



Oregon

Theodore R. Kulongoski, Governor

Department of Land Conservation and Development

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NOTICE OF ADOPTED AMENDMENT

August 26, 2008

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

FROM: Mara Ulloa, Plan Amendment Program Specialist

SUBJECT: Tillamook County Plan Amendment
DLCD File Number 001-07



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

Appeal Procedures*

DLCD ACKNOWLEDGMENT or DEADLINE TO APPEAL: September 8, 2008

This amendment was submitted to DLCD for review 45 days prior to adoption. Pursuant to ORS 197.830 (2)(b) only persons who participated in the local government proceedings leading to adoption of the amendment are eligible to appeal this decision to the Land Use Board of Appeals (LUBA).

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

***NOTE: THE APPEAL DEADLINE IS BASED UPON THE DATE THE DECISION WAS MAILED BY LOCAL GOVERNMENT. A DECISION MAY HAVE BEEN MAILED TO YOU ON A DIFFERENT DATE THAN IT WAS MAILED TO DLCD. AS A RESULT YOUR APPEAL DEADLINE MAY BE EARLIER THAN THE ABOVE DATE SPECIFIED.**

Cc: Doug White, DLCD Community Services Specialist
Laren Woolley, DLCD Regional Representative
Valerie Soilihi, Tillamook County

<paa> ya

Notice of Adoption

THIS FORM **MUST BE MAILED** TO DLCD
WITHIN 5 WORKING DAYS AFTER THE FINAL DECISION
PER ORS 197.610, OAR CHAPTER 660 - DIVISION 18



Jurisdiction: **Tillamook County**

Local file number: **OA-07-01**

Date of Adoption: **8/13/2008**

Date Mailed: **8/20/2008**

Was a Notice of Proposed Amendment (Form 1) mailed to DLCD? **Select one** Date: **4/5/2008**

Comprehensive Plan Text Amendment

Comprehensive Plan Map Amendment

Land Use Regulation Amendment

Zoning Map Amendment

New Land Use Regulation

Other:

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

The Comprehensive Plan was amended adding strategies to Goal 10 Housing to implement housing and economic goals and policies; and acknowledgement of adoption of the buildable lands inventories, housing needs analyses, and economic opportunities analyses by the cities of Manzanita, Nehalem, and Wheeler.

Does the Adoption differ from proposal? Please select one

No, no explanation is necessary.

Plan Map Changed from:

to:

Zone Map Changed from:

to:

Location:

Acres Involved:

Specify Density: Previous:

New:

Applicable statewide planning goals:

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

Was an Exception Adopted? YES NO

Did DLCD receive a Notice of Proposed Amendment...

45-days prior to first evidentiary hearing?

Yes No

If no, do the statewide planning goals apply?

Yes No

If no, did Emergency Circumstances require immediate adoption?

Yes No

DLCD # 001-07 (16014)

DLCD file No. _____

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

DLCD, Cities of Manzanita, Nehalem & Wheeler, Tidelands Water Coop, Manzanita Water Dept., Nehalem Water, Wheeler Water System, NeahKahNie Water Dist., Nehalem Bay Waste Water Agency, Nehalem Fire Dist., Manzanita Fire Dist., Wheeler Fire Dept.

Local Contact: Valerie Soilihi, AICP

Phone: (503) 842-3408 Extension: 3375

Address: 201 Laurel Avenue

Fax Number: 503-842-1819

City: Tillamook

Zip: 97141-

E-mail Address: vsoilihi@co.tillamook.or.us

ADOPTION SUBMITTAL REQUIREMENTS

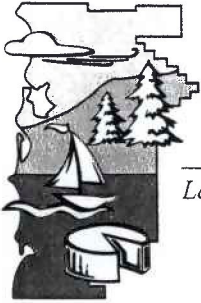
This form **must be mailed** to DLCD **within 5 working days after the final decision**

per ORS 197.610, OAR Chapter 660 - Division 18

1. Send this Form and TWO Complete Copies (documents and maps) of the Adopted Amendment to:

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

2. Electronic Submittals: At least **one** hard copy must be sent by mail or in person, but you may also submit an electronic copy, by either email or FTP. You may connect to this address to FTP proposals and adoptions: webserver.lcd.state.or.us. To obtain our Username and password for FTP, call Mara Ulloa at 503-373-0050 extension 238, or by emailing mara.ulloa@state.or.us.
3. Please Note: Adopted materials must be sent to DLCD not later than **FIVE (5) working days** following the date of the final decision on the amendment.
4. Submittal of this Notice of Adoption must include the text of the amendment plus adopted findings and supplementary information.
5. The deadline to appeal will not be extended if you submit this notice of adoption within five working days of the final decision. Appeals to LUBA may be filed within **TWENTY-ONE (21) days** of the date, the Notice of Adoption is sent to DLCD.
6. In addition to sending the Notice of Adoption to DLCD, you must notify persons who participated in the local hearing and requested notice of the final decision.
7. **Need More Copies?** You can now access these forms online at <http://www.lcd.state.or.us/>. Please print on **8-1/2x11 green paper only**. You may also call the DLCD Office at (503) 373-0050; or Fax your request to: (503) 378-5518; or Email your request to mara.ulloa@state.or.us - ATTENTION: PLAN AMENDMENT SPECIALIST.



DEPARTMENT OF COMMUNITY DEVELOPMENT

BUILDING, PLANNING & ON-SITE SANITATION SECTIONS

201 Laurel Avenue
Tillamook, Oregon 97141

Land of Cheese, Trees and Ocean Breeze

Building (503) 842-3407
Planning (503) 842-3408
On-Site Sanitation (503) 842-3409
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Toll Free 1 (800) 488-8280

Notice of Approval of OA-07-01

August 18, 2008

RE: **Approval of Ordinance Amendment OA-07-01: North County Buildable Lands Inventory, Housing Needs and Economic Opportunities Analyses, and Public Services and Facilities Assessment**

Dear Interested Parties:

This letter is to confirm the action taken by the Tillamook County Board of Commissioners at their August 13, 2008 meeting regarding the above-referenced matter.

Tillamook County Department of Community Development, requested that the Tillamook County Board of Commissioners approve the updated *North County Buildable Lands Inventory, Housing Needs and Economic Opportunities Analyses, and Public Services and Facilities Assessment* and associated Comprehensive Plan amendments, specifically to the text of Goal 10 Housing. A public hearing for OA-07-01 was held before the Board of Commissioners on July 23, 2008. The Board Order was signed on August 13, 2008.

The Board of Commissioners **APPROVED** this request as recommended by the Planning Commission. Participants in the process that led to this decision may appeal to the Land Use Board of Appeals (LUBA) as provided by ORS 197.620 and 197.80-197.845. Notice of intent to appeal must be filed with LUBA by no later than 21 days from the day that this notice was mailed.

If you have any questions about this decision, please call the department any weekday at 503-842-3408.

Sincerely,

Tillamook County Department of Community Development

Gerald Parker
Director of Community Development

Enclosed: Board Order OA-07-01

**BEFORE THE BOARD OF COMMISSIONERS
OF TILLAMOOK COUNTY, OREGON**

In the matter of a request initiated by Tillamook County
to amend the Tillamook County Comprehensive Plan
Ordinance No. 32, modifying existing goals and policies
and adding new strategies to Goal 10 Housing; and to
acknowledge the findings and actions of the cities of
Manzanita, Nehalem and Wheeler on the North County
Buildable Lands Inventory, Housing Needs and Economic
Opportunities Analyses, and Public Services and Facilities
Assessment.

} **OA-07-01**
} **FINDINGS AND DECISION**
} **AMENDING ORDINANCE**
} **NO. 32, COMPREHENSIVE**
} **PLAN**

This matter came before the Tillamook County Board of Commissioners at the request of the Department of Community Development, applicant.

The Board of Commissioners being fully apprised of the representations of the above-named applicant, records, reports and files in this matter finds as follows:

- (1) The files and reports in this proceeding can be found in the office of the Department of Community Development under Ordinance Amendment OA-07-01.
- (2) Notice of the proposed action was submitted to the Department of Land Conservation and Development on April 5, 2008.
- (3) The Tillamook County Planning Commission held a public hearing on this matter on July 10, 2008. The hearing was noticed in a proper manner according to the requirements of ORS 197 and 215. After reviewing the staff report containing findings of fact and conclusions, testimony and the file for OA-07-01, the Planning Commission found the application met the applicable criteria and recommended that the Tillamook County Board of Commissioners adopt Ordinance Amendment OA-07-01 and related actions with the following motion:
 - a) Commissioner Hoffman said in the matter of OA-07-01 based on the findings of fact, testimony, and staff report: I move that we recommend to the Board of County Commissioners approval of this Ordinance Amendment, thereby incorporating proposed text amendments into the chapter on Housing Goal 10 of the Comprehensive Plan. I further recommend that we acknowledge the ordinances adopted by the cities of Manzanita, Nehalem and Wheeler incorporating goals, policies and strategies recommended in the updated Buildable Lands Inventory, Housing and Economic Analyses reports related to housing, economic development, public facilities and regional coordination. I further recommend that the county consider future adoption of related

amendments proposed to unincorporated community plans to achieve consistency throughout the county. I further recommend that the county and affected cities pursue recommended updates to the Urban Growth Management Agreements between the county and the cities of Manzanita, Nehalem and Wheeler related to issues indentified during this project. The motion passed 7:0.

- (4) The Board of County Commissioners opened a public hearing on the Ordinance Amendment on July 23, 2008. The hearing was properly noticed according to the requirements of ORS 197 and 215.
- (5) No public testimony was presented at the hearing.
- (6) After reviewing the Planning Commission's recommendation, the staff report containing findings and conclusions, staff memos, the record and file pertaining to OA-07-01, the Board made the following motion:
 - a) In the matter of OA-07-01 based on the findings of fact, testimony and staff report, I move approval of this Ordinance Amendment incorporating text amendments into the chapter on Housing Goal 10 of the Comprehensive Plan. I further move that we acknowledge the ordinances adopted by the cities of Manzanita, Nehalem and Wheeler incorporating goals, policies and strategies recommended in the updated Buildable Lands Inventory, Housing and Economic Analysis reports related to housing, economic development, public facilities and regional coordination. I further move that the county consider future adoption of related amendments proposed for unincorporated community plans to achieve consistency throughout the county. I further recommend that the county and affected cities pursue recommended updates to the Urban Growth Management Agreements between the county and the cities of Manzanita, Nehalem and Wheeler related to issues identified during this project. The decision on the motion was unanimous.

NOW THEREFORE, THE BOARD OF COUNTY COMMISSIONERS OF TILLAMOOK COUNTY, OREGON, ORDERS AS FOLLOWS:

The Tillamook County Comprehensive Plan is hereby amended as shown in Exhibit A. The record shall identify these changes and associated actions as described herein by the Tillamook County Department of Community Development as OA-07-01.

DATED THIS 13th DAY OF August, 2008.

BOARD OF COUNTY COMMISSIONERS

FOR TILLAMOOK COUNTY, OREGON

Aye Nay Abstain/Absent

Charles J. Hurliman
Charles J. Hurliman, Chair

 _____ 1

Tim Josi
Tim Josi, Vice-Chair

 _____ 1

Mark Labhart
Mark Labhart, Commissioner

 _____ 1

ATTEST: Tassi O'Neil,
County Clerk

Susan L. Beckett
Special Deputy

APPROVED AS TO FORM:

William K. Sargent
William K. Sargent, County Counsel



HOUSING

(Goal 10)

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HOUSING

(Goal 10)

1. HOUSING IN TILLAMOOK COUNTY

1.1 OVERVIEW

Housing planning is necessary if the comprehensive plan is to respond to community needs. It serves as an important counter balance to planning for resource conservation.

The housing plan identifies existing housing needs and problem and estimates future housing needs. Housing needs are translated into land needs from which appropriate zoning can be determined. In addition, the housing plan provides the data base necessary for satisfying the requirements of Housing Assistance Plans and Community Development Block Grant Applications.

A substantial amount of data is required for determining housing needs. Data on housing need is divided into four sections in this chapter of the Housing Element. The first section describes the current housing supply and contains information on housing type, building trends, vacancy rates, cost, condition, and assisted housing. The second section describes present housing needs and contains information on population and households, household size, tenure, household income, place of employment and desired place of residence, desired housing type, community and rural living preferences, and "special households." The third section describes existing housing problems such as undersupply, poor condition, unaffordability, crowding, lack of variety and problems of "special households." The final section estimates housing needs in the year 2000.

1.2 EXISTING HOUSING SUPPLY

Several aspects of Tillamook County's housing supply are analyzed below including numbers and types of housing units, building trends, vacancy rates, housing cost, housing condition, and numbers of assisted housing units. Where sufficient information is available, these aspects of the housing supply are presented for each housing market area.

a. Housing Type

It is important to know how many housing units there are in the County in order to determine whether supply is adequate to meet current needs and how many additional units are needed to meet anticipated future needs.

The housing supply is comprised of three basic housing types: single family dwellings (conventional detached homes), multiple family dwellings (condominiums, apartments, duplexes, etc) and Mobile homes. Since each of these housing types meets particular needs, it is important to analyze the supply of each type.

Table 1 shows the housing supply in 1980 for each market area and the County as a whole. As can be seen, there were approximately 12,881 housing units in the County in 1980. The Central Inland and North Central areas contain more than half of this number.

TABLE 1
1980 ESTIMATED HOUSING SUPPLY BY HOUSING TYPE AND MARKET AREA

Market Area	Type of Structure (Number of Units)			Total
	Single Family	Multiple Family	Mobile Home	
South	1,217	74	77	1,368
South Central	1,195	63	272	1,530
Central Coast	1,020	54	71	1,145
Central Inland	2,625	851	258	3,734
North Central	2,519	231	364	3,114
North	<u>1,723</u>	<u>124</u>	<u>143</u>	<u>1,990</u>
TOTAL	10,299	1,397	1,185	12,881

Source: Adapted from 1970 Census and building and mobile home permit records.

Table 2 shows the distribution of housing types within and among the market areas. Single family dwellings comprise the bulk of the housing supply, 80.0 percents. The second most abundant housing type includes multiple family dwellings with 10.8 percent of the total supply. The majority of these housing units, 61 percent, area located in the Central Inland market area which includes the City of Tillamook. The North Central area has the second largest number of these housing units, 16.5 percent. Mobile homes are the least abundant type of housing in the County. They comprise 9.2 percent of the total supply and area concentrated in the Central Inland and the North Central market areas.

TABLE 2
DISTRIBUTION OF HOUSING TYPES WITHIN AND AMONG MARKET AREAS, 1980

Market Area	Type of Structure							
	Single Family		Multiple Family		Mobile Home		Total	
	% Housing Type	% Market Area Units	% Housing Type	% Market Area Units	% Housing Type	% Market Area Units	% Housing Type	% Market Area Units
South	11.8	89.0	5.3	5.4	6.5	5.6	10.6	100.0
South Central	11.6	78.1	4.5	4.1	22.9	17.8	11.9	100.0
Central Coast	9.9	89.1	3.9	4.7	6.0	6.2	8.9	100.0
Central Inland	25.5	70.3	60.9	22.8	21.8	6.9	29.0	100.0
North Central	24.5	80.9	16.5	7.4	30.7	11.7	24.2	100.0
North	<u>16.7</u>	<u>86.6</u>	<u>8.9</u>	<u>6.2</u>	<u>12.1</u>	<u>7.2</u>	<u>15.4</u>	<u>100.0</u>
TOTAL	100.0	80.0	100.0	10.8	100.0	9.2	100.00	100.0

Source: Adopted from Table 1

b. Building Trends

Changes in the housing supply between 1970 and 1978 are shown in Table 3 for each market area and each type of housing. The total housing supply had increased by 58.3 percent during that time period. Housing supply grew the fastest in the North market area, 142.7 percent. The South, South Central and North Central market areas also grew at a faster rate than the County average. The greatest amount of growth occurred in the North Central market area. This is almost equaled by the amount of growth in the North market area. The Central Coast market area had the smallest amount of growth. The South market area had the second smallest amount of growth.

TABLE 3
BUILDING TRENDS BY MARKET AREA AND HOUSING TYPE, 1970-1980

Market Area	Type of Structure							
	Single Family		Multiple Family		Mobile Home		Total	
	Numerical Increase	Percentage Increase	Numerical Increase	Percentage Increase	Numerical Increase	Percentage Increase	Numerical Increase	Percentage Increase
South	526	76.1	15	25.4	42	120.0	583	74.3
South Central	561	88.5	23	57.5	239	724.2	823	115.4
Central Coast	337	49.3	10	22.7	41	136.7	388	51.2
Central Inland	331	14.4	120	16.4	150	138.9	601	19.2
North Central	802	46.7	85	58.2	292	405.6	1,179	60.9
North	<u>992</u>	<u>1.36</u>	<u>62</u>	<u>100.0</u>	<u>116</u>	<u>429.6</u>	<u>1,170</u>	<u>142.7</u>
TOTAL	3,549	52.6	315	29.1	880	288.5	4,744	58.3

Source: Building Permits – Tillamook County Building Department, Oregon Department of Commerce
Mobile Home Permits – Tillamook County Planning Department, Tillamook County Assessor

The growth of the mobile home supply, 288.5 percent, is particularly striking. This represents a large numerical increase in units as well as a large proportional increase. Although only 3.7 percent of all housing units were mobile homes in 1970, approximately 18.5 percent of all housing growth occurred County wide but was particularly high in the South Central, North Central and North market areas.

Single family homes were by far the predominant type of housing built since 1970. Table 4 shows that 74.8 percent of the total housing increase was in single family dwellings. The South, Central Coast, and North market areas have particularly high proportions of their housing growth in this type of housing units. Most of the growth of the single family housing supply occurred in the North Central and North market areas.

TABLE 4
DISTRIBUTION OF INCREASE OF HOUSING TYPES WITHIN AND AMONG MARKET AREAS, 1970-1980

Market Area	Type of Structure							
	Single Family		Multiple Family		Mobile Home		Total	
	% Housing Type Increase Among Market Areas	% Market Area Units Increase	% Housing Type Increase Among Market Areas	% Market Area Units Increase	% Housing Type Increase Among Market Areas	% Market Area Units Increase	% Housing Type Increase Among Market Areas	% Market Area Units Increase
South	14.8	90.2	4.7	2.6	4.8	7.2	12.3	100.0
South Central	15.8	68.2	7.3	2.8	27.1	29.0	17.3	100.0
Central Coast	9.5	86.8	3.2	2.6	4.7	10.6	8.2	100.0
Central Inland	9.3	55.1	38.1	20.0	17.0	24.9	12.7	100.0
North Central	22.6	68.0	27.0	7.2	33.2	24.8	24.8	100.0
North	<u>28.0</u>	<u>84.8</u>	<u>19.7</u>	<u>5.3</u>	<u>13.2</u>	<u>9.9</u>	<u>24.7</u>	<u>100.0</u>
TOTAL	100.0	74.8	100.0	6.6	100.0	18.6	100.0	100.0

Source: Table 3

Mobile homes contributed 18.6 percent of the County's housing growth. Most of these were sited in the North Central market area. A significant proportion was also located in the South and Central Coast market areas.

c. Vacancy Rates

The housing supply must exceed the number of households in order to assure sufficient housing choice and price stability. If there is no surplus of vacant housing or if the surplus is very small, the price of housing is unnecessarily increased and housing choice is diminished. If the surplus is too large however, owners have a difficult time affording maintenance of their property.

Ideally, vacancy rate information for each type of housing at each cost level for each market area would be most useful. Unfortunately, such information is very difficult and costly to obtain and it has not been obtained for Tillamook County. At best, a countywide rate for rental and sales housing can be given.

Vacancy rates can be very variable in a recreational county like Tillamook because there is a large supply of absentee owned housing that can serve the permanent or seasonal housing market. When the demand for housing is greatest during the summer, the vacancy rates are quite low while they rise in the winter when demand falls off. A housing market analysis by the State Housing Division concluded that the vacancy rate in November of 1977 was 3 percent for rental housing and 2.5 percent for sales housing. It appears as though the rate for sales housing is at the desired level but that the rate for rental housing may be low.

We can get some indication of whether there are any large discrepancies in vacancy rates in each of the market areas by comparing population growth of each market area between 1970 and 1980 with the growth in housing supply shown in Table 4. According to the U.S. Census (See Table 3 in the Population Element), the Nehalem, Beaver, and Neskowin Census County Divisions grew at the greatest rates. These areas roughly correspond to the South, South Central, and North market areas. Table 3 shows that these areas also showed the greatest growth rate in housing supply. Based on this information, we would not suspect that there are vacancy rate problems in any particular area.

d. Cost

It is important that the comprehensive plan and zoning designate a sufficient amount of land for housing types at densities that County residents can afford. Information about housing costs is necessary in order to determine the quantities of land needed to be zoned for each type.

According to a market study done by the State Housing Division in 1977, the average price of a three bedroom home in Tillamook County ranged from 42,000 to 46,000 dollars.* The minimum price for a new home was approximately 34,000 dollars.* Two bedroom apartment were renting at from 155 to 300 dollars per month with the average being 255 dollars.*

The cost of housing for owners and renters in 1978 is shown in Table 5 for each market area and the County as a whole. The median housing cost for the County (underlined in the table) was in the \$200 to \$249 per month bracket. This median hold true for all of the market areas except for the North Central area where it was in the \$150 to \$199 bracket.

TABLE 5
MONTHLY HOUSING COSTS, PERCENTAGE OF MARKET AREA POPULATION IN EACH COST BRACKET

Market Area	Housing Cost Bracket									TOTAL
	\$0 - \$49	\$50 - \$99	\$100 - \$149	\$150 - \$199	\$200 - \$249	\$250 - \$299	\$300 - \$399	\$400 - \$499	\$500+	
South	3.0	10.5	13.4	13.4	13.4	19.4	11.9	9.0	6.0	100.0
South Central	0.7	9.0	20.9	17.1	12.7	7.5	17.9	8.2	6.0	100.0
Central Coast	3.8	11.4	10.1	17.7	21.5	11.4	13.9	6.4	3.8	100.0
Central Inland	1.9	7.3	11.6	17.7	15.4	14.1	16.0	9.4	6.6	100.0
North Central	1.9	15.4	15.4	19.2	14.7	12.8	13.5	4.5	2.6	100.0
North	0	8.4	20.5	16.3	15.7	9.6	12.7	10.8	6.0	100.0
Undetermined Rural	2.1	11.4	14.3	10.0	12.2	13.6	20.7	5.7	10.0	100.0
TOTAL	1.7	10.0	14.6	16.8	15.0	12.7	15.5	7.9	5.8	100.0

Note: In all of the tables adapted from A Survey of the Housing Situation in Tillamook County, the responses from the communities were aggregated into market areas. Certain rural responses were not located sufficiently to allow aggregation with any particular market area.

Source: Richard Ragatz, A Survey of the Housing Situation in Tillamook County, p. 75.

The price of housing has risen rapidly between 1970 and 1978. For the state as a whole, the price of new housing rose at a rate of 13 percent between 1972 and 1977. Both the price of single family homes and rents have risen at similar rates in Tillamook County. Rents for instance, rose from an average of 70 dollars per month in 1970 to 225 dollars per month in 1977.* This is an increase of 221 percent, an annual increase of 10.4 percent. The median value of for sale housing rose from 11,834 dollars in 1970 to 44,000 dollars in 1977, assuming that value in 1977 is the same as the average price of a new home. This is an increase of 272 percent in seven years, an annual increase of 13.4 percent.

The rapid increase in the price of housing is probably part of the reason why the supply of mobile homes has grown so suddenly over that same time period. The average price of a mobile home with land was about 91 percent of the cost of an average new home in 1979.*

e. Condition

Knowledge of housing condition can help in determining the living standards of County residents and the amount of housing that will need to be replaced in the future.

According to the County's housing assistance plan there were 1,685 substandard housing units in the County in 1978. Twenty-one point five percent of all owner occupied housing units, 1,399 and 17.5 percent of all renter occupied units, 286, were substandard.*

The County's housing survey provides some additional data on housing condition. Nine point eight percent of the survey respondents indicated that their housing needs many repairs.* Table 6 shows how people responded to questions about specific repair needs. About a third of the respondents indicated that their home needs exterior paint. About one quarter need insulation or roof repairs. Foundation, plumbing or electrical repairs are needed by about 15 percent of the homes.

TABLE 6
HOUSING ITEMS IN NEED OF REPAIR

	Respondents	
	Number	Percent
Exterior painting	525	36.1
Insulation	405	27.9
Roof	363	25.0
Replace windows	274	18.9
Plumbing	254	17.5
Foundation repairs	222	15.3
Electrical	216	14.9
Heating system	184	12.7
Stairs and railings	78	5.4
Installation of aids for the handicapped	30	2.1
Other	165	11.4
None	325	22.4

Source: Richard Ragatz, "A Survey of the Housing Situation", p. 29

Table 7 provides another indication of housing condition in the County. It can be seen that just over 15 percent of the homes have no concrete foundation. Although this type of construction is currently used in some flood prone areas and hillsides, in general older homes are the ones without foundations.

TABLE 7
PERCENTAGE OF HOMES WITH CONCRETE FOUNDATION, INDOOR TOILET AND ELECTRICITY

Market Area	Homes with Concrete Foundation	Homes with Indoor Toilet	Homes with Electricity
South	73.1	100.0	100.0
South Central	74.3	98.5	100.0
Central Coast	91.5	98.9	98.9
Central Inland	88.2	100.0	99.4
North Central	81.2	100.0	100.0
North	91.1	100.0	100.0
Undetermined Rural	83.7	100.0	99.3
TOTAL	84.6	98.8	99.6

Source: Richard Ragatz, "A Survey of the Housing Situation in Tillamook County", p. 86.

It is difficult to mortgage such a home and other problems are likely to be present. The proportion of homes without foundations provides an indication of the condition of housing in an area. Table 7 indicates that housing condition in the Central Coast, Central Inland, and North areas is better than in the County as a whole. Table 7 also indicates that almost all of the homes in the County have indoor toilets and electricity.

Housing age also provides an indication of the condition of the County's housing supply. Although the useful life of a home depends on the quality of construction and maintenance, older homes tend to be more deteriorated than newer homes. Currently 23.8 percent of the County's housing units are more than 40 years old. (See Table 8). By the year 2000 4,846 housing units, or 24 percent of the housing supply, will be more than 50 years old. A significant number of housing units will need replacement or substantial repair by the year 2000.

f. Assisted Housing

Assisted housing is an important safety net for families that can't afford safe and sanitary housing at market rates.

There are currently 149 housing units allocated to the County for rental assistance. By far the bulk of these, 107 units, are assisted through HUD Section 8 funding. Tenants in this housing pay no more than 25 percent of their income for rent. The program is limited to household earning less than 80 percent of the median income for the County. There are 10 additional rental units rehabilitated with Section 8 financing. Section 8 units are spread throughout the County but the majority, 75 units, are located in the City of Tillamook. Recently, 12 new Section 8 units were built in Nehalem.

TABLE 8
AGE OF HOUSING IN TILLAMOOK COUNTY, 1980.

Year Structure Built	Number of Structures	Percent of Total Structures
1971-1980	5,051	39.2
1960-1970	1,491	11.6
1950-1959	1,493	11.6
1940-1949	1,784	13.8
1939 or earlier	3,062	23.8
TOTAL	12,881	100.0

Source: 1970 Census and Table 3.

There are also 32 rental assistance units financed through the FHA Section 515 program. This program finances public or private sponsors who construct or substantially rehabilitate rental or cooperative housing for low and moderate income families and elderly persons. All of these units are located in the City of Tillamook.

There are also owner occupied assisted housing units in Tillamook County. Recently, the County received a grant for rehabilitation of 16 owner occupied housing units through the Community Development Block Grant program. This will make available \$5,000 to \$7,000 for rehabilitation of individual houses. There are also 9 unit rehabilitations financed through the Farmers Home Administration 504 program. There are 122 of these units throughout the County of which 32 are located in the City of Tillamook.

1.3 EXISTING HOUSING NEED

Housing supply information only becomes meaningful when it is compared with housing need. Relevant information on housing need includes number of households, household size, tenure, household income, place of employment, desired place of residence, desired housing type, and characteristics of "special households." "Special households" include the elderly, minorities, the handicapped, large families, and female headed households. These groups have historically had a more difficult time meeting their housing needs, and are the focus of federal housing assistance programs.

a. Population and Households

Tillamook County has two populations, permanent and seasonal. The permanent population; maintains their primary residence in the County while the seasonal population maintains primary residences outside of the County and second homes for visitation within the County. As can be seen in Table 9, approximately 21,000 people are permanent residents of the County. Another

8,452 are seasonal residents. The permanent population accounts for 71.5 percent of the total. This table also shows that there are an estimated 8,780 permanent households and 3,380 seasonal households in the County.

Both seasonal and permanent populations grew considerably over the past decade. The permanent population grew by 17.4 percent over that period while the seasonal population grew at more than twice that rate, 38 percent. The seasonal population comprised approximately one quarter of the population in 1970 but contributed 43 percent of the County's peak population growth.*

TABLE 9
1980 ESTIMATES OF PERMANENT AND SEASONAL HOUSEHOLDS, HOUSING UNITS AND POPULATION BY MARKET AREA AND URBAN GROWTH BOUNDARY

Area	Households & Housing Units			Population		
	Permanent Households	Seasonal Households	Housing Units	Permanent Population	Seasonal Population	Peak Population
South	513	778	1368	1167	1945	3112
Neskowin	168	228	411	367	570	937
Pacific City	294	374	708	665	935	1600
Remainder	59	176	249	135	440	575
South Central	1147	297	1530	3052	743	3795
Cloverdale	135	2	145	359	5	364
Remainder	1012	295	1385	2693	738	3431
Central Coast	548	533	1145	1159	1333	2492
Netarts/Oceanside	490	412	956	1052	1030	2082
Remainder	58	121	189	107	303	410
Central Inland	3328	197	3734	8846	493	9339
Tillamook	1991	0	2109	4692	0	4692
Remainder	1337	197	1625	4154	493	4647
North Central	1976	964	3114	4396	2410	6806
Bay City/Garibaldi/Rockaway	1504	779	2418	3369	1948	5317
Twin Rocks/Barview	60	62	129	113	155	268
Remainder	412	123	567	914	307	1221
North	1268	611	1990	2287	1528	3815
Wheeler/Nehalem/Manzanita	714	451	1234	1443	1127	2570
Neahkahnie	125	155	297	211	348	559
Remainder	429	5	459	633	53	686

Source: Population and Economic Element

The distribution of permanent and seasonal population and households within each market area is shown in Table 10. It can be seen that the South Central and Central Inland market areas have the strongest orientation towards permanent residents. In the South and Central Coast market areas, the seasonal population and household exceed the permanent population and households.

TABLE 10
PROPORTION OF PERMANENT AND SEASONAL POPULATION AND HOUSEHOLDS

Market Area	Population		Households	
	Permanent	Seasonal	Permanent	Seasonal
South	37.5	62.5	39.7	60.3
South Central	80.4	19.6	79.4	20.6
Central Coast	46.5	53.5	50.7	49.3
Central Inland	94.7	5.3	94.4	5.6
North Central	64.6	35.4	67.2	32.8
North	<u>59.9</u>	<u>40.1</u>	<u>67.5</u>	<u>32.5</u>
TOTAL	71.2	28.8	72.2	27.8

Source: Table 9

The distribution of population and households among County market areas is shown in Table 11. Most of the County's permanent population is in the Central Inland and North Central market areas. The North Central and South market areas have the highest proportions of the County's seasonal population. The South Central and Central Inland areas have the lowest proportions of the seasonal population.

TABLE 11
PROPORTION OF THE COUNTY'S PERMANENT AND SEASONAL HOUSEHOLDS
THAT ARE IN EACH MARKET AREA

Market Area	Population		Households	
	Permanent	Seasonal	Permanent	Seasonal
South	5.6	23.0	5.8	23.0
South Central	14.6	8.8	13.1	8.8
Central Coast	5.5	15.8	6.2	15.8
Central Inland	42.3	5.8	37.9	5.8
North Central	21.0	28.5	22.5	28.5
North	<u>11.0</u>	<u>18.1</u>	<u>14.5</u>	<u>18.1</u>
TOTAL	100.0	100.0	100.0	100.0

Source: Table 9

b. Household Size

The average household size in the County has dropped steadily since 1970. At that time, according to the U.S. Census Bureau, the average household size was 2.92. In 1980, the U.S. Census Bureau reports the average to be 2.5 persons per household. This rate of decline is faster than the rate for the State but the decline is similar. The State average dropped from 2.941 in 1970 to 2.670 in 1978 to 2.6 in 1980.

Household size is smaller in communities that have large retirement populations. For instance, the average household sizes in Neahkahnie, Manzanita, Rockaway, Wheeler, Oceanside, and Netarts are 1.7, 1.8, 2.0, 2.1 and 2.1 respectively.* The average household size in each market area is shown on Table 12.

TABLE 12
AVERAGE HOUSEHOLD SIZE IN MARKET AREAS

Market Area	Persons Per Household
South	2.27
South Central	2.66
Central Coast	2.11
Central Inland	2.66
North Central	2.22
North	1.80

Source: Adapted from 1980 Census Preliminary Report

c. Tenure

Most County residents, 83.1 percent, own the dwelling they live in as is shown in Table 13. This county average is exceeded in the North and in undetermined rural areas. Lightly lower proportion of residents own their homes in the South, Central Coast, Central Inland and north Central market areas.

TABLE 13
EXISTING AND PREFERRED TENURE OF COUNTY RESIDENTS

Market Area	Existing Tenure		Preferred Tenure	
	Own	Rent	Own	Rent
South	80.6	19.4	98.5	1.5
South Central	83.1	16.9	96.3	3.7
Central Coast	74.4	25.6	93.9	6.1
Central Inland	81.1	10.9	96.0	4.0
North Central	79.7	20.3	95.6	4.4
North	89.9	10.1	95.8	4.2
Undetermined Rural Area	87.8	12.2	97.1	2.9
TOTAL	83.1	16.9	96.2	3.8

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, pp 77, 78.

It appears as though the proportion of homeowners has increased over the past decade. According to the 1970 Census, of the 6,130 occupied housing units, 72.8 percent were owner occupied. The many units counted as vacant (mainly because of absentee vacation home ownership) makes it difficult to rely on this trend however.

More residents would prefer to own their homes than currently do. According to the housing survey, 96.2 percent of County residents would prefer to own their homes. The desire to own a home is uniformly high throughout the County as is shown in Table 13. In none of the market areas is there a higher proportion of people owning their home than desiring to do so.

d. Household Income

Incomes in the County are far below what they average in Oregon as a whole. In 1977 the median family income was 13,363 dollars in the County compared to the state average of 16,768 dollars. The County ranked 32nd among Oregon counties in median income.

The County housing survey found that the median household income in 1978 was in the 1,000 to 1,199 dollars per month range. This is equivalent to a yearly

income of from 12,000 dollars to 14,399 dollars. This median is consistent throughout the County except in the North Central area where it is in the 800 to 999 dollar range (9,600 dollars to 11,999 dollars per year). The distribution of household incomes for the County and each market area are shown in Table 14 (median income is underlined).

TABLE 14
DISTRIBUTION OF MONTHLY HOUSEHOLD INCOMES WITHIN MARKET AREAS

Market Area	Income								
	Less than \$200	\$200 to \$399	\$400 to \$599	\$600 to \$799	\$800 to \$999	\$1000 to \$1199	\$1200 to \$1599	\$1600 to \$1999	\$2000 or more
South	3.0	6.1	10.6	13.6	12.1	<u>9.1</u>	18.2	10.6	16.7
South Central	2.3	6.1	8.3	9.9	17.4	<u>21.2</u>	15.9	10.6	8.3
Central Coast	3.8	10.3	6.4	15.4	11.5	<u>24.4</u>	12.8	10.3	5.1
Central Inland	1.7	4.1	8.5	9.8	13.7	<u>15.8</u>	17.5	12.3	16.6
North Central	0.8	6.4	19.9	11.6	<u>13.1</u>	12.7	17.5	8.8	9.2
North	1.1	2.8	8.3	16.1	17.8	<u>14.4</u>	12.8	7.8	18.9
Undetermined Rural	1.4	7.9	12.9	8.6	10.7	<u>15.7</u>	22.9	7.1	12.8
TOTAL	1.7	5.4	11.1	11.4	14.0	<u>15.7</u>	17.0	10.1	13.6

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, p. 75.

The median income in 1969 was 8,414 dollars. By 1978 it had risen to 13,363 dollars. This represents an annual increase of 4.7 percent per year.*

Eighty percent of the median income is the standard established by the U.S. Department of Housing and Urban Development to determine eligibility for housing assistance. In Tillamook County, this corresponds to a monthly household income of 865 dollars, a yearly income of 10,380 dollars. Approximately 34 percent of County households earn less than this amount. About 43 percent of the households in the North Central area earn less than this amount. Communities having greater than the County average of lower income households include Bay City, Garibaldi, Hebo, Nedonna, Nehalem, Netarts, Pacific City, Twin Rocks, and Wheeler.*

e. Place of Employment and Desired Place of Residence

The housing market areas were delineated in part based on employment and living patterns. These patterns are shown in Table 15. In most market areas the principal wage earner works in the market area in which he or she lives. The exception to this is in the Central Coast market area where principal wage earners work primarily in the Central Inland market area. The association between place of employment and place of work is particularly strong in the Central Inland market area. It is much weaker in the other market areas. In the North Central market area, a little more than half of the principal wage earners work in the same market area. Wage earners in undetermined rural areas have work locations that are split primarily between the Central Inland and rural locations.

TABLE 15
DISTRIBUTION OF EMPLOYMENT LOCATIONS OF PRINCIPAL WAGE EARNERS

Market Area of Residence	Market Area of Employment							Total
	North	North Central	Central Inland	Central Coast	South Central	South	Rural	
North	<u>67.2</u>	5.8	17.8	0	0	0	8.2	100.0
North Central	4.9	<u>56.6</u>	32.8	0.8	1.6	0	3.3	100.0
Central Inland	0.6	2.8	<u>88.9</u>	0.9	2.2	0.3	4.3	100.0
Central Coast	0	2.6	<u>74.3</u>	15.4	0	0	7.7	100.0
South Central	0	0	22.4	1.3	<u>67.1</u>	1.3	7.9	100.0
South	0	0	8.1	0	27.0	<u>62.2</u>	2.7	100.0
Undetermined	6.6	1.3	<u>42.1</u>	1.3	4.0	2.6	<u>42.1</u>	100.0
Rural								

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, pp. 88-99

This table suggests that the Central Inland area is the major employment location. Of all the survey respondents that answered this question, 56.4 percent worked in the Central Inland market area. The North Central area provided the second largest proportion of jobs but this was only 11.4 percent of the total.

There is a strong association between where people live and where they would prefer to live. The question on the survey was "where would you prefer to live to be closer to work". The distribution of answers appears as though people were responding where they would prefer work to be closer to where they live. This is shown in Table 16. For instance, 48.3 percent of the respondents living in the Central Coast area would prefer to live in the Central Coast area to be closer to work. However, Table 15 showed that only 15.4 percent of the principal wage earners worked in the Central Coast area. From this it appears as though other determinants other than work are important in determining where people live. Many would prefer to have their jobs near where they currently live. In all but the Central Inland and South Central areas, a greater proportion of the respondents would prefer to work where they are currently living.

TABLE 16
DISTRIBUTION OF DESIRED LIVING LOCATIONS

Market Area of Residence	Market Area Where Would Prefer to Live							Total
	North	North Central	Central Inland	Central Coast	South Central	South	Rural	
North	<u>78.7</u>	6.4	8.5	2.1	0	0	8.2	100.0
North Central	6.2	<u>75.3</u>	11.1	2.5	0	1.2	3.7	100.0
Central Inland	1.1	3.4	<u>87.1</u>	1.1	1.1	0	6.2	100.0
Central Coast	6.9	10.3	27.6	<u>48.3</u>	0	0	6.9	100.0
South Central	0	0	21.3	8.5	<u>65.9</u>	0	4.3	100.0
South	0	0	0	0	24.0	<u>68.0</u>	8.0	100.0
Undetermined	0	0	12.1	0	9.1	3.0	<u>75.8</u>	100.0
Rural								

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, pp. 100-111

f. Desired Housing Type

The overwhelming majority of County residents would prefer to live in single family dwellings. As can be seen in Table 17 90.7 percent of County residents would prefer to live in single family residences. This high average is sustained in all of the market areas. Mobile homes are the next preferred type of dwelling with a County average of 5.8 percent for the survey respondents. The average is higher in the North Central and South Central areas.

TABLE 17
DISTRIBUTION OF PREFERENCES OF MARKET AREA HOUSEHOLDS FOR DWELLING TYPES

Market Area	Preferred Type of Dwelling					Total
	Single Family	Mobile Home	Apartment	Duplex	Other	
South	89.5	3.0	0	3.0	4.5	100.0
South Central	89.0	8.9	0.7	0.7	0.7	100.0
Central Coast	86.6	4.9	2.4	2.4	3.7	100.0
Central Inland	92.7	4.2	0.8	1.0	1.3	100.0
North Central	89.3	8.5	1.1	0.7	0.4	100.0
North	89.3	5.3	2.4	1.2	1.8	100.0
Other Rural	92.8	5.8	0	0.7	0.7	100.0
TOTAL	90.7	5.8	1.0	1.1	1.4	100.0

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, p. 7

g. Community and Rural Living Preferences

It is necessary to determine the proportion of people who would prefer to live in urban settings, rural communities, non-community settings. Here rural is defined as it is in the statewide planning goals as lands suitable for sparse settlement, small farms, and acreage homesites. Non-community and community locations each have their own advantages. Non-community locations have the advantages of space and less congestion. Community locations, urban and rural, have the advantages of services proximity, less grounds upkeep, and sociability. It is necessary to determine these preferences in order to accurately determine the amount of land that should be zoned for community and rural residences.

The housing survey did not provide any information on the relative preferences of County households for rural and community locations. These preferences however can be inferred from past patterns of development in the County. For the purposes of determining these preferences it was assumed that only people living on lots larger than half an acre represent rural non-community living preferences. Smaller lots in rural settings are not rural lots. For a while they have the appearance of being so because surrounding undeveloped lots provide a rural setting. Once neighboring properties develop, these small lots reveal their true community character.

An analysis of building permits for lot size was done by the County Planning Department for the five year period including 1975 and 1979. Building permits issued for lots smaller than a half acre in unincorporated areas were considered to represent community preference. Other permits represent a rural living preference. The results are shown in Table 18. This table shows that 31 percent of the County's households prefer a rural non-community location. The preference for these locations is significantly higher in the South Central and

Central Inland areas, 63 percent and 44 percent respectively. In the South, Central Coast, North Central and North market area the preference is predominantly for community locations and varies between 83 and 85 percent.

TABLE 18
RURAL AND COMMUNITY LIVING PREFERENCES

Market Area	Community Preference	Rural Preference
South	85%	15%
South Central	37%	63%
Central Coast	83%	17%
Central Inland	56%	44%
North Central	85%	15%
North	84%	16%
TOTAL	68%	31%

Source: Tillamook County Planning Department

h. Special Household

Information on several types of households is important for housing planning and for meeting national requirements for the completion of a Housing Assistance Plan. These households include the elderly, female heads of household, disabled or handicapped heads of household, low income households, large families and minority households.

ELDERLY. The County has a large elderly population. People who are 65 or older, make up 10.9 percent of the County's population.* Tillamook ranks fifth among Oregon counties in the relative size of this population group.*

The distribution of age of household head by market area is shown in Table 19. Over a third of the County's household heads are 60 years old or older. It can be seen that a greater proportion of household heads older than 60 are found in the Central Coast, North Central, and North market areas.

TABLE 19
AGE OF HOUSEHOLD HEAD BY MARKET AREA

Market Area	Age								Total
	Less than 15	16 - 18	19 - 24	25 - 34	35 - 44	45 - 59	60 - 74	75+	
South	1.7	0	5.0	20.0	16.6	31.7	21.6	3.4	100.0
South Central	0	0	8.2	14.4	17.7	30.7	21.7	7.3	100.0
Central Coast	0	0	1.3	22.9	11.2	18.9	40.4	5.3	100.0
Central Inland	1.1	1.7	4.5	23.8	17.0	24.1	23.7	4.1	100.0
North Central	1.2	1.2	3.6	13.0	15.0	27.5	32.6	5.9	100.0
North	1.2	1.2	2.4	11.6	10.1	26.8	39.3	7.4	100.0
Undetermined	0	0	0	25.2	14.5	33.6	19.1	7.6	100.0
Rural County	1.0	1.0	3.8	18.6	14.9	26.3	28.3	6.1	100.0

Richard Ragatz, A Survey of the Housing Situation in Tillamook County, p. 71

Table 20 shows the percentage of household heads in each market area who are retired. Countywide, 36.2 percent of all household heads are retired. Only in the Central Inland market area is there a smaller percentage.

TABLE 20
 PERCENTAGE OF HOUSEHOLD HEADS WHO ARE RETIRED BY MARKET AREA

Market Area	Retired Household Heads
South	44.8
South Central	37.5
Central Coast	47.6
Central Inland	22.7
North Central	39.5
North	46.4
Undetermined Rural	36.2
County	36.2

Source: Richard Ragatz, A Survey of the Housing Situation in Tillamook County, p. 72

As could be expected, households with older household heads have lower incomes than the average for the County. This is shown in Table 21. Their housing expenses are also correspondingly lower (See Table 22). It does not appear from these tables that the elderly as a whole are any worse off in meeting housing expenses than are County residents as a whole. However, elderly households who are in need do deserve special consideration since they may have fewer options for meeting their needs.

TABLE 21
 MONTHLY INCOME*, BY AGE OF HOUSEHOLD HEAD

Income	Age		
	All Respondents (Percent)	60 to 74 (Percent)	75 and Over (Percent)
Less than \$200	1.8	2.5	10.5
\$299 to \$399	6.2	11.6	22.4
\$400 to \$599	12.0	17.4	<u>27.7</u>
\$600 to \$799	11.8	17.1	11.8
\$800 to \$999	14.1	<u>16.9</u>	13.2
\$1,000 to \$1,999	<u>15.5</u>	12.7	6.6
\$1,200 to \$1,599	16.7	9.4	2.6
\$2,000 or more	12.1	7.2	2.6
TOTAL	100.0	100.0	100.0

*Note: Median income category is underlined.

Source: Richard Ragatz, A Survey of the Housing Situation in Tillamook County, p. 86.

TABLE 22
MONTHLY HOUSING COSTS*, BY AGE OF HOUSEHOLD HEAD

Costs	Age		
	All Respondents (Percent)	60 to 74 (Percent)	75 and Over (Percent)
\$0 to \$49	1.8	2.2	5.3
\$50 to \$99	10.0	17.4	31.6
\$100 to \$149	15.5	23.6	<u>27.6</u>
\$150 to \$199	16.5	<u>16.6</u>	14.5
\$200 to \$249	<u>14.4</u>	14.3	6.6
\$250 to \$299	12.5	8.4	2.6
\$300 to \$399	15.2	8.7	5.3
\$400 to \$499	8.0	5.3	3.5
\$500 or more	6.1	3.5	2.6
TOTAL	100.0	100.0	100.0

*Note: Median income category is underlined.

Source: Richard Ragatz, A Survey of the Housing Situation in Tillamook County, p. 43.

FEMALE HEADED HOUSEHOLDS. Approximately 18.1 percent of the County's households are headed by a woman. (See Table 23.) A higher percentage is found in the South and North market areas.

TABLE 23
PERCENTAGE OF HOUSEHOLDS THAT ARE FEMALE HEADED BY MARKET AREA

Market Area	Female Headed Households
South	23.9
South Central	14.7
Central Coast	18.3
Central Inland	18.3
North Central	18.1
North	23.2
Undetermined Rural	9.4
TOTAL	18.1

Source: Richard Ragatz, A Survey of the Housing Situation in Tillamook County, p. 22

Female headed households may have more difficulty meeting housing needs because women have lower average earnings than men. Table 24 shows this income disparity. The median income for female headed households is in the 600 to 799 dollars per month range, whereas the median for male headed households is in the 1000 to 1199 dollar range.

To an extent, lower incomes can be adjusted for by selecting cheaper housing. Table 25 shows that female headed households have compensated in this manner. However, the difference in housing cost is not as great as the difference in income. It appears therefore that female headed households on the average must spend a greater proportion of their incomes on housing than male headed households.

TABLE 24
MONTHLY INCOME*, BY SEX OF HOUSEHOLD HEAD

Income	Sex	
	Male	Female
Less than \$200	0.5	8.3
\$200 to \$399	3.2	14.6
\$400 to \$599	7.6	24.0
\$600 to \$799	10.3	<u>17.7</u>
\$800 to \$999	14.5	10.4
\$1,000 to \$1,999	<u>17.0</u>	12.0
\$1,200 to \$1,599	20.7	6.3
\$1,600 to \$1,999	11.8	4.2
\$2,000 or more	<u>14.4</u>	<u>2.5</u>
TOTAL	100.0	100.0

*Note: Median income is underlined.

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, p. 46

TABLE 25
MONTHLY HOUSING COSTS*, BY SEX OF HOUSEHOLD HEAD

Income	Sex	
	Male	Female
\$0 to \$49	1.5	3.1
\$50 to \$99	7.5	16.2
\$100 to \$149	13.6	16.8
\$150 to \$199	15.0	<u>22.0</u>
\$200 to \$249	<u>15.5</u>	14.7
\$250 to \$299	14.1	5.2
\$300 to \$399	16.7	14.1
\$400 to \$499	9.8	4.2
\$500 or more	6.3	3.7
TOTAL	100.0	100.0

*Note: Median housing cost is underlined.

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, p. 49

DISABLED HOUSEHOLD HEADS. Of all households in the County, approximately 11.3 percent have household heads who are disabled (See Table 26). A higher proportion of disabled household heads are found in the South, North Central, and undetermined rural areas of the County.

TABLE 26
PERCENTAGE OF HOUSEHOLD HEADS WHO ARE DISABLED BY MARKET AREA

Market Area	Disabled Household Heads
South	14.9
South Central	11.0
Central Coast	6.1
Central Inland	7.3
North Central	15.5
North	11.0
Undetermined Rural	12.2
TOTAL	11.3

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, p. 73

As can be expected, the disabled tend to have lower incomes than the non-disabled. Table 27 shows this different in income to be quite considerable. The median income for households with disabled household heads is in the 600 to 799 dollar range while the median for households with non-disabled household heads is in the 1000 to 1199 dollar range.

TABLE 27
MONTHLY INCOME*, BY WHETHER HOUSEHOLD HEAD IS DISABLED

Income	Whether Disabled	
	Yes	No
Less than \$200	2.8	1.1
\$200 to \$399	12.4	4.9
\$400 to \$599	27.6	9.3
\$600 to \$799	<u>11.7</u>	11.3
\$800 to \$999	16.6	13.5
\$1,000 to \$1,999	8.3	<u>17.1</u>
\$1,200 to \$1,599	11.0	18.4
\$1,600 to \$1,999	2.8	11.0
\$2,000 or more	6.8	13.4
TOTAL	100.0	100.0

*Note: Median incomes are underlined.

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, p. 52

Households with disabled household head have partially compensated for lower incomes by living in cheaper housing. (See Table 28) However, as was the case with female headed households, it appears as though the households with a disabled household head pay a greater share of their incomes on housing than do household with a non-disabled household head.

TABLE 28
MONTHLY HOUSING COST*, BY WHETHER HOUSEHOLD HEAD IS DISABLED

Costs	Whether Disabled	
	Yes	No
\$0 to \$49	2.1	1.3
\$50 to \$99	13.0	8.9
\$100 to \$149	20.7	14.3
\$150 to \$199	<u>15.7</u>	16.0
\$200 to \$249	9.3	<u>16.0</u>
\$250 to \$299	10.7	12.9
\$300 to \$399	13.6	16.0
\$400 to \$499	7.9	8.3
\$500 or more	5.0	6.2
TOTAL	100.0	100.0

*Note: Median incomes are underlined.

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, p. 52

LARGE FAMILIES. Large families can have difficulty in finding adequately sized housing as well as affordable housing. It is particularly difficult for lower income families. The distribution of different household sizes in 1978 is shown in Table 29. As of 1980, the average household size in the County was 2.5 persons per household. Table 12 shows that smaller household sizes are found in the communities which also have large retirement populations, including Neahkahnne, Manzanita, Rockaway, Wheeler, Oceanside and Netarts.

TABLE 29
PERSONS IN HOUSEHOLD

Number of Persons	Percentage of Households
1	16.2
2	45.8
3	12.9
4	16.2
5 or 6	7.9
7 or more	1.0

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, p. 22

In Tillamook County, larger families tend to have larger incomes. (See Table 30) This is probably the result of a number of factors. The income differential seems to adequately compensate for the increase housing cost that large families must pay. Table 31 shows that incomes appear to keep pace with housing costs. Families with 2 to 4 members appear to be better off in terms of household incomes and housing costs.

TABLE 30
MONTHLY INCOME*, BY FAMILY SIZE

Income	Family Size		
	1	2 to 4	5 or more
Less than \$200	9.1	0.3	0
\$200 to \$399	19.2	3.9	2.7
\$400 to \$599	20.7	10.5	5.2
\$600 to \$799	<u>14.9</u>	12.2	4.3
\$800 to \$999	13.5	14.7	12.2
\$1,000 to \$1,999	11.1	<u>16.1</u>	15.6
\$1,200 to \$1,599	6.7	18.4	<u>23.5</u>
\$1,600 to \$1,999	3.4	10.4	16.5
\$2,000 or more	1.4	13.5	20.0
TOTAL	100.0	100.0	100.0

*Note: Median incomes are underlined.

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, p. 56

TABLE 31
MONTHLY HOUSING COSTS, BY FAMILY SIZE

Costs	Family Size		
	1	2 to 4	5 or more
\$0 to \$49	4.0	4.7	0.9
\$50 to \$99	19.1	8.8	6.2
\$100 to \$149	20.6	15.0	3.5
\$150 to \$199	<u>20.1</u>	15.4	11.5
\$200 to \$249	14.6	13.9	10.6
\$250 to \$299	7.0	<u>12.2</u>	14.3
\$300 to \$399	11.1	15.7	<u>23.0</u>
\$400 to \$499	2.0	8.4	15.0
\$500 or more	1.5	5.9	15.0

*Note: Median housing cost is underlined.

Source: Richard Ragatz, *A Survey of the Housing Situation in Tillamook County*, p. 59

MINORITY HOUSEHOLDS. Not much information is available on minority households in the County because they comprise a very small portion of the

County total. The County's housing survey did not identify race of the respondent.

According to the 1980 Census advance counts, only 2.0 percent of the County's population, 432 people, was found to be non-white including American Indians, Oriental, and Blacks. There are also an estimated 209 people of Spanish origin in the County, 0.99 percent of the population. The largest percentage of the County's minority population, 46.9 percent, resides in the Tillamook Census County Division (CCD). Residing in the Bay City, Beaver, Nehalem, and Neskowin CCDs are 19.8, 10.3, 9.4 and 13.6 percent of the minority population, respectively. Given the amount of data available, it is difficult to draw any conclusions about housing for this population group.

LOW INCOME HOUSEHOLDS. Table 14 shows the distribution of monthly household income in the County in each market area. Eighty percent of the median income is the standard established by the U.S. Department of Housing and Urban Development to determine eligibility for housing assistance. In Tillamook County, this corresponds to a monthly household income of 865 dollars, as yearly income of 10,380 dollars. Approximately 34 percent of the households in the North Central area earn less than this amount. Communities having a greater than the County average of lower income households include Bay City, Garibaldi, Hebo, Nedonna, Nehalem, Netarts, Pacific City, Twin Rocks and Wheeler*.

1.4 ANALYSIS OF EXISTING HOUSING PROBLEMS

The comprehensive plan needs to recognize existing housing problems as well as future housing needs. An analysis of existing housing problems can also help determine what problems are likely to exist in the future. Although the County may be able to provide little direct assistance with meeting housing needs, it can assure that its development regulations do not hinder people in providing their housing needs.

A summary of existing housing problems is shown in Table 32. It can be seen that the major housing problem is with the amount of income that is spent on housing. Approximately a quarter of the housing survey respondents felt that this was a problem. Additional discussion on housing problems follows. The topics discussed include housing supply, housing condition, affordability, crowding, housing variety, and the needs of special populations.

a. SUPPLY

It appears as though there is an insufficient supply of rental housing in the County to meet housing needs. The rental vacancy rate is probably somewhere between 3 and 6 percent. The general standard for a vacancy rate that provides sufficient housing choice is 6 percent. The standard for Tillamook County should probably be higher since the recreational nature of much of the County's housing demand puts strains on the supply during the summer tourist season.

TABLE 32
EXTENT OF HOUSING PROBLEMS

Item	Respondents	
	Number	Percent
Too much of family income spent for housing	372	25.6
Not enough space in house	184	12.7
Housing needs many repairs	143	9.8
Inadequate neighborhood facilities	128	8.8
Neighborhood is run down	120	8.3
Too much space in house	71	4.9
Location is too far from shopping, schools, jobs	42	2.9
Would rather be living in another community	33	2.3

Source: Richard Ragatz, "A Survey of the Housing Situation", p. 28

The supply of for sale housing appears to be adequate to meet housing demands. The vacancy rate is probably somewhere between 2 and 2.5 percent. A desirable rate is 2 percent.

No market areas stand out as having an insufficient supply of housing. A comparison of population and housing growth reveals that market areas that have had the greatest growth in population have also had the greatest growth in housing supply.

b. CONDITION

Housing condition is a significant problem in the County. A large proportion of housing units are currently in substandard condition, 21.5 percent of owner occupied units and 17.5 percent of renter occupied units. Almost 15 percent of the County's homes have no concrete foundation. A substantial number of housing units will need to be replaced or rehabilitated within the next twenty years. By the year 2000, 4,846 housing units will be more than 50 years old. This is about 24 percent of the needed housing supply.

c. AFFORDABILITY

Almost a quarter of the County's households feel that they are paying too much for housing. A common standard for determining housing affordability is total monthly housing cost should not exceed 25 percent of household income. This standard has been used for determining mortgages and in determining fair rents for subsidized housing. In recent years, standard percentage has risen as housing prices have increased and a greater number of people have been unable to meet the standard. The relationship between housing costs and household incomes in the County is shown in Table 33. The percentage of County households in each income group and each housing cost category are listed. The heavy line in the table indicates the 25 percent cutoff. Approximately 32.8 percent of the County's households are paying more than 25 percent of their monthly income on housing. The percentage of households within each income group that pay more than 25 percent of their income for housing is shown in Table 34. As can be expected, a higher proportion of the lower income groups pay more than 25 percent of their incomes for housing.

TABLE 33
MONTHLY HOUSING COSTS*, BY MONTHLY INCOME (TOTAL SAMPLE)

Cost	Less than \$200	\$200 to \$399	\$400 to \$599	\$600 to \$799	\$800 to \$999	\$1000 to \$1199	\$1200 to \$1599	\$1600 to \$1999	\$2000 or more
\$0 to \$49	0.2	0.5	0.2	0.4	0.1	0.2	0.1	0.1	0.2
\$50 to \$99	0.8	1.4	1.9	1.8	1.3	1.5	0.5	0.5	0.2
\$100 to \$149	0.1	1.2	3.1	2.3	2.1	2.3	1.6	1.5	1.4
\$150 to \$199	0.1	0.8	2.9	2.9	2.5	2.7	2.2	0.8	2.0
\$200 to \$249	0.2	0.8	1.7	1.8	3.0	2.5	2.5	1.2	0.8
\$250 to \$299	0.1	0.6	0.8	0.7	2.2	2.0	2.8	1.7	2.0
\$300 to \$399	0	0.5	1.0	1.6	1.6	2.9	3.9	1.6	2.1
\$400 to \$499	0	0.1	0.4	1.1	0.5	1.0	2.3	1.8	1.8
\$500 or more	0	0.2	0.4	0.1	0.8	0.8	0.9	1.1	1.7

*Note: Percentages below shaded areas represent households spending more than 25% of their monthly incomes on housing.

Source: Richard Ragatz, A Survey of the Housing Situation in Tillamook County, p. 37

TABLE 34
PERCENT OF HOUSEHOLDS IN EACH HOUSING BRACKET PAYING MORE THAN 25 PERCENT OF INCOME FOR HOUSING

Monthly Income	Percent of Households Paying over 25 Percent of Income for Housing
Less than \$200	89.9
\$200 to \$399	68.7
\$400 to \$599	58.3
\$600 to \$799	36.6
\$800 to \$999	36.1
\$1,000 to \$1,199	29.5
\$1,200 to \$1,599	19.4
\$1,600 to \$1,999	11.0
\$2,000 or more	14.3

Source: Richard Ragatz, "A Survey of the Housing Situation", p. 14

d. CROWDING

The standard for crowding used by the U.S. Department of Housing and Urban Development is 1.01 or more persons per room. Table 35 shows the distribution of household size and number of rooms in the house. Three point nine percent of the County's households live in units that are overcrowded. Although 12.7 percent of the respondents to the County housing survey felt that there is not enough space in their home (Table 32) it does not appear as though crowding is a major problem in the County.

TABLE 35
 NUMBER OF ROOMS, BY NUMBER OF OCCUPANTS* (TOTAL SAMPLE)

Rooms	Number of Occupants							
	1	2	3	4	5	6	7	8
1	0.7	0.2	0.1	0	0.1	0	0	0
2	1.8	2.3	0.2	0.9	0.1	0.1	0	0
3	2.8	4.1	1.0	0.9	0.2	0	0.1	0
4	3.1	7.8	2.3	1.8	0.3	0.2	0	0
5	4.1	11.8	2.4	2.9	0.8	0.1	0.2	0.1
6	1.5	8.6	2.6	3.5	0.8	0.3	0	0.1
7	1.0	6.0	2.0	2.1	1.1	0.5	0	0
8	0.3	2.8	0.8	1.8	0.9	0.3	0	0.1
9	0.5	2.1	1.7	2.3	1.6	0.7	0.4	0.2

*Note: Numbers in the shaded area indicate crowded conditions.

Source: Richard Ragatz, A Survey of the Housing Situation in Tillamook County, p. 62

e. VARIETY

It does not appear that there is a problem with the supply of a sufficient number of dwellings of the types that are preferred by Tillamook County households. There may be a problem however with households being able to afford the type of dwellings that they prefer. For example, Table 17 shows that 90.7 percent of the households prefer to have a single family dwelling. Only 78.9 percent of the dwellings in the County are single family dwellings. This probably indicates that there is an undersupply of this type of housing at prices that Tillamook County residents can afford. Also, although 5.8 percent of County households would prefer to live in mobile homes, these comprise 8.9 percent of the housing supply. It is likely that many of the households preferring single family homes are choosing mobile homes as an alternative because of lower cost.

f. SPECIAL HOUSEHOLDS

ELDERLY. The elderly can experience housing problems resulting from low incomes, their inability to do maintenance, and from a lack of mobility. Although the elderly do on the average earn less than other County residents, they also on the average pay less for housing. It does not appear that a disproportionate number overpay for housing. Even so, there still would be a substantial number who do pay more than 25 percent of the income on housing. This can be a special burden because the elderly have fewer options for meeting housing needs because of physical and social barriers.

It does not appear that the elderly are living in substandard housing to any greater extent than the population as a whole.* The elderly have a greater preference for mobile homes and apartments than the population as a whole. This is probably due to the lower cost and maintenance requirements of such housing. Since the elderly also are more likely to have difficulty in traveling, it is important that there be sufficient land for this type of housing in community areas near public and commercial services.

FEMALE HEADED HOUSEHOLDS. Approximately 18 percent of County households are female headed. These households have substantially lower incomes than male headed households. They also spend less for housing but the difference does not compensate for their lower incomes. Although female

headed households spend less on housing they are no more likely to live in substandard housing.*

Basically because of lower incomes, female headed households express a greater preference for apartments and duplexes than County households as a whole.* In addition, a higher percentage of female headed households rent than male headed households.*

The main problem appears to be with the disparity in the percentage of income that female headed households have to pay for housing. This disparity is likely to increase as housing prices increase unless female incomes rise in relation to male incomes. We may see more female households forced into substandard or crowded housing in the future.

DISABLED HOUSEHOLD HEADS. Households with disabled household heads have lower monthly incomes than households with non-disabled household heads. Although they also spend less for housing it does not compensate for the income differential. It also appears as though the disabled inhabit a larger proportion of substandard housing.*

The disabled can also have problems finding housing that can accommodate their disability; for instance housing that is accessible for wheelchairs. Since the disabled have lower incomes it can be especially difficult for them to meet their housing needs.

LARGE FAMILIES. Large families especially if they have low incomes may have a difficult time finding sufficiently sized affordable housing. Although large family households pay more for housing in the County, they as a group also tend to earn considerably more. However, those large families that do have low incomes may have problems finding affordable housing that meets their needs. Seven point nine percent of the large families in the County earn less than \$600 per month and 24.4 percent earn less than \$1,000 per month.

LOW INCOME HOUSEHOLDS. Low income households have difficulty finding affordable housing. Table 34 shows that a larger proportion of low income households spend more than 25 percent of their incomes on housing. Almost 90 percent of those earning less than 200 dollars per month pay more than 25 percent of their income on housing. It does not appear however, that lower income families live in substandard housing to any greater extent.*

1.5 PROJECTED HOUSING NEEDS FOR THE YEAR 2000

The planning process must assure that there is a sufficient supply of buildable land recognized as being appropriate for residential use either through zoning or other means. If building is not allowed on enough land, the price of housing will rise and it will become increasingly difficult for households to meet their housing needs.

A projection of housing needs is the starting point for determining this land need. The projection is combined with information on the physical capability of land to be built on, the availability of land for development, and development requirements to determine land needs.

There are a variety of needs to be satisfied and the projection must attempt to account for these if it is to be a useful planning tool. The Housing Goal (Goal 10) lists some of these

needs: price ranges and rent levels, location, type, density. The following projection estimates housing needs for various locations and types of housing. Needs for housing of various price ranges, rent levels, and densities are not directly estimated because these are a function of housing location and housing type. For example, mobile homes and apartments are less expensive types of housing than site built single family structures. Also, density of development is related to rural and urban locations and housing type.

The primary purpose of this projection is to determine housing needs in unincorporated areas of the County. Estimates of need in incorporated areas have been developed by each city with coordination through the County's population projection. The following projection does show projected needs in incorporated areas because this is part of the methodology. Differences with city projections can be expected as a result of differing assumptions about household size, tenancy, and housing type mix.

This projection is for the year 2000. It should be considered as a rough estimate based on the evaluation of current trends. Undoubtedly many social and economic changes will occur in the next twenty years that will alter housing trends and should prompt the re-evaluation of housing needs.

a. Projection Method

The foundation of the housing need projection is the population projection found in the Population Element of the comprehensive plan and reproduced here as Table 36. It can be seen that this projection is broken down into six general geographic areas and into urban and rural locations in each area. The housing projection translates this into the numbers of housing units of each type in each location.

The first step in the translation uses projected household sizes to convert population into housing. Then, with vacancy rate factors, the number of needed housing units is determined. These units will be of three types, single family site built structures, multiple family structures, and mobile homes. The number of additional units of each type is determined by applying a ratio of housing type to the estimation of additional housing units needed. Finally, the total projected housing units of each type is determined by adding the housing increase to the estimation of present supply.

b. Projected Average Household Size and Projected Number of Households.

The average household size in the County has declined over the last decade as it has in Oregon and the entire nation. This is a reflection of increasing divorces, later marriages, an increased proportion of childless couples and the rapid growth of the 15 to 24 and the 65 and over age groups.

In 1970 the average household size was 2.92 persons per household. By 1980 it had declined to 2.50 persons per household. This is a change of approximately 14 percent.

It is unlikely that household size will continue to decline at the same rate. If it did, there would only be an average of 1.8 persons per household by the year 2000. With housing prices rising rapidly in relation to incomes as they are, the smaller household will be faced with an intolerable economic burden.

TABLE 36
 PROJECTED PERMANENT, SEASONAL, AND PEAK POPULATION BY MARKET AREA AND URBAN
 GROWTH BOUNDARY

Area	Permanent Population	Seasonal Population	Peak Population
South	1768	3909	5677
Neskowin	571	1238	1809
Pacific City	972	1936	2908
Remainder	225	735	960
South Central	4141	1347	4588
Cloverdale	472	67	539
Remainder	3669	1280	4949
Central Coast	1864	2800	4664
Netarts/Oceanside	1461	1883	3344
Remainder	403	917	1320
Central Inland	11280	806	12086
Tillamook	6055	175	6230
Remainder	5225	631	5856
North Central	6310	4405	10715
Bay City/Rockaway/Garibaldi	4817	3456	8274
Twin Rocks/Barview	292	342	634
Remainder	1201	606	1807
North	3552	3827	6397
Wheeler/Nehalem/Manzanita	2325	3032	4357
Neahkahnie	371	512	883
Remainder	856	283	1139
Total	28915	16094	45009

Source: Population Element

It is assumed that household size will continue to decline but by only 10 percent over the next 20 years. The projected household size in each market area is shown in Table 37.

TABLE 37 PROJECTED AVERAGE HOUSEHOLD SIZES FOR MARKET AREAS	
Market Area	Persons Per Household
South	2.04
South Central	2.39
Central Coast	1.90
Central Inland	2.39
North Central	2.00
North	1.62
Source: See Text.	

This table is the result of decreasing all the present estimated household sizes in each market area by 10 percent. (See Table 12)

The projected number of housing is determined by dividing projected household size into projected population. The results are shown in Table 38.

TABLE 38
PROJECTED NUMBER OF PERMANENT AND SEASONAL HOUSEHOLDS FOR MARKET AREAS

Market Area	Households		
	Permanent	Seasonal	Total
South	867	1737	2604
South Central	1733	599	2332
Central Coast	981	1244	2225
Central Inland	4720	358	5078
North Central	3155	1958	5113
North	2193	1701	3894
Total	13,649	7,597	21,246

Source: See text.

c. Projected Vacancy Rates and Number of Housing Units Needed

The housing supply must exceed the number of households in order to assure sufficient housing choice and price stability. If there is no surplus of vacant housing or if the surplus is very small, the price of housing is unnecessarily increased and housing choice is diminished. If the surplus is too large however owners have a difficult time affording maintenance of their property.

The amount of surplus is measured by the vacancy rate. As a general rule, a desirable vacancy rate for rental housing is 6 percent. Owner occupied housing should have a vacancy rate of 2 percent. These standards are based on the number of moves made over a one to two month period.*

The overall desired vacancy rate is an average of these two whose size depends on the proportion of owners and renters in the community.

The vacancy rate that is desirable currently is closer to 2 percent than to 6 percent because of the high proportion of homeowners in the County, 83.1 percent. (See Table 13) The desired rate in the year 2000 depends on the future owner/renter ratio.

Conflicting forces will determine future tenancy. There are strong desires for home ownership in the County. 96.2 percent of the respondents to the County's housing survey indicated that they would prefer to own their home. (See Table 13) However, rising housing prices relative to incomes and high interest rates are making home ownership increasingly difficult. Rising prices will tend to increase the relative proportion of renters. Shifts to lower cost housing such as mobile homes and condominiums may help maintain levels of home ownership despite increasing prices.

It appears as though the proportion of homeowners has increased over the past decade. According to the 1970 Census, of the 6,130 occupied housing units, 72.8 percent were owner occupied. The many units counted as vacant (mainly because of absentee vacation home ownership) makes it difficult to be sure of this ownership trend however.

Because of the conflicting forces and trends involved, it is assumed that present tenancy ratios will carry over for the next 20 years.

The desired future vacancy rates resulting from the tenancy ratios are shown in Table 39.

Table 39 also show the total number of housing units needed to assure the desired housing surplus and the number of housing units that need to be added to the current housing stock. (Table 1 shows the current housing stock.)

TABLE 39
DESIRABLE VACANCY RATES AND TOTAL AND ADDITIONAL HOUSING UNITS NEEDED,
YEAR 2000

Market Area	Desirable Vacancy Rate (Percent)	Total Needed Housing Units	Housing Supply 1980	Needed Additional Housing Units
South	2.78	2678	1368	1310
South Central	2.68	2396	1530	866
Central Coast	3.02	2294	1145	1149
Central Inland	2.28	5194	3734	1460
North Central	2.81	4007	3114	893
North	2.40	3990	1990	2000
Total	2.60	20,559	12,881	7,678

Source: See text.

d. Number of Needed Housing Units of Each Housing Type

Rising housing costs will tend to favor the construction of mobile homes and multi-family dwellings. Table 3 shows dramatically the public's increase readiness to buy mobile homes over the past decade. It is assumed that the proportion of single family dwellings constructed over the next 20 years will decline and that the proportion of mobile homes and multi-family structures will increase.

Table 4 shows the mix of housing units added to the housing stock over the past decade. Table 40 shows the projected mix of housing additions. The numbers of additional housing units of each type are shown in Table 41.

TABLE 40
PROJECTED MIX OF HOUSING ADDITIONS, 1980-2000

Market Area	Type of Structure			Total
	Single Family	Multiple Family	Mobile Home	
South	86.0	5.0	9.0	100.0
South Central	50.0	2.0	48.0	100.0
Central Coast	79.0	5.0	16.0	100.0
Central Inland	55.0	25.0	20.0	100.0
North Central	55.0	10.0	35.0	100.0
North	79.0	5.0	16.0	100.0

Source: See text.

TABLE 41
NUMBER OF PROJECTED HOUSING UNIT ADDITIONS OF EACH HOUSING TYPE, 1980-2000

Market Area	Added Housing Units			Total
	Single Family	Multiple Family	Mobile Home	
South	1127	65	118	1310
South Central	433	17	416	866
Central Coast	908	57	184	1149
Central Inland	803	365	292	1460
North Central	491	89	313	893
North	1580	100	320	2000
North	5342	693	1643	7678

Source: See text.

Table 42 apportions housing units among subareas of each market area. The units are apportioned in proportion to projected population. It is assumed that all multiple family units will be added in urban growth boundaries. The distribution of single family and mobile home units is adjusted accordingly.

TABLE 42
PROJECTED ADDITIONAL HOUSING UNITS OF EACH TYPE, 1980-2000

Market Area	Added Housing Units			Total
	Single Family	Multiple Family	Mobile Home	
South	1127	65	118	1310
Neskowin	357	25	36	418
Pacific City	571	40	60	671
Remainder	199	0	22	221
South Central	433	17	416	866
Cloverdale	44	17	40	101
Remainder	389	0	376	765
Central Coast	908	57	184	1149
Netarts/Oceanside	638	57	129	824
Remainder	270	0	55	325
Central Inland	803	365	292	1460
Tillamook	286	365	101	752
Remainder	517	0	191	708
North Central	491	89	313	893
Bay City/Rockaway/Garibaldi	369	83	237	689
Twin Rocks/Barview	28	6	18	52
Remainder	94	0	58	152
North	1580	100	320	2000
Wheeler/Nehalem/Manzanita	1067	83	215	1365
Neahkahnie	216	17	43	276
Remainder	297	0	62	359

Source: See text.

Finally, Table 43 shows the total number of housing units of each type needed to house the projected population in the year 2000.

TABLE 43
PROJECTED TOTAL HOUSING UNITS

Market Area	Total Housing Units			Total
	Single Family	Multiple Family	Mobile Home	
South	2343	134	201	2678
South Central	1484	67	845	2396
Central Coast	1916	108	270	2294
Central Inland	3416	1225	553	5194
North Central	2855	336	816	4007
North	3257	213	520	3990
Total	15,271	2,083	3,205	20,559

Source: See text.

2. STATE HOUSING PLANNING REQUIREMENTS

2.1 OVERVIEW

State housing planning requirements are embodied in the Housing Goal (Goal 10) of the statewide planning goals. The purpose of this goal is "to provide for the housing needs of citizens of the state". Specific requirements of the goal include conducting a buildable land survey and encouraging the availability of a sufficient number of housing units to meet housing needs.

The Housing Goal is integrally related to Goal 11, Public Services and Facilities, and to Goal 14, Urbanization. The availability of services is essential to meeting housing needs. Without sewer and water service, development densities are limited and the cost of housing is increased. Low and moderate cost housing is dependent on achieving relatively high densities and so satisfaction of this housing need is dependent on the availability of sewer and water.

Most housing needs will be met within urban growth boundaries. Certainly most low and moderate cost housing will be located there. The urbanization Goal requires that the location of an urban growth boundary be based on housing need among other things.

2.2 PURPOSE OF THE HOUSING GOAL, GOAL 10

The purpose of the Housing Goal is "to provide for housing needs of citizens of the state."* Counties and cities must zone sufficient land to meet these needs. There is a trade-off between retaining land for resource use and providing land to meet housing needs and so the Housing Goal serves as a counter-balance to resource protection goals, Goal 3, Goal 4, etc.

There are three key phrases in this goal that deserve further discussion: provide for, housing needs, citizens of the state. The phrase "provide for" is clarified in the next sentence of the Housing goal as "encourage the availability of adequate numbers of housing units." Suggestions for accomplishing this goal listed in the state guidelines include:

- 1) Tax incentives and disincentives;
- 2) Building and construction code revisions;
- 3) Zoning and land use controls;

- 4) Subsidies and loans;
- 5) Fee and less-than-fee acquisition techniques;
- 6) Enforcement of local health and safety codes, and
- 7) Coordination of the development of urban facilities and services to disperse low income housing throughout the planning area.*

The term "housing need" is not defined in this goal or elsewhere in the statewide planning goals. Need is a relative term that depends on the circumstances in which it is employed. A discussion of the definition of need and the way in which it is interpreted in Tillamook County is included in the Urbanization Element, Section 3.6.

The term "citizens of the state" refers to the requirement that local governments consider housing needs for the region in which they are located. One of the purposes of the Goal is to stop communities from excluding households based on income. For example, even a community currently comprised entirely of single family homes which is located in a region where there is a need for multiple family homes must provide for its fair share of multi-family housing.

2.3 BUILDABLE LANDS INVENTORY

The Housing Goal requires local governments to inventory buildable lands which are defined to be "lands in urban and urbanizable areas that are suitable, available, and necessary for residential use.**" Buildable lands therefore are inventoried within urban growth boundaries. They are not simple vacant land since much vacant land is not useable because it is publicly owned, unserviceable, unsafe to build on, or is too small to be built on.

Although there are numerous factors that need to be considered when evaluating buildable land, there are no specific standards for determining whether land is buildable or not. The determination of what is buildable depends a great deal on the amount of environmental risk that a community is willing to assume and the amount of money that the private developer is willing to spend to mitigate environmental hazards. Factors