# City of Rockaway Beach Planning Commission Meeting Agenda



Date: Thursday, September 18, 2025

**Time:** 5:00 P.M.

**Location:** Rockaway Beach City Hall, 276 HWY 101 - Civic Facility

Watch live stream here: https://corb.us/live-stream

View meeting later here: <a href="https://corb.us/planning-commission/">https://corb.us/planning-commission/</a>

#### Join here to attend remotely on Zoom:

https://us06web.zoom.us/j/88341226333?pwd=ZQfA0w0OkaaL5V2QmjgxdGbjIcPmkf.1

Meeting ID: 883 4122 6333

Passcode: 177266
Dial by your location
253 215 8782 US (Tacoma)

1. CALL TO ORDER – Bill Hassell, Planning Commission President

- 2. PLEDGE OF ALLEGIANCE
- 3. ROLL CALL
- 4. APPROVAL OF MINUTES
  - a. August 21, 2025 Meeting Minutes
- 5. PRESENTATIONS, GUESTS & ANNOUNCEMENTS None Scheduled
- 6. STAFF REPORTS
- 7. PUBLIC HEARING None Scheduled
- 8. PUBLIC INPUT ON NON-AGENDA ITEMS
- 9. OLD BUSINESS None Scheduled
- **10. NEW BUSINESS** 
  - a. Presentation on Tillamook County's Housing Needs Analysis
- 11. PLANNING COMMISSION COMMENTS & CONCERNS
- 12. ADJOURNMENT

# City of Rockaway Beach Planning Commission Meeting Minutes



**Date:** Thursday, August 21, 2025

**Location:** Rockaway Beach City Hall, 276 HWY 101 - Civic Facility

#### 1. CALL TO ORDER

Planning Commission President Hassell called the meeting to order at 5:00 p.m.

#### 2. PLEDGE OF ALLEGIANCE

#### 3. ROLL CALL

**Commissioners Present:** Bill Hassell, Penny Cole, Lydia Hess, Sandra Johnson, Nancy Lanyon, Jason Maxfield, and Stephanie Winchester

**Council Members Present**: Charles McNeilly, Mayor; and Mary McGinnis, Planning Commission Liaison

**Staff Present**: Luke Shepard, City Manager; Abram Tapia, City Planner; and Melissa Thompson, City Recorder

#### 4. APPROVAL OF MINUTES

Start time: 5:01 p.m.

#### a. July 17, 2025 Meeting Minutes

**Motion** by Johnson, seconded by Cole, to approve the July 17, 2025 Meeting Minutes as presented.

**Motion carried** by the following vote:

Yes: 6 (Cole, Hess, Lanyon, Maxfield, Winchester, Hassell)

No: 0

#### 5. PRESENTATIONS, GUESTS & ANNOUNCEMENTS – None Scheduled

#### 6. STAFF REPORTS

Start time: 5:02 p.m.

Tapia provided the following Planning Department updates:

• One zoning permit was issued in July.

- High volume of calls and inquiries, with several applications in progress but not yet complete.
- LUBA case public hearing scheduled for September 9<sup>th</sup>. Hearing will be a de novo review with new evidence and arguments allowed limited to two assignments of error remanded by LUBA. Hearing will be recorded.
- Two grant applications submitted to the Department of Land Conservation and Development.

#### 7. PUBLIC HEARING - None Scheduled

#### 8. CITIZEN INPUT ON NON-AGENDA ITEMS

Start time: 5:04 p.m.

• Jerry Horton, resident, advocated for allowing drive-thrus in the zoning code.

#### 9. OLD BUSINESS

Start time: 5:07 p.m.

- a. Deliberation & Decision on #CU-25-2: Consideration of an Approval for Conditional Use at 127 South Miller Street for Expansion of Non-Conforming Use in the C1 Zone
  - At 5:07 p.m., McNeilly and McGinnis excused themselves from the meeting to ensure they remain impartial should the matter come before the City Council on appeal.
  - Hassell explained that the Planning Commission held a public hearing on this matter July 17th, 2025, and the record was closed on July 24, 2025 after receipt of the applicant's final written argument.

#### Declarations of Conflict of Interest or Bias:

 Maxfield declared potential conflict of interest and potential appearance of bias due to owning a retail store near the subject property, and a past attempt to purchase the subject property. Maxfield stated he believed he could remain impartial, would participate in the hearing, and would abstain from voting only if further cause came up during the hearing.

#### **Declarations of Ex-Parte Contacts:**

- Maxfield declared that he frequently walked by the site.
- Winchester declared she stood near the site several times and observed the building and how it was situated on the lot, including parking, and imagined it being 3 stories.
- Lanyon declared she walked by, observed the large parking area behind the building, and tried to visualize how the existing footprint would be 3 stories. Lanyon stated she still had questions, but no concerns.

- Cole declared she walked by the building and drove around back to try to visualize how the proposed structure would look.
- Johnson declared being in the area incidentally several times since the last hearing, and looking at building from across the street, tried to imagine a three story building.
- Maxfield declared he was frequently in the area and wondered what it would look like in the future.
- Hess declared she had observed the building and imagined it as three stories.

#### Staff Report:

- Tapia shared updated slides, including a review of the subject property, applicant's request, and criteria for providing a conditional use.
- New information provided by the applicant most relevant to criteria included that the
  proposed use will be 3 separate living units, first floor will retain ability for future
  commercial use, and additional floors will include ADA access.
- Tapia concluded staff findings were that the criteria had been met.

#### Deliberation and Decision:

- Commissioner questioned how the property would be made ADA accessible, since the applicant didn't specify. Staff confirmed it wasn't specified, and addressing that issue would require findings based on criteria.
- Commissioner was encouraged that applicant shared intention for some long-term rental use.
- Commissioner commented that they initially had concerns about the application due to
  the Comprehensive Plan's goal of preserving the limited business district for commercial
  use, but acknowledged that the property already has conditional use approval. The
  addition of two new residentials uses helps outweigh the consideration for the
  commercial use requirement. Commissioner recommended approval subject to
  condition that they have three residential units, with the bottom floor being constructed
  to accommodate commercial uses.
- Commissioner expressed concern about commercial property and the very finite number
  of businesses, but was inclined to support the application, as it was an improvement to
  density and increased housing. Commissioner desires a mixed use standard in the
  downtown commercial area.

**Motion** by Johnson, seconded Winchester, that based on the facts and evaluations presented by the City Staff Report, and evidence presented, the Planning Commission approve Conditional Use Application 25-02 to allow for an addition to be constructed on the condition that the construction will result in the building having three residential use units, with the bottom floor constructed to allow it to be customized for a commercial use in the C1 zone, subject to the Standards outlined in the City Zoning Ordinance, and direct staff to prepare findings and conclusions, and authorize the chair to sign an order to that effect.

The **motion carried** by the following vote:

Yes: 7 (Cole, Hess, Johnson, Lanyon, Maxfield, Winchester, Hassell)

No: 0

#### **10. NEW BUSINESS**

Start time: 5:28 p.m.

McNeilly and McGinnis rejoined the meeting at 5:28 p.m.

#### a. Staff Presentation: SB406 (2023) Updates and Comprehensive Plan Amendments

- Tapia gave a presentation explaining two grant applications submitted to the Department of Land Conservation and Development (DLCD) 2025-2027 Housing Planning Assistance Grant Program, background on Senate Bill (SB) 406 updates and Comprehensive Plan amendments.
- Tapia answered clarifying questions from the Commission.

#### 11. PLANNING COMMISSION COMMENTS & CONCERNS

Start time: 5:58 p.m.

- Lanyon expressed concerns about the quantity and spacing of advertising banners on sidewalks.
- Winchester hoped to address the balance of mixed use in the commercial zone with
  future code amendments. Winchester commented on the Salmonberry Trail and hoped
  to look at opportunities for partnering with the community. Winchester expressed that
  the train was an important part of community and hoped the city would take a
  leadership role and continue to utilize that historic element to cement the community in
  the region.
- Hess advocated for adding safety signage to identify access points at the beach, as riptide warnings. Brief discussion about existing signs.
- Maxfield commented on the success of the Neah-Kah-Nie Coast Art and Music Cultural Foundation (NCAM) festival, and hoped to see more events three or four times a year. Maxfield commented on Wayside power supply issues. Shepard noted that Public Works was present to help. Maxfield thanked volunteers.
- McGinnis commented on the success of the NCAM music festival, noting it began with a Community Grant. McGinnis acknowledged Cole's contributions to NCAM.

