for relatively high density housing; development on small lots, typically 5,000 square feet for single-family dwellings, 3,500 square feet for duplexes, and 1,750 square feet per unit for multifamily dwellings. The needs analysis also forecasts increasing densities for all types of housing. These increases are based on national, state, and regional trends of building on smaller lots and increased need for multifamily housing.

The forecast indicates that Rockaway Beach will need about 19 net residential acres, or about 24 gross residential acres to accommodate new housing for residents between 2007 and 2027.

Table 4-15. Forecast of needed new dwelling units and land need by type, Rockaway Beach, 2007-2027

Housing Type	New DU	Density (DU/net res ac)	Net Res. Acres	Net to Gross Factor	Gross Res. Acres	Density (DU/gross res. Ac)	
Single-family							
Single-family detached	98	60%	8.0	12.3	25%	16.3	6.0
Manufactured	33	20%	8.0	4.1	20%	5.2	6.4
Subtotal	131	80%	8.0	16.4		21.5	6.1
Multifamily							
Condo/Townhomes	16	10%	15.0	1.1	15%	1.3	12.8
Multifamily	16	10%	15.0	1.1	10%	1.2	13.5
Subtotal	32	20%	15.0	2.1		2.4	13.1
Total	163	100%	8.8	18.5		23.9	6.8

Coastal Vacation (Second or Seasonal) Homes

A major issue faced by northern coastal communities is accommodation of second homes used primarily for recreational and income purposes. The Urbanization Report (pp. 4-10 to 4-12) looked carefully at this issue and reported the following:

“Rockaway Beach has a large number of homes that are used seasonally or recreationally. About half of Rockaway Beach’s 1,600 homes were vacant for recreational or seasonal reasons during the 2000 Census....The Tillamook County Assessor’s data suggests that the majority of recent building activity in the City has been for seasonal housing....The challenges that Rockaway Beach faces as a result of the vacation and second homes include:

- Housing is less affordable to people living within Rockaway Beach. The City’s average wage is lower than the state average. People who can afford to purchase a second home can afford to pay more for housing than many people working in Rockaway Beach.
- Dense multifamily residential developments are being built in the commercial zone. Rockaway Beach allows residential development in land zoned for commercial use. The high value of housing for seasonal and recreational purposes has resulted in redevelopment of properties in the commercial zone from commercial to residential uses.
- Owners of vacation and second homes may be less likely to be directly engaged in the community than full-time residents. People living in Rockaway Beach may be more involved with community activities and concerns than owners of second homes, resulting in less engagement on the part of a significant share of property

owners.

The benefits of the large share of seasonal and recreational housing are predominantly economic in nature. Second homeowners and tourists are likely to patronize retail and commercial businesses in Rockaway Beach, such as stores and restaurants. In addition, property owners pay property taxes, which fund City services that they probably use less frequently than full-time residents.”

The *Urbanization Report* (p. 4-22) projects that second and vacation homes will account for half of future new home construction in Rockaway Beach:

“Table 4-14 presents a forecast for seasonal housing units for Rockaway Beach for 2007 to 2027. This forecast is based on the assumption that seasonal housing will continue to account for 50% of the housing stock in Rockaway Beach, as it did in 2000. This forecast also assumes that seasonal housing units will be developed at a greater density than housing for year-around residents, with a mix of 50% multifamily dwellings.

**Table 4-14. Forecast of seasonal units,
Rockaway Beach, 2007-2027**

Vacation homes	Mix	Low demand	High demand
Single-family	50%	175	600
Multifamily	50%	175	600
Total	100%	350	1200

Source: ECONorthwest

The high level of uncertainty in the demand for seasonal housing means that it is possible that this forecast for seasonal housing may be inaccurate. If development trends from 2005 and 2006 continue over the planning period, with more than 100 permits issued annually, the 20-year demand for seasonal housing could be as much as 1,200 dwellings. This scenario represents a possible, if somewhat unlikely, future for Rockaway Beach. The City can set policies that limit or encourage seasonal housing development.”