- Cole noted the NCAM event brought new visitors to Rockaway Beach. Cole shared a positive interaction with manager of the new Pelican Brewing tap room.
- McNeilly shared personal connections to railroads. McNeilly urged taking a broader perspective when considering the Salmonberry Trail and the railroad, sharing concerns about costs, environmental risks and financial instability of the Oregon Coast Scenic Railroad (OCSR). McNeilly noted that decisions about the railroad right-of-way rested with the Port of Tillamook Bay Board, not Rockaway Beach. McNeilly noted the Salmonberry Trail's potential to create connectivity between communities.
- Hassell asked for volunteers on Saturday to help distribute emergency information. Hassell shared that the drone had started mapping riptides, but they do change. Hassell shared he is now Trail Ambassador for the big cedar trail. Hassell announced a Salmonberry guided trail event on September 6th from Anchor Street to the big cedar. Hassell advocated for ADA accessible exceptions to the short-term rental cap. Hassell stated that the NCAM festival was fantastic.

#### 12. ADJOURNMENT

**Motion** by Hess, seconded by Maxfield, to adjourn the meeting at 6:17 p.m.

Motion carried by the following vote:

Nay: 0	WillChester, nassell)
	MINUTES APPROVED THE 21 <sup>ST</sup> DAY OF AUGUST 2025
	William Hassell, President
TTEST	

Melissa Thompson, City Recorder



**Date:** August 13, 2025

To: Parker Sammons, Housing Coordinator, Tillamook County

From: Todd Chase & Tim Wood, FCS

RE: Tillamook County Housing Needs Analysis Update

The purpose of this memorandum is to provide updated housing and demographic data to forecast 20year housing demand in Tillamook County. This information will inform future housing needs by dwelling type and income level for planned development of year-round and seasonal population growth throughout the county.

This Memorandum follows the outline used in the prior 2019 Tillamook Housing Needs Analysis report, and is organized as follows:

- Demographics and Socio-Economics
- **Existing Housing Characteristics**
- Housing Affordability
- Future Housing Need
- Findings and Policy Considerations

#### **DEMOGRAPHICS AND SOCIO-ECONOMICS**

#### **Population**

The most current population estimates by Portland State University (PSU) reflect an uptick in overall population growth in Tillamook County to 27,623 (July 1, 2024 estimate). Population has also increased significantly in the City of Tillamook, Bay City, Rockaway Beach, and unincorporated areas of the County (Exhibit 1).

Exhibit 1: Population Estimates, 2000 and 2024 (PSU)

	2010	2020	2024	Change	Change	AGR
Oregon	3,837,300	4,240,296	4,238,714	401,414	401,414	0.7%
Tillamook County	25,260	27,408	27,623	2,363	2,363	0.6%
Unincorporated	15,670	17,225	17,132	1,462	1,462	0.6%
Bay City	1,290	1,405	1,548	258	258	1.3%
Garibaldi	780	830	860	80	80	0.7%
Manzanita	600	604	648	48	48	0.6%
Nehalem	270	273	297	27	27	0.7%
Rockaway Beach	1,315	1,459	1,512	197	197	1.0%
Tillamook	4,920	5,190	5,198	278	278	0.4%
Wheeler	415	422	428	13	13	0.2%

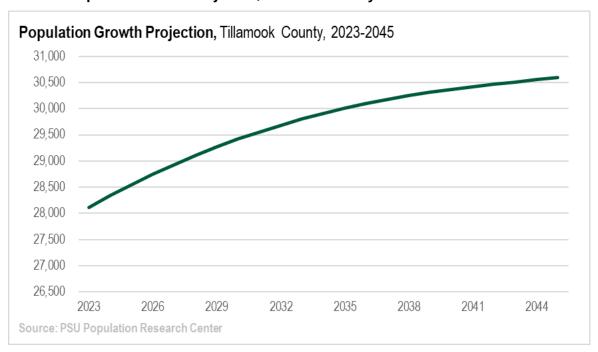
Source: PSU Population Research Center

Population within Tillamook County is projected to increase over the next 20 years - up to 30,593 residents by 2045, an increase of 2,043 people. The most recent long-term forecast by the PSU Population



Research Center (PRC) expects the population growth rate to slow to 0.3% annually. In comparison, the historic countywide population growth rate was 0.5% annually between 2000 and 2023.

**Exhibit 2: Population Growth Projection, Tillamook County** 



PSU also provides population growth projections for each of the county's Urban Growth Boundaries (UGBs) and the areas outside of UGBs. As shown below in **Exhibit 3**, areas outside of UGBs are expected to absorb more than 50% of the projected population growth between 2025 and 2045. Population growth is also expected in Rockaway Beach (+297 residents), Nehalem (+253 residents), and Tillamook (+231 residents).

It should be noted that these PRC population forecasts were prepared in year 2024, and do not reflect recent trends or local initiatives such as UGB expansion in Bay City.



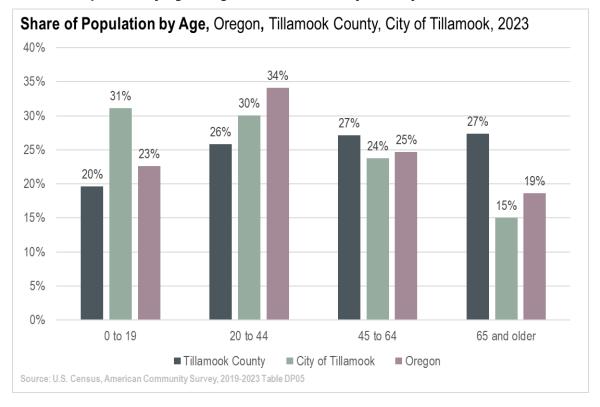
**Exhibit 3: Population Growth Projection, Tillamook County and UGBs** 

	Change (2025-			
	2025	2045	2045)	AGR
Tillamook County	28,550	30,593	2,043	0.3%
Bay City	1,622	1,629	7	0.0%
Garibaldi	853	899	46	0.3%
Manzanita	1,003	1,170	167	0.8%
Nehalem	1,515	1,768	253	0.8%
Rockaway Beach	1,833	2,130	297	0.8%
Tillamook	6,060	6,291	231	0.2%
Wheeler	427	407	(20)	-0.2%
Outside UGB Areas	15,237	16,300	1,063	0.3%

Source: PSU Population Research Center

Tillamook County has a relatively older population compared to the statewide average (27% of the population is 65 or older, compared to 19% statewide). As shown in **Exhibit 4**, the city of Tillamook, however, has a much higher share of residents under age 19 (31%) than the statewide average (23%).

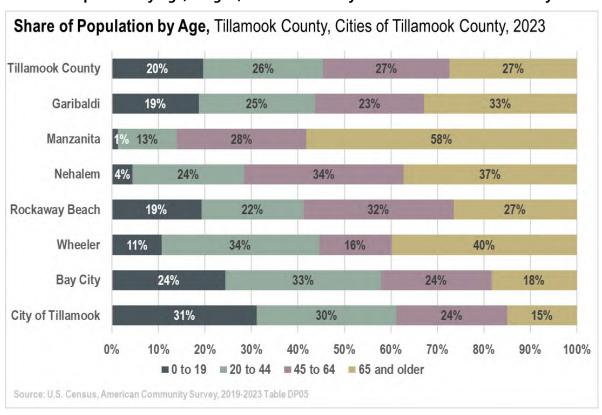
Exhibit 4: Population by Age, Oregon, Tillamook County and City of Tillamook





As shown in **Exhibit 5**, there is measurable variation in age cohorts within the cities of Tillamook County. The cities of Bay City and Tillamook are relatively younger, with 58% and 61% of their respective population under age 45. Meanwhile, Manzanita, Nehalem, and Rockaway Beach have a relatively older population.

Exhibit 5: Population by Age, Oregon, Tillamook County and Cities of Tillamook County





Tillamook County's average household size is 2.26 people per occupied household, which is well below the statewide average of 2.43. As shown in **Exhibit 6**, the cities of Tillamook (2.6) and Bay City (2.62) have the highest average household size, compared to Nehalem (1.89), Manzanita (1.85), and Wheeler (1.78) which have the lowest average household size.

Average Household Size, Oregon, Tillamook County, Cities of Tillamook County, 2023 3.00 2.62 2.60 2.43 2.50 2.26 2.18 2.02 1.89 2.00 1.85 1.78 1.50 1.00 0.50 Garibaldi Manzanita Nehalem Rockaway Ci. Of Tillamook Wheeler Bay City Oregon Beach Tillamook County Source: U.S. Census, American Community Survey, 2019-2023, Table B25010

Exhibit 6: Average Household Size, Oregon, Tillamook County and Cities of Tillamook County

#### **Income Characteristics**

The median household income (MHI) in Tillamook County (\$66,551) is well below the statewide figure (\$80,426). However, over the past 23 years, household income in Tillamook County has grown faster than the state as a whole (4.1% AGR in the county vs 3.8% statewide). MHI in the City of Tillamook (\$57,604) remains below the county and statewide average but increased by an impressive 6% annually between 2010 and 2023 (Exhibit 7).

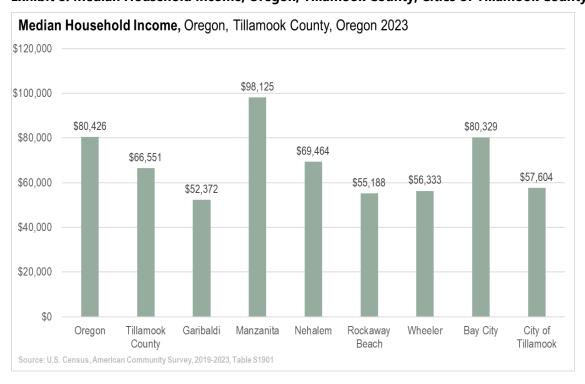


Exhibit 7: Median Household Income, Oregon, Tillamook County and City of Tillamook



Exhibit 8 shows MHI in each of the cities of Tillamook County. Incomes in Manzanita (\$98,125), Bay City (\$80,329), and Nehalem (\$69,464) are above the county average (\$66,551), while the remaining urban areas recorded below average income levels.

Exhibit 8: Median Household Income, Oregon, Tillamook County, Cities of Tillamook County





As shown in **Exhibit 9**, Tillamook County has a higher share of households earning less than \$100,000 per year and a lower share of upper-income households, compared with the statewide average.

Households by Income, Oregon, Tillamook County, City of Tillamook, 2023 45% 40% 40% 36% 35% 29% 28% 30% 27% 25% 20% 19% 20% 16% 14% 15% 10% 0% Less than \$24 999 \$25,000 to \$49,999 \$50 000 to \$99 999 \$100,000 or more ■ Oregon ■ Tillamook County ■ City of Tillamook Source: U.S. Census, American Community Survey, 2019-2023, Table DP04

Exhibit 9: Households by Income, Oregon, Tillamook County and City of Tillamook

Household incomes vary significantly between communities, with Manzanita and Bay City on the upperincome spectrum (Exhibit 10).

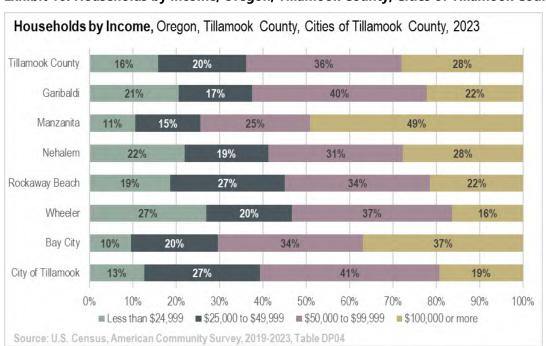


Exhibit 10: Households by Income, Oregon, Tillamook County, Cities of Tillamook County



#### **EXISTING HOUSING CHARACTERISTICS**

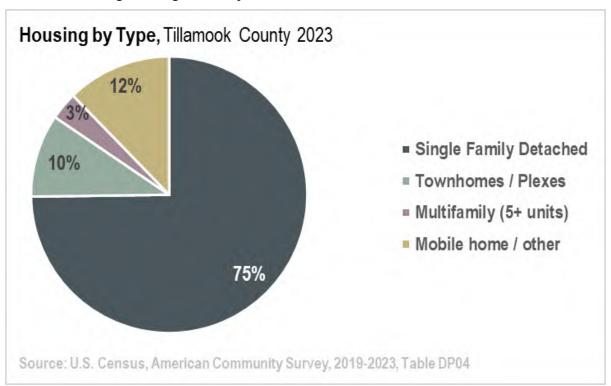
An analysis of historical development trends and local housing market dynamics provides insight regarding how the housing market functions.

#### **Housing Inventory and tenancy**

Existing housing stock in Tillamook County is dominated by single family detached, which accounts for three-quarters of the inventory. Mobile homes/other housing types constitute 12%, while townhomes/plexes account for 10%, and Multifamily (apartments and condos with more than 5 units per structure) make up 3% (Exhibit 11).

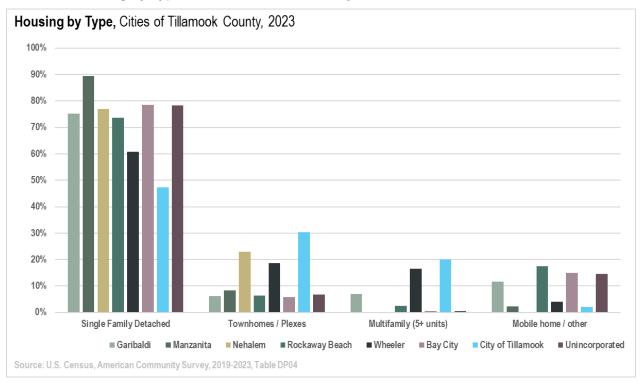
The existing housing stock within Tillamook County and its cities is predominantly single-family detached. The cities of Tillamook (50%), Wheeler (35%), and Nehalem (23%) also have significant concentrations of "middle housing" (townhomes, plexes, and multifamily). Mobile homes make up a portion of the housing stock in Garibaldi (12%), Bay City (15%), Rockaway Beach (17%), and unincorporated Tillamook County (15%) (Exhibit 12).

**Exhibit 11: Existing Housing Inventory** 





**Exhibit 11: Housing by Type, Cities of Tillamook County** 

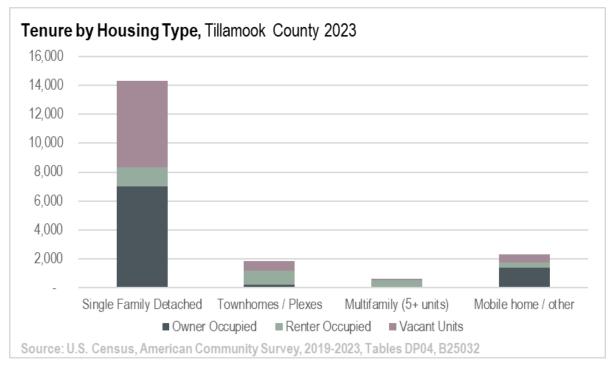


Among the County's total existing dwelling units, 8,646 (45%) are owner occupied 3,171 (17%) are occupied by long-term renters, and 7,276 dwellings (38%) are considered "seasonal" or "vacant" (mostly because they function as "second homes" for seasonal residents or vacation rentals). Home ownership is most prevalent among single-family detached and mobile home units while renter-occupied units are relatively well distributed.



Vacancy is practically zero for the multifamily category and is primarily limited to single-family detached and mobile home categories (Exhibit 12).

**Exhibit 12: Housing by Tenure, Tillamook County** 



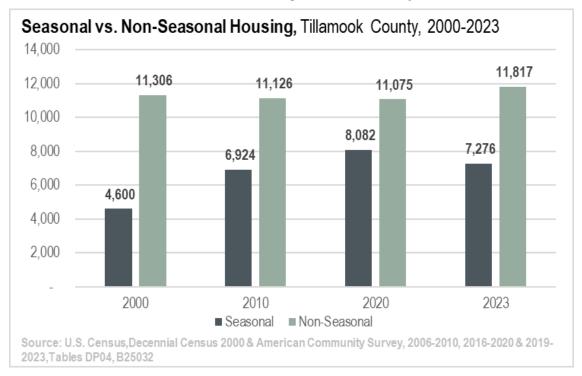
As shown in Exhibit 13, between 2020 and 2023, there has been a positive trend in the year-round housing inventory for locals that reside within Tillamook County.

Prior to 2020, virtually all net new housing added in the county was for seasonal residents. Between 2020 and 2023, the tally of year-round housing units increased by 742 dwelling units, while the count of seasonal housing declined by 806 units.

This positive trend towards increases in the year-round housing inventory reflects a mix of local policy decisions (such as new regulations and permitting requirements for short-term housing) and weaking market conditions (from higher interest rates).

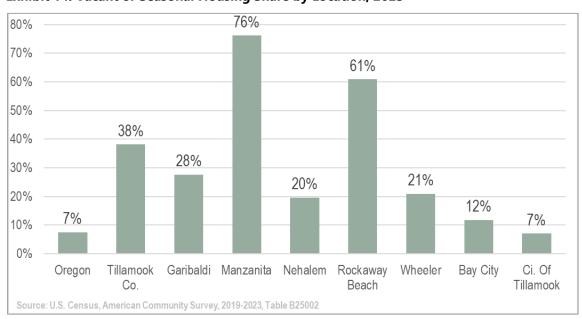


Exhibit 13: Non-Seasonal vs Seasonal Housing, Tillamook County, 2000-2023



The share of housing that is primarily for seasonal residents and short-term renters varies significantly by city. The city of Tillamook and Bay City have a relatively low share of seasonal housing, while coastal resort areas such as Rockaway Beach and Manzanita have the highest levels 61% and 76%, respectively (Exhibit 14).

Exhibit 14: Vacant or Seasonal Housing Share by Location, 2023



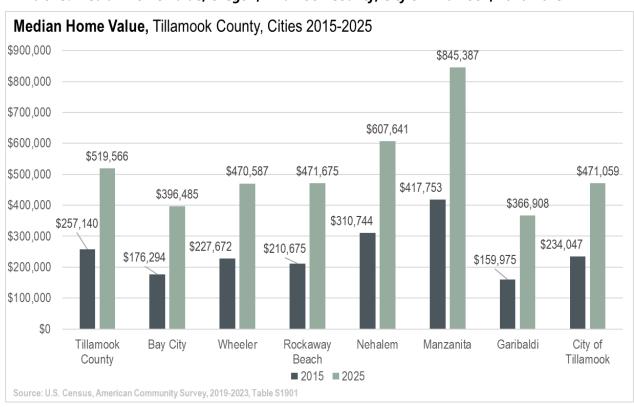


#### HOUSING AFFORDABILITY

The median home value in Tillamook County was approximately \$519,600 in 2025, according to data provided by Zillow.

The median home value in the city of Tillamook (\$471,100) was slightly below countywide average. As shown in **Exhibit 15**, median home values in Tillamook County increased by \$262,000 since 2015—an average annual rate of 7%. During this timeframe, median home values increased at an annual average rate of 7% in the city of Tillamook, 8% in Rockaway Beach, and 9% in Garibaldi.

Exhibit 15: Median Home Value, Oregon, Tillamook County, City of Tillamook, 2010-2023





Based on active home listings and average sales over the past two years, there is currently less than a four-month supply of homes available for purchase in Tillamook County. A balanced housing market is typically defined as four to six months of available inventory. The constrained housing inventory within Tillamook County is especially evident for homes priced under \$200,000 and for homes in the \$300,000 to \$400,000 price range (**Exhibit 16**).

**Exhibit 16: Home Sales and Inventory, Tillamook County** 

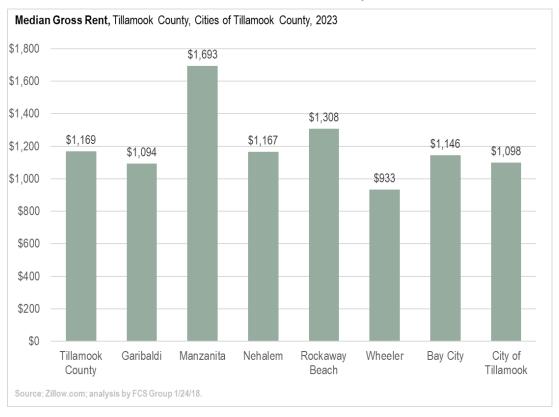
		Avg. Sales Per		
	Recent Sales	Month (past 2		Remaining
Sales Price Level	(past 2 years)	years)	Current Listings	Inventory (months)
Less than \$100,000	119	5	4	0.8
\$100,000 to \$199,999	89	4	2	0.5
\$200,000 to \$299,999	155	6	41	6.3
\$300,000 to \$399,999	272	11	27	2.4
\$400,000 to \$499,999	194	8	34	4.2
\$500,000 or more	602	25	126	5.0
Total	1,431	60	234	3.9

Source: Zillow analysis on 2/13/25

Median rents among local cities are generally in line with the countywide average (\$1,169/month), with the highest rents found in Manzanita (\$1,693/month) (Exhibit 17).







In response to the Tillamook County need for affordable housing that was documented in the 2019 Housing Needs Analysis, Tillamook County staff have been working with local cities and non-profit developers to develop and preserve workforce housing and government-assisted affordable housing, Between 2019 and August 2025, approximately 131 new, deed-restricted affordable rental units have been added to the Countywide housing inventory, and an additional 32 units were preserved (see Exhibit 18).

The recent development and retention of deed-restricted rental housing combined with measurable increases in household income levels are helping to address affordability challenges in the local community, as shown in a reduction in severe rent burdens discussed below.



Exhibit 17: Attainable Housing Units Added or Preserved, Tillamook County, 2019-2025

Project Name	Location	Number of Units	Income Segment Targeted
Willet Apartments	City of Tillamook	46	30%-60% of AMI
Turnstone Commons	City of Tillamook	30	30%-80% AMI
Golden Eagle II	City of Tillamook	32*	0%-60% AMI
Dance Studio Apartments	City of Tillamook	4	120% AMI
Bayside Commons	City of Nehalem	24	30%-60% AMI
KingFisher Apartments	Pacific City	23	120% AMI
Shuman Apartments	City of Wheeler	4	60%-120% AMI

Source: Tillamook County Staff

#### **Housing Cost Burdens**

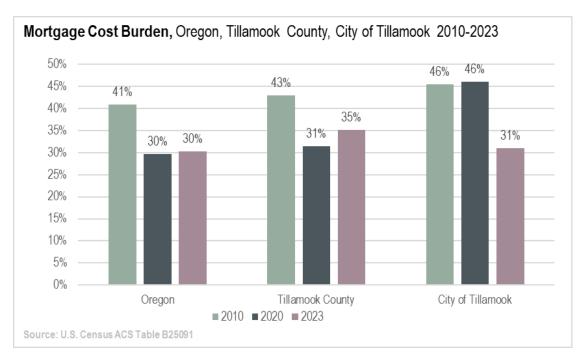
According to the U.S. Housing and Urban Development (HUD), households are considered "cost burdened" if they pay over 30% of their annual income on housing. Households are "severely cost burdened" if they pay over 50% of their income on housing.

As shown in **Exhibit 19**, the share of homeowners paying more than 30% of their income on their mortgage has come down from the highs recorded back in 2010 for the state (41% down to 30%), Tillamook County (43% down to 35%) and the City of Tillamook (46% down to 31%).

<sup>\*</sup>Indicates existing units that were preserved



Exhibit 19: Share of Mortgage Burdened Households, Oregon, Tillamook County, City of Tillamook, 2010-2023

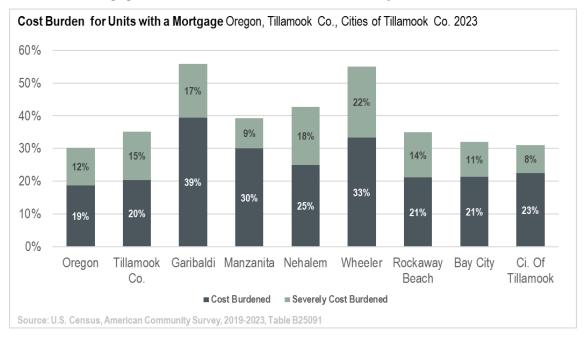


The areas with the highest housing mortgage cost burden are found in the cities of Wheeler and Garibaldi (Exhibit 20).

It should be noted that the UGB expansion under consideration in Bay City would require a share of new units be income restricted, including units designed to be owner-occupied. Providing affordable ownership opportunities will help cities like Bay City address most, if not all, of their housing cost burden.

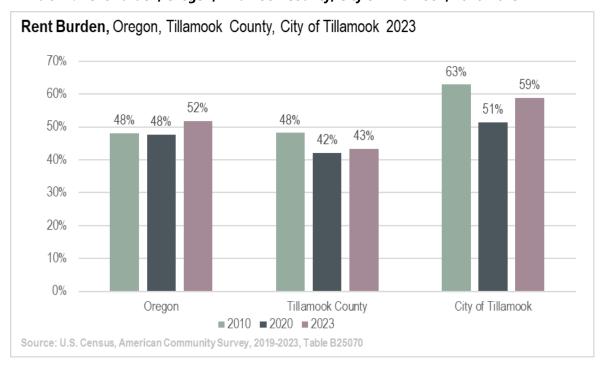


Exhibit 20: Mortgage Cost Burden, Cities of Tillamook County, 2023



Housing cost burden for renters in Tillamook County declined measurably over the past decade but continues to increase statewide. Between 2010 and 2023, rental cost burden within Tillamook County declined from 48% in 2010 to 43% in 2023. During this same time frame rental cost burdens increased statewide from 48% to 52% (Exhibit 21).

Exhibit 21: Rent Burden, Oregon, Tillamook County, City of Tillamook, 2010-2023





Severe rent burden data varies among the cities of Tillamook County. For example, in Rockaway Beach over 1 in 3 renters face severe rent burden (spending >50% of their income on rent) (Exhibit 22).

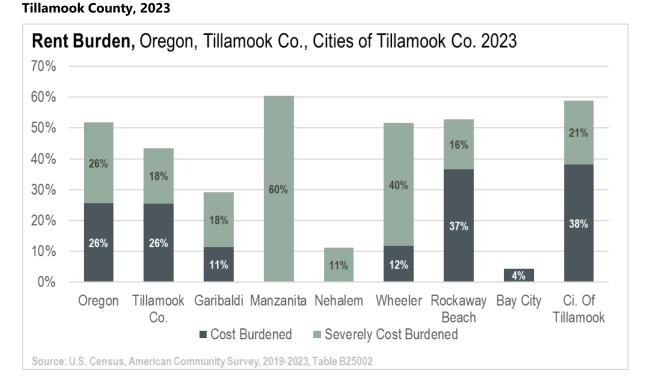
It should be noted that an upcoming housing development in Manzanita will provide 60 units of workforce housing; and would eliminate the severe cost burden in that community where 80% of rental households currently pay more than half of their income on rent.

**Exhibit 22: Rent Burden, Cities of** 

**Focus on severe rent burdens:** considering the recent increase in deed-restricted affordable housing, the share of Tillamook county households experiencing severe rent burden declined from 23% in 2017 to 18% in 2023. This represents nearly 370 residents lifted out of severe housing cost burden hardship!

During this same time frame, severe rent burden statewide increased from 25% to 26%.

This success indicates that the work Tillamook County is doing to advance housing affordability is working!





#### **Workforce Housing Demand**

Representatives from local businesses, school districts, hospitals and emergency service providers (i.e., police and fire districts) have expressed concern over the lack of attainable housing for their employees. It have been apparent for the past several years, that many workers must travel very long distances to jobs in Tillamook County. According to U.S. Census stats, over 1 in 4 workers in Tillamook County commute greater than 50 miles each way (100 miles per day); which is nearly double the statewide average. Nearly 1 in 3 local workers currently reside outside Tillamook County<sup>1</sup>.

FCS evaluated current market gaps in Tillamook County's available housing inventory. High shares of vacation rentals, low vacancy rates, and limited contractor availability are some of the issues that have contributed to the current housing imbalance, which can be rectified by the construction of additional housing.

As indicated in Exhibits 23 and 24, based on conservative market capture rates, it is estimated that there is an existing housing supply gap for 150 to 250 housing units that are needed to address a portion of the market demand from workers, particularly for relatively attainable for-sale housing priced under \$400,000.

Exhibit 23: Long Distance Commuter Analysis and Related Unmet Housing Demand

	Workers
Workers in Tillamook County	9,140
100+ Mile Daily Commuters	2,314

		Total Dwelling
	Capture Rate	Units
Low Capture Rate	15%	154
Medium Capture Rate	20%	205
High Capture Rate	25%	256

Source: Prior Tables, U.S. Census On The Map Tool

There is also a significant market gap within the County rental inventory. The current market gap reflects a current short-term need for over 740+ additional long-term rental units. If we conservatively assume a 50% capture rate for rentals, Tillamook County could absorb over 220+ rental dwellings in the next few years.

Because the estimates are not derived from a probability-based sample, no sampling error measures are applicable. While no direct measurement of these joint effects has been obtained, precautionary steps are taken in all phases of collection and processing to minimize the impact of nonsampling errors.

<sup>&</sup>lt;sup>1</sup> Note: These findings are based on U.S. Census On-the-Map Longintudinal Employer-Household Dynamics (LEHD) data which are based on tabulated and modeled administrative employer suvey data, which are subject to error. The Quarterly Workforce Indicators (QWI), LEHD Origin-Destination Employment Statistics (LODES), Job-to-Job Flows (J2J), and Post-Secondary Employment Outcomes (PSEO) are available online for public use.



Locally and nationally, there is an insatiable demand for affordable housing. Considering inadequate levels of state and federal housing grants, this analysis assumes a 50% market capture rate in local construction of government supportive affordable housing units over the short-term (1-5 years). This would result in 140+ units of low-income housing added in Tillamook County to address the current need for affordable housing.

Exhibit 24: Analysis of Rental Housing Market Imbalance, Tillamook County, 2023

		Estimated			
	Renter-Occupied	Available Rental	Pent Up	Capture Rate for	Housing
Median Household Income Range	Households	Units	Demand	Analysis	Capture (units)
\$75,000 or more	830	275	(454)	50%	227
\$50,000 to \$74,999	839	940	(434)	JU /0	221
\$35,000 to \$49,999	477	1,106			
\$20,000 to \$34,999	395	508			
Less than \$20,000	363	81	(288)	50%	144
Zero or Negative Income	267	261	(200)	50%	144
Total	3,171	3,171	(742)		371

**Source:** U.S. Census Bureau, 2019 - 2023 American Community Survey, compiled by FCS GROUP.

#### **FUTURE HOUSING NEEDS**

Consistent with the prior 2019 Tillamook HNA, the methodology used in this study to determine future housing needs includes two population growth scenarios for Tillamook County. They include:

- Scenario A Baseline Forecast
- Scenario B Baseline + Unmet Housing Demand Forecast

#### **Scenario A: Baseline Housing Demand Forecast**

The 2025-2045 housing forecast for Tillamook County considers the population, socioeconomic and housing characteristics described earlier.

The baseline forecast applies the long-term population forecast by PSU and assumes that current household size, group quarters demand, vacancy rates and seasonal housing rates remain constant.

With the baseline forecast, Tillamook County is projected to add 2,043 additional year-round residents and would need approximately 1,450 new dwellings over the next 20 years (Exhibit 25).

In addition to the demand generated by households, there will also be approximately 60+ living units (rooms) needed to address demand for people living in group guarters, assisted living facilities or temporary shelters.

<sup>\*</sup> Calculated as 30% of income range based on HUD guidelines



**Exhibit 25: Scenario A Housing Needs Projection** 

	2025 Est.	2045 Proj.	Change
Tillamook County Population	28,550	30,593	2,043
Less Group Quarters (3%)	855	917	61
Pop in Households	27,695	29,676	1,982
Avg. Household Size	2.21	2.21	
Households (year round)	12,532	13,428	897
Vacancy and Seasonal Housing Assumption	38.1%	38.1%	552
Growth-related Housing Demand (dwelling units)	20,247	21,696	1,449

#### Scenario B: Baseline + Unmet Housing Forecast

This scenario includes the baseline housing forecast based on future growth along with a portion of the current market gap to address the current housing imbalance identified in the prior section of this report. In addition to baseline housing demand for approximately 1,450 dwellings and 60+ group quarters units, an additional 520+ units of short-term market demand is included. This additional housing demand includes approximately 150 units of for-sale housing targeted to workers that currently commute long distances, plus 220+ units of long-term market rate rental housing attainable to households earning 50% to 120% of the MFI; and another 150+ units of affordable housing for households earning less than 50% of the MFI level.

As discussed earlier in this report, there is a demonstrated "market gap" for workforce housing and government supportive affordable housing in Tillamook County. In scenario B, it is assumed that the projected housing demand over the next 20 years equates to over 2,035 units (Exhibit 26).

**Exhibit 26: Scenario B Housing Needs Projection** 

	2025 Est.	2045 Proj.	Change
Tillamook County Population	28,550	30,593	2,043
Less Group Quarters (3%)	855	917	61
Pop in Households	27,695	29,676	1,982
Avg. Household Size	2.21	2.21	
Households (year round)	12,532	13,428	897
Vacancy and Seasonal Housing Assumption	38.1%	38.1%	552
Growth-related Housing Demand (dwelling units)	20,247	21,696	1,449
Plus Pent-Up Demand for Market Apts.			227
Plus Pent-Up Demand for Gov't Assisted Units			144
100+ Mile Commuters			154
Plus Group Quarters			61
Total Net New Housing Demand			2,035



#### **HOUSING NEEDS BY LOCATION**

To help understand how local market forces can shape housing demand, and to help coordinate planning efforts at the city and county level, FCS prepared an analysis of housing needs for the north, central and south county regions, which are shown in **Exhibit 27**.

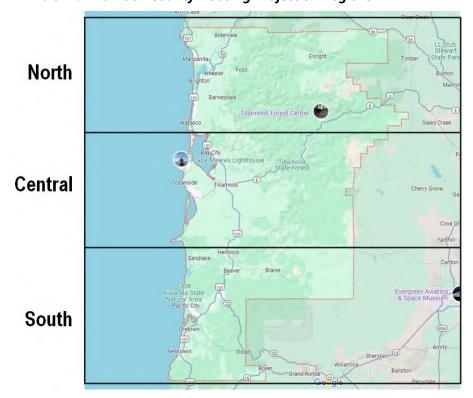
This analysis recognizes that each of these three subregions are unique.

The North region extends from Garibaldi to Manzanita and Aldervale. This region is where we find the highest home values and rents along coastal areas, as well as the highest housing cost burdens for both owners and renters. Yet, the area also includes some relatively attainable yet limited housing inventory in the city of Garibaldi.

The Central region includes the important east-west gateway along SR 6 into the city of Tillamook (county seat). The region includes the highest share of permanent year-round residents, major employers visitation levels, and services for county residents. The cities of Bay City and Tillamook are currently challenged by a lack of infrastructure and buildable lands in the short-term, but have significant long-term growth potential.

The South region includes a mix of coastal resort towns (Pacific City, Neskowin) as well as small inland communities (Hemlock, Beaver, Blaine). This region is also uniquely positioned as a bedroom community for those working to the north or in the greater Salem/Keiser/Grande Rhonde region.

**Exhibit 27: Tillamook County Housing Projection Regions** 





Trends in population growth and concentrations of seasonal and year-round housing inventory levels vary by region and are considered for understanding how agglomeration affects the housing market.

For instance, the Central Region is home to over half of the county's population (55%) but accounts for only 41% of the county's housing units. This phenomenon is likely due to the higher concentration of vacation homes communities like Manzanita and Rockaway Beach which sit empty for parts of the year.

To account for the variance in agglomeration of housing demand by future residents and seasonal residents/visitors, input was provided by the Tillamook County Housing Commission to weigh these factors as follows: 75% of net new housing will be allocated based on existing housing concentration and 25% based on permanent population (Exhibit 28).

This forecast also assumes that the majority of the housing production would occur in communities that can provide water and sanitary sewer service, with capacity that can be increased as needed to accommodate new housing development.

A detailed analysis of existing housing and population data by location can be found in **Appendix A**.

Exhibit 28: Tillamook County Housing and Population Concentration by Region, 2023

**Current Housing Inventory** 

Garront Housing inventor	J		
North	Central	South	Total
40%	41%	19%	100%

Source: U.S. Census Bureau 2019-2023 ACS data, Table DP04

**Current Population** 

North	Central	South	Total
30%	55%	15%	100%

Source: U.S. Census Bureau 2019-2023 ACS data, Table DP05

**Housing Projection Weights** 

Factor	Weight
Existing Share of Housing	75%
Existing Share of Population	25%

Applying the allocations and weights shown in Exhibit 28 to the 2,035 net new housing units shown in Exhibit 26, the North Region should plan to accommodate 763+ additional dwelling units over the next 20 years (38+ units per year). The Central Region is projected to experience the highest level of demand with 909+ additional dwelling units (45+ units per year). The South Region is also projected to experience measurable housing demand with 363+ dwellings needed over the next 20 years (Exhibit 29).

Exhibit 29: Projected New Housing Units by Region, Tillamook County, 2025-2045

North	Central	South	Total
763	909	363	2,035

<sup>\*</sup> Hybrid allocation weighted based on 75% housing and 25% population-based allocation methods.



A forecast depicting expected demand by housing type within each subregion is shown in **Exhibit 30**.

The Tillamook County HNA update recognizes the long-term trends towards increasing demand for more attainable middle housing types (such as apartments, townhomes, plexes and manufactured homes). The long-term forecast predicts a range in housing types to address market preferences, including: 1,188+ single-family detached homes; 190+ townhomes; 182+ units in plexes; 265+ multifamily units (apartments and condos); and 210+ manufactured housing units and/or accessory dwellings.

Exhibit 30: Projected New Housing Units by Region & by Type, Tillamook County, 2025-2045

	North	Central	South	Total
Single Family detached	496	445	247	1,188
Single Family attached	53	100	36	190
2-4 Units per structure	46	100	36	182
5+ Units per structure	61	182	22	265
Mobile Homes	107	82	22	210
Total	763	909	363	2,035

Source: Prior Tables

The Tillamook County Housing Commission also requested that housing projections be provided by household income level. Exhibit 31 below reflects the types of housing products that would most likely address overall housing demand by income level based on current household incomes in Tillamook County.

Exhibit 31: Projected New Housing Units by Region & by Income, Tillamook County, 2025-2045

Household Income Level	North	Central	South	Total Dwellings	Attainable Housing Products
Upper (120% or more of MFI)	262	312	125	699	Standard Detached Homes
Upper Middle (80% to 120% of MFI)	164	195	78	438	Small Lot Homes, Townhomes, Apartments
Lower Middle (50% to 80% of MFI)	134	160	64	358	Townhomes, Cottage or Mfg'd. Homes, Plexes, Apartments
Low (less than 50% of MFI)	86	103	41	231	Govt. Assisted & Accessory Dwellings
Very Low (less than 30% of MFI)	116	138	55	309	Govt. Assisted Housing
Total Dwelling Units	763	909	363	2,035	

Source: estimates based on prior tables and stated assumptions.



#### FINDINGS AND POLICY CONSIDERATIONS

To address the current and future demand from population growth and underproduction of workforce housing and affordable housing, it is recommended that Tillamook County and its communities plan to accommodate at least 2,035 additional housing units over the next 20 years.

Actual housing demand will, likely, surpass this long-range forecast given that some existing housing units will need to be replaced over the next 20 years due to their aging condition.

#### **Key Findings**

Key findings of the HNA were presented to the Tillamook County Housing Commission (see Appendix B) highlights of which include:

- The population of Tillamook County is forecast to grow at an annual rate of 0.3%, over the next two decades, adding over 2,000 new residents.
- Population growth, seasonal housing, and workforce housing demands will require the addition of nearly 2,000 dwelling units as well as about 60 group quarters dwellings.
- The county and cities may consider locations where upzoning can allow more middle and higherdensity development to accommodate rental housing needs.

#### **HOUSING POLICY CONSIDERATIONS**

As Tillamook County initiates the Housing Production Strategy (HPS) process, FCS reviewed potential housing policies that cities and counties throughout Oregon have used to address various housing issues.

To accommodate the future needed housing mix projected in Tillamook County, the county and cities may implement new policies aimed at preserving and enhancing the existing housing inventory and incentivizing development of additional higher-density dwellings (cottage homes, duplexes and apartments).

As a part of the upcoming HPS, the County will consider policy options intended to increase production of needed housing.

#### Housing production strategies are typically separated into seven categories:

- **Zoning and Code Changes**
- **Reduction of Regulatory Impediments**
- **Financial Incentives**
- **Financial Resources**
- **Tax Exemption and Abatement**
- **Land Acquisition, Lease, and Partnerships**
- **Custom Options**

Potential housing policies are outlined in Exhibit 32 for future reference and discussion.



**Exhibit 32: Housing Policy Considerations** 

Action Number	Description	Category
A-1: Develop Criteria & Process for Identifying Land to Upzone	Develop criteria and a process for identifying land to up-zone (or rezone) to meet the deficit of land for multifamily development. The criteria may include considerations of location, transportation access, access to and capacity of infrastructure, site size, development constraints, and other relevant criteria.	Category A: Zoning and Code Changes
A-2: Limits on Short Term Rentals (STRs)	Identify and implement STR regulations allowable by the State of Oregon.	Category A: Zoning and Code Changes
B-1: Lower Off- street Parking Requirements for multifamily development	Evaluate reductions to off-street parking requirements for multifamily housing, including housing serving seniors and other populations that may have lower car ownership.	Category B: Reduce Regulatory Impediments
B-2: ADU Development Standards	Simplify development standards for accessory dwelling units. Provide a set of pre-approved ADU building plans or pre-fab units that can be permitted by right.	Category B: Reduce Regulatory Impediments
C-1: Incentives to Encourage Developers	Research incentives and funding opportunities which are available to private and non-profit developers and create FAQ sheets to inform developers on how to apply for those incentive programs.	Category C: Financial Incentives
C-2: Incentives for Deed Restricted Housing	Provide incentives to encourage developers to build a variety of housing types, including incentives to support income-restricted housing. Examples include reduction of fees for funding off-site infrastructure, bonus density allowances, and property tax reductions.	Category C: Financial Incentives
C-3: Identify High- Priority Infrastructure Projects	Identify areas of high priority for improving infrastructure to support new residential development, focusing on opportunities for new development.	Category C: Financial Incentives
D-1: Ensure CIP Includes Funding for Infrastructure that serves future housing developments	Ensure that local Capital Improvement Plans include funding for infrastructure necessary to support residential development.	Category D: Financial Resources
D-2: Create an Affordable Housing Fund	Create affordable housing fund, by identifying a funding source such as a construction excise tax, short term rental tax, transient room tax or other source.	Category D: Financial Resources



Action Number	Description	Category
F-1: Monitor Residential Land Supply & Housing Inventory	Develop and implement a system to monitor the supply of residential land periodically. This includes monitoring residential development (through permits) as well as land consumption (e.g., development on vacant or re-developable lands).	Category F: Land Acquisition, Lease, and Partnerships
F-2: Housing on City/County Surplus Land	Local agencies may designate surplus property for housing development that includes income restrictions.	Category F: Land Acquisition, Lease, and Partnerships
Z-1: Education for Property Owners/ Developers	Provide information and FAQs to local developers and property owners to help them understand how to navigate the land use permitting process.	Category Z: Custom Options



#### **APPENDIX A: HOUSING AND POPULATION DATA BY LOCATION, 2023**

#### **Housing Units by Type and Location, 2023**

Location	Region	1-unit, detached	1-unit, attached	2 units	3 or 4 units	5 to 9 units	10 to 19 units	20 or more	Mobile home	Boat, RV, van, etc.	Total Housing Units
Barnesdale	North	52	-	-	-	-	-	-	22	-	74
Bay City	Central	687	23	23	5	-	5	-	131	-	874
Bayside Gardens	North	598	-	-	-	-	-	25	181	-	804
Beaver	South	37	-	-	42	-	-	-	29	-	108
Cape Meares	Central	201	-	-	-	-	-	-	-	-	201
Cloverdale	South	31	-	32	-	-	-	-	-	-	63
Fairview	Central	169	83	-	-	-	-	-	52	-	304
Garibaldi	North	390	12	5	15	2	9	25	53	7	518
Hebo	South	33	32	-	-	-	-	=	-	=	65
Idavale	Central	43	36	-	=	-	=	=	67	=	146
Manzanita	North	1,175	43	54	12	-	=	=	30	=	1,314
Neahkahnie	North	268	-	53	-	-	=	=	=	=	321
Nehalem	North	114	17	15	2	-	=	=	=	=	148
Neskowin	South	568	94	32	29	=	=	=	=	=	723
Netarts	Central	673	58	30	29	-	=	=	161	=	951
Oceanside	Central	476	72	59	=	-	=	=	16	=	623
Pacific City	South	1,416	31	-	29	-	=	=	71	=	1,547
Pleasant Valley	Central	222	=	-	=	-	10	-	43	=	275
Rockaway Beach	North	1,355	72	38	9	10	10	26	272	50	1,842
Tillamook City	Central	1,017	313	127	213	59	68	303	47	=	2,147
Wheeler City	North	183	14	42	-	50	-	=	12	=	301

Source: U.S. Census Bureau 2019-2023 ACS data, Table DP04



#### **Population by Location, 2023**

Jurisdiction	Population
Tillamook County	27,471
Unincorporated	10,266
Barnesdale	157
Bay City	1,523
Bayside Gardens	1,194
Beaver	175
Cape Meares	189
Cloverdale	181
Fairview	523
Hebo	353
Garibaldi	769
ldaville	188
Neahkahnie	300
Manzanita	581
Nehalem	225
Neskowin	274
Netarts	805
Oceanside	423
Pacific City	1,638
Pleasant Valley	589
Rockaway Beach	1,577
Tillamook	5,229
Wheeler	469

Source: U.S. Census Bureau, 2019-23 ACS (S0101)



#### APPENDIX B: PRESENTATION TO TILLAMOOK COUNTY HOUSING COMMISSION 8/8/2025







- Housing Data Update
- Revised Housing Forecast Scenarios
- Summary of Key Findings

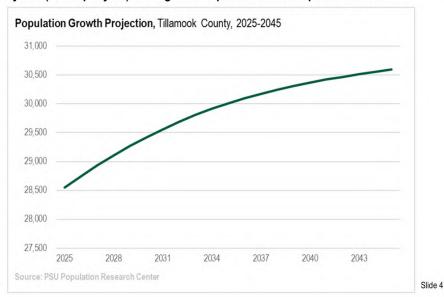
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## **Population Growth Forecast**

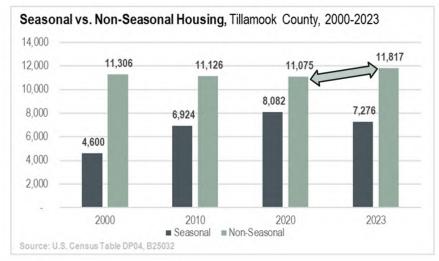
Current forecasts expect 2,043 net new full-time residents in Tillamook County over 20 years (+/-102 per year). Most growth expected in unincorporated areas.



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## Year-Round Housing Inventory Is Up!

- After 20 yrs of large increases, the Seasonal housing inventory decreased by 806 units
- Good News: A corresponding increase in Year-Round Housing for Residents!



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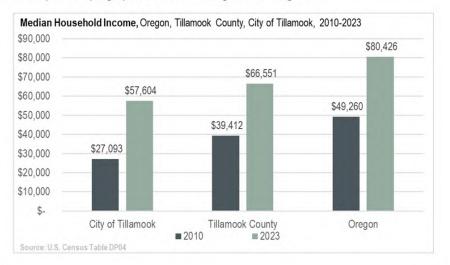
Slide 5





## Local Incomes are Rising!

- Tillamook County and City of Tillamook showing significant increases in HH income
- Median HH Incomes in County: up 5.7% annually over past 10 years, but...
- Still not quite keeping up with annual change in housing costs

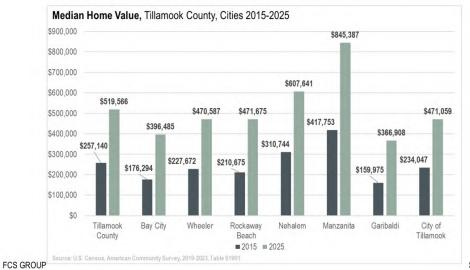


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## Median Home Values Keep Rising

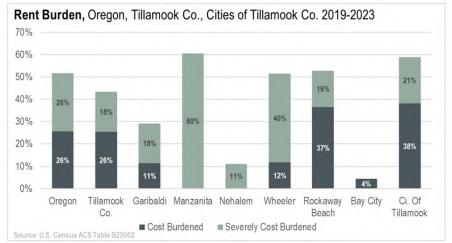
- Housing values up across Tillamook County (up 7.3% annually over past 10 years)
- At today's interest rates, annual HH income of \$106,000 is needed to "afford" a median priced home (\$520,000)





## Rent Burdens: Now Lower than State & Improving

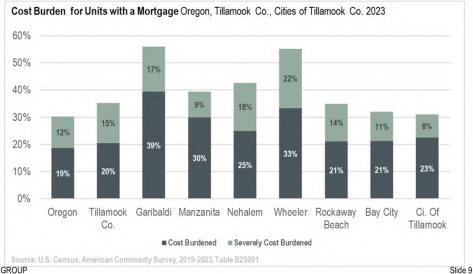
- Rent burden = spending > 30% of income on housing, severe rent burden = > 50%
- Good News! County Severe Rent Burden Declined to 18% from 23% in 2017
- Severe Rent burdens highest in Manzanita, Wheeler and city of Tillamook
- Planned Workforce Housing (60 units) in Manzanita would resolve issue there



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## Mortgage Burden: Higher Than State.

- Mortgage burden = spending > 30% of income on housing, severe burden = > 50%
- Bay City UGB expansion and housing development would help



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# Workforce Housing Needs Gap: Long Distance Commuter Analysis

- 2,300+ workers in Tillamook County travel to & from jobs over 100 miles per day!
- Conservative "capture" of this demand = 150 to 260 dwellings needed ASAP.
- · Demand strongest for smaller homes, cottages and long-term rentals.

The second second second	Workers
Workers in Tillamook County	9,140
100+ Mile Daily Commuters	2,314

	0.00	Total Dwelling
Sales Sales	Capture Rate	Units
Low Capture Rate	15%	154
Medium Capture Rate	20%	205
High Capture Rate	25%	256

Source: Prior Tables, U.S. Census On The Map Tool

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## Rental Housing Market Gap Analysis

- "Rent Gaps" predominantly exist at both ends of the housing inventory
- "Capturing" a share (50%) of under-production demand = 370+ dwellings needed ASAP
- This includes approx. 227 market-rate units and 144 affordable housing units
- Demand strongest for apartments, condos, plexes or accessory dwellings.

		Estimated				
Median Household Income Range	Renter-Occupied Households	Available Rental Units	Pent Up Demand	Capture Rate for Analysis	Housing Capture (units)	
\$75,000 or more	830	275	(454)	50%	227	
\$50,000 to \$74,999	839	940	(454)	50%	227	
\$35,000 to \$49,999	477	1,106				
\$20,000 to \$34,999	395	508				
Less than \$20,000	363	81	(288)	50%	144	
Zero or Negative Income	267	261	(200)	30%	144	
Total	3,171	3,171	(742)		371	

Source: U.S. Census Bureau, 2019 - 2023 American Community Survey, compiled by FCS GROUP.

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<sup>\*</sup> Calculated as 30% of income range based on HUD guidelines



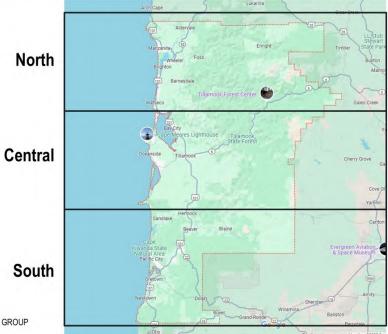
## 20-Year Housing Needs Forecast

- · Scenario B: Baseline demand plus housing to address under-production
- Housing Need = 2,057 housing units, plus 60+ group quarters (rooms)

	2025 Est.	2045 Proj.	Change
Tillamook County Population	28,550	30,593	2,043
Less Group Quarters (3%)	855	917	61
Pop in Households	27,695	29,676	1,982
Avg. Household Size	2.21	2.21	
Households (year round)	12,532	13,428	897
Vacancy and Seasonal Housing Assumption	39.0%	39.0%	575
Growth-related Housing Demand (dwelling units)	20,560	22,031	1,471
Plus Pent-Up Demand for Market Apts.			227
Plus Pent-Up Demand for Gov't Assisted Units			144
100+ Mile Commuters			154
Plus Group Quarters			61
Total Net New Housing Demand			2,057

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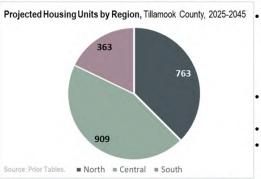
# North/Central/South Housing Needs



Slide 13



# Subarea Housing Needs Forecast



- Needs forecast revised based on feedback provided by Housing Commission
  - · Fewer units for Central region
  - Higher share of middle housing
  - · Projection by income now included
- Single family detached is expected to make up 58% of net new housing units
- Middle-Housing and Apts: 31%
- Mobile Homes: 11%

	North	Central	South	Total
Single Family detached	496	445	247	1,188
Single Family attached	53	100	36	190
2-4 Units per structure	46	100	36	182
5+ Units per structure	61	182	22	265
Mobile Homes	107	82	22	210
Total	763	909	363	2,035

Source: Prior Tables

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# \* Housing Needs by Income

- Assumes similar HH income distribution we have today
- Nearly 700 standard detached homes needed
- Demand highest for middle-housing: 800 units
- ADUs, mobile homes and gov't assisted housing: 540 units

Household Income Level	North	Central	South	Total Dwellings	Attainable Housing Products
Upper (120% or more of MFI)	262	312	125	699	Standard Detached Homes
Upper Middle (80% to 120% of MFI)	164	195	78	438	Small Lot Homes, Townhomes, Apartments
Lower Middle (50% to 80% of MFI)	134	160	64	358	Townhomes, Cottage or Mfg'd. Homes, Plexes, Apartments
Low (less than 50% of MFI)	86	103	41	231	Govt. Assisted & Accessory Dwellings
Very Low (less than 30% of MFI)	116	138	55	309	Govt. Assisted Housing
Total Dwelling Units	763	909	363	2,035	

Source: estimates based on prior tables and stated assumptions.

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## **Prior Housing Need Projection from** 2019 Tillamook County Housing Needs Analysis (for reference only)

Housing Type	North	Central	South	Total	
Single Family detached	449	569	249	1,267	
Single Family attached	40	107	23	170	
2-4 Units per structure	33	97	23	152	
5+ Units per structure	46	204	10	260	
Mobile Homes	92	97	19	208	
Total	660	1,074	323	2,057	

<sup>\*</sup> Hybrid allocation weighted based on 75% pop and 25% housing-based allocation methods.

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## **Summary of Key Findings**

- Tillamook County success: 800+ units added to inventory of housing for residents, rising HH incomes.
- > Over 160 deed-restricted units added or preserved since 2019, resulting in 370 residents lifted out of severe rent burden hardship.
- ➤ County and cities should plan for 2,035+ new housing units.
- Housing Production Measures needed to accommodate wider mix of housing types in north, central and southern areas of the county.
- Federal and State grants are needed to leverage private investment.