The *Urbanization Report* (p. 4-24) also projects how much buildable land is likely to be consumed by vacation or “seasonal” homes over the 20-year planning period:

“Table 4-16 shows a forecast of land needed as a result of demand for seasonal housing from 2007 to 2027... The estimated buildable land need is between 21 and 74 gross residential acres.

Table 4-16. Forecast of demand for seasonal housing and land need by type, Rockaway Beach, 2007-2027

Vacation homes	Mix	Density (DU/gross res ac)	Low Demand		High Demand	
			Dwellings	Gross Res Acres	Dwellings	Gross Res Acres
Single-family	50%	6.0	175	29.2	600	100.0
Multi-family	50%	12.8	175	13.7	600	47.1
Total	100%	8.16	350	42.9	1200	147.1

Redevelopment

Assumptions		
Percent of units	50%	50%
Vacant acres needed	21.4	73.5

Source: ECONorthwest

The *Urbanization Report* (p.6-5) determines that Rockaway Beach has 157 gross buildable residential acres. Even under the “high demand” scenario, the existing UGB has more than sufficient land to accommodate project needs for year-around and seasonal dwellings.

The following policies are meant to anticipate the needs for housing in Rockaway Beach, using public and private resources. Emphasis is placed on housing for the low and moderate income, primarily because it is the most difficult to provide in today’s housing market. It is a basic goal of the plan to allow flexibility in the location and density of this type of housing. [Housing Element, amended by Ord. 277, Aug. 29, 1990.]

Policies

1. The City shall support all efforts to provide low or moderate income housing in and around Rockaway Beach, and shall cooperate with the Tillamook County Housing Authority, and Northwest Oregon Housing Association.
2. The Land use Element of the comprehensive plan and the zoning ordinance shall designate areas within the City where multifamily dwellings may be located, and where mobile home parks may be developed. It is assumed that low cost multi-family housing developed with public or private financing can be located anywhere other multi-family housing is allowed.
3. [Policy 3, deleted by Ord. 277, Aug. 29, 1990.] The City shall designate sufficient buildable land within the UGB to meet housing needs identified in the *Urbanization Report* (ECONorthwest, June 2007). Approval standards for needed housing shall be clear and objective, as required by state statute and the Goal 10 (Housing) administrative rule.
4. Manufactured dwellings shall be permitted in areas zoned for single-family dwellings, subject to clear and objective design standards. [Policy 4, amended by Ord. 277, Aug. 29, 1990.]
5. Federal and state housing programs should be used to upgrade the existing housing in Rockaway Beach and to provide new dwellings.
6. The City shall review the impacts of vacation rentals on the demand for public facilities and services, neighborhood identity and community, and the City’s tax structure. [Policy 6, deleted by Ord. 277, Aug. 29, 1990.]

7. The City shall review potential impacts on buildable residential lands resulting from implementation of riparian corridor and wetland protection measures.[Policy 7, deleted by Ord. 277, Aug. 29, 1990.]
8. Housing development shall be located within the urban growth boundary established in this plan to insure that efficient, logical extensions of urban services such as sewerage, water, roads and fire and police protection will adequately serve new development.
9. Street, sidewalk and other development and subdivision improvement standards should be realistically sized so as to not add undue costs to housing development. Street widths and paving techniques should reflect the density of development, the projected traffic loads, whether the development will be permanent or vacation use, and the character of the surrounding streets.
10. Housing information, projections and needs and the buildable lands inventory must be continually reviewed and, where necessary, updated. The 2007 Housing Needs Analysis prepared by ECONorthwest is adopted as part of the comprehensive plan and supersedes previous housing needs analyses.
11. Efforts must be made through zoning, enforcement of the building code and other ordinances to repair, and where necessary, remove dilapidated structures in the City.
12. The City shall encourage the development of middle housing in its residential zones.

Transportation Element

The statewide goal applicable to this plan element is: *“To provide and encourage a safe, convenient and economic transportation system.”*

The size, geography and location of Rockaway Beach obviously limit the variety of transportation types available to residents and visitors. The automobile is the predominant form of transportation, but pedestrian and bicycle traffic, especially in the summer tourist season, must be considered as an important part of the overall transportation system. Limited public transportation is available in Rockaway Beach. Twice daily commercial bus service connects Rockaway Beach with other cities, and a bus system for the elderly has been established in Tillamook County to improve transportation access for that segment of the population.

Although a Port of Tillamook Bay rail line extends through the City, there are no rail freight or passenger facilities in Rockaway Beach. In the early part of the century, rail service was the most important means of access to the City, for both the summer recreation trade and for goods.

This plan element is intended to provide policies concerning all forms of transportation in the City, including street construction and improvement, motor vehicle, bicycle and pedestrian circulation, parking and the special needs of the elderly and the handicapped, in order to promote an efficient, safe and balanced transportation system. Only by addressing the need for different forms of transportation can reliance on the automobile be decreased and some measure of energy conservation take place. Conservation of energy resources can also be aided by limiting the width of pavement in street construction, and by encouraging cluster or higher density.

Circulation

1. Pedestrian and bicycle needs should be considered in all proposed street construction and in the improvement of existing rights-of-way, in order to increase safety and encourage the use of non-automobile transportation.
2. Construction of streets and roads in steep hillside areas should follow contour lines and natural topography wherever possible to minimize the danger of slides. [Policy 2, amended by Ord. 277, Aug. 29, 1990.]
3. Street and road construction should include provisions for drainage unless it is an area to be served by the City drainage system. Drainage in steep areas should not introduce storm runoff into the ground (except in culverts) and thereby increase the danger of landslides. Culverts shall be included in road projects where heavy runoff could cause erosion or slumping of the road bed.
4. Streets constructed by private developers must meet all applicable City standards before acceptance into the city street system. [Policy 4, amended by Ord. 277, Aug. 29, 1990.]
5. [Policy 5, deleted by Ord. 277, Aug. 29, 1990.]
6. [Policy 6 deleted by Ord. 277, Aug. 29, 1990.]
7. Street categories in Rockaway are depicted in Rockaway Beach Technical Standards and are hereby incorporated by reference.
8. In areas of steep topography or other unusual circumstances, the planning commission may waive the street standards in order to minimize slide or other hazards, especially the street width requirements. (On-street parking should be banned where necessary, with additional off-street parking required to compensate for it.)
9. [Policy 9, deleted by Ord. 277, Aug. 29, 1990.]

10. The City will cooperate with the State Department of Transportation in developing any major improvements to US Highway 101. Any major improvements shall give consideration to the following:
 - A. The enhancement of vehicular and pedestrian access across US Highway 101;
 - B. The maintenance or “improvement of parking facilities along US Highway 101;
 - C. The provision of appropriate landscaping; and
 - D. The minimization of short-term disruptions of downtown business and an enhancement of the long range viability of the downtown area.
[Policy 10, added by Ord. 277, Aug. 29, 1990.]

Parking

Parking needs in Rockaway are obviously most severe during the summer tourist season. The state Highway Division provides a wayside parking lot to provide access to the beach and the downtown area, but parking problems persist in the downtown area. The City has established a long narrow parking lot between US Highway 101 and the Southern Pacific railroad tracks between Nehalem Avenue and S. 3rd Avenue separated from the highway by a curb.

Special Transportation Needs

1. Sidewalks should be constructed along all heavily traveled streets, including US Highway 101. The state Highway Division should be encouraged to provide a sidewalk on the east side of the highway from S. 3rd Avenue to S. Stark Street.
2. Pedestrian crosswalks across US Highway 101 should be clearly marked and defined with devices such as pedestrian refuges and curbside islands.
3. Beach access should be made as easy as possible for all residents and visitors. The City should construct or maintain accesses where necessary to insure that persons of limited mobility, such as elderly and handicapped persons, can get to the beach.

4. The City should consider placing wheelchair ramps at key points in the downtown area. These ramped curbs would also be of value to people using walkers and those with poor walking ability.
5. The Tillamook County special bus service for the elderly program should be well-publicized. At present it serves Rockaway Beach with regular stops. The possibility of constructing stop shelters should be investigated. These could also be used by school children and passengers on the commercial inter-city buses.

Parks and Recreation

[Title, amended by Ord. 277, Aug. 29, 1990.]

The state-wide goals applicable to this plan element are: *“To encourage open space and protect natural and scenic resources. To satisfy the recreational needs of the citizens of the state and visitors.”*

This element of the Comprehensive Plan is intended to describe the parks, recreational facilities, and open space in the Rockaway Beach area, evaluate the availability of such areas, and maintain and expand such areas, in keeping with the appropriate state-wide goals.

The City of Rockaway Beach is naturally endowed with various types of undeveloped land suitable for recreation. The beach and forest lands, the ocean, bays and rivers in the area afford residents and visitors a wide variety of opportunities for both active and passive outdoor recreation. Strolling on the beach, stalking elk in nearby forests, fishing or boating on Lake Lytle, or swimming in other City lakes are some of the recreation possibilities. These natural recreation opportunities constitute the base of the Rockaway Beach economy.

Recognizing the scenic and recreational value of the coast, the state of Oregon long ago took steps to insure that the beach itself would remain a recreational resource available to the public. In 1915, Governor Oswald West declared the ocean beach to be a state highway, thus assuring free access to the waterfront. In 1967, the beach was declared a state recreation area. It has been state policy since that time to provide access to the beach and other state-owned recreational areas, and it is anticipated that the policy will be continued. The state Highway Division uses state revenues and federal funds to acquire and develop these access points.

It is a basic philosophy of the land use plan that, where dwellings are close to the beach, such as the land west of US Highway 101, less lot area is required. This is in recognition that the beach and ocean provide great amounts of open space and recreation opportunities to the residents in these areas.

Recreation opportunities are needed for residents of the City's neighborhoods. The City Park is undeveloped, the ball field at the school has fallen into disrepair, and the downtown has no outdoor areas at present for people to sit and relax. A small park has been developed around the City Hall building with funds from the US Bureau of Outdoor Recreation.

Policies

1. The planning commission shall work closely with the state or county parks departments early in the design stage to assist in planning park developments in the urban growth boundary. The City will cooperate with the state Parks Division in any planning for the upgrading of the Manhattan Beach Wayside and restroom improvements at the Rockaway Beach state Wayside. [Policy 1, amended by Ord. 277, Aug. 29, 1990.]
2. Existing public ownership, rights-of-way and similar public easements, which provide access to the ocean beaches or coastal lakes in Rockaway Beach shall be retained or replaced, if sold, exchanged or transferred. Rights-of-way may be vacated to permit redevelopment provided public access across the affected site is retained. [Policy 2 as amended by Ord. 223, Aug. 24, 1982 and Ord. 277, Aug. 29, 1990.]
3. Beach accesses of both the state and City should afford access to elderly and handicapped people.
4. Review of county and state park development should encourage maintenance of natural vegetation, prevention of water or wind erosion, good traffic circulation, design of restrooms or other structures to be as unobtrusive as possible, and should be in harmonious design with the surrounding environment.
5. The plan recognizes the state waysides and the state controlled beach as significant open space resources to the area.
6. Local groups such as the volunteer fire department, fraternal organizations and the local National Guard unit should be encouraged by the City to participate in development of existing parks. Playground equipment, sanitary facilities, picnic areas and landscaping are needed.
7. Preservation of open space shall be encouraged through the use of the cluster development concept in land development. Small play areas, parks and other recreational facilities should be incorporated in cluster developments and subdivisions for the benefit of their residents.
8. [Policy 8, deleted by Ord. 277, Aug. 29, 1990.]

9. [Policy 9, deleted by Ord. 277, Aug. 29, 1990.]
10. The City shall identify and provide adequate parks and recreation opportunities for its citizens.
11. Land that becomes available for public ownership through tax foreclosure or other means shall be considered for potential park, open space or recreation use, especially in the areas around Lake Lytle and Crescent.
12. [Policy 12, deleted by Ord. 204, Apr. 28, 1981; and Ord. 277, Aug. 29, 1990.]
13. [Policy 13, deleted by Ord. 277, Aug. 29, 1990.]
14. [Policy 14, deleted by Ord. 277, Aug. 29, 1990.]
15. The City recognizes the Oregon Coast Hiking Trail along the beach and the Oregon Coast Bicycle Trail along US Highway 101 as important recreation opportunities for visitors and residents of the area. These resources shall be protected.
16. [Policy 16 as amended by Ord. 204, Apr. 28, 1981; and deleted by Ord. 277, Aug. 29, 1990.]

Public Facilities and Services

The Public Facilities Plan contains an assessment of the sewer, water and storm drainage systems, with improvements projected, including a capital improvements program. Policy statements concerning sewer and water systems are found in Ordinance Nos. 93-297 and 06-399 respectively.

General policies and recommendations on each public system are as follows:

Sewerage System

(See map 11, following pages)

1. Costs of extension of the sewer system should generally be borne by those requesting service. This can be accomplished by the property owner or developer paying for the extension, or by the formation of a local improvement district (LID) for the purpose.
2. Extension of sewer lines should consider the capacity of the treatment facility, and the costs to the City versus anticipated benefits. Sewer services should be provided only if there is adequate treatment capacity available, or if there would be capacity provided within one year from the installation of the sewer

services as certified by the city Engineer or the Department of Environmental Quality.

3. Sewer service shall not be provided to those areas outside the City.

Water System

(See map 1.0, next page)

1. Water system extensions will be considered only for those areas inside the Rockaway Beach. Urban Growth Boundary [Policy 1, amended by Ord. 277, Aug. 29, 1990.]
2. The City may attach any conditions to the extension of sewer or water lines concerning the development (or non-development) of properties along the length of extensions, based on physical features of the land, density requirements, development limitations, and other considerations.

Schools

1. The City and School District should jointly develop sports and recreation facilities that could benefit each other, such as tennis courts at the high school, or a ball field next to the administration building. [Policy 1, amended by Ord. 277, Aug. 29, 1990.]
2. [Policy 2, deleted by Ord. 277, Aug. 29, 1990.]
3. [Policy 3, deleted by Ord. 277, Aug. 29, 1990.]
4. The school district should consult the city planning commission prior to the development or disposition of any land or buildings in the City or on its fringe. [Policy 4, amended by Ord. 277, Aug. 29, 1990.]

Solid Waste Disposal

The City's solid waste is trucked to the Nehalem Bay transfer station. The City is cooperating with Tillamook County's efforts to improve the recycling of solid waste. [Solid Waste Disposal, amended by Ord. 277, Aug. 29, 1990.]

Police Service

The City presently maintains a police force of three full-time officers. The City also has a mutual aide agreement with Tillamook County's Sheriff Department who also furnish police services outside the City and in the urban growth boundary. [Police Service, amended by Ord. 277, Aug. 29, 1990.]

Fire Protection and Ambulance Service

The City maintains a volunteer fire department, and contracts with surrounding areas such as Twin Rocks and Nedonna Beach. Full ambulance service is provided by the Tillamook County General Hospital which has state approved equipment and personnel. [Fire Protection and Ambulance Service, amended by Ord. 277, Aug. 29, 1990.]

Public Buildings

1. [Policy 1, deleted by Ord. 277, Aug. 29, 1990.]
2. [Policy 2, deleted by Ord. 277, Aug. 29, 1990.]

Senior Citizen Services

The City supports a Rockaway Senior Citizens Center and a nutrition program. The City has and should continue to demonstrate its commitment to this large segment of the town's population. [Senior Citizens Services, amended by Ord. 277, Aug.. 29, 1990.]

Health Services

1. [Policy 1, deleted by Ord. 277, Aug. 29, 1990.]
2. [Policy 2, deleted by Ord. 277, Aug. 29, 1990.] [Health Services provisions as amended by Ord. 204, Apr. 28, 1981; and Ord. 277, Aug. 29, 1990.]
3. The city provides facilities for a public health clinic sponsored by the Tillamook County Health Department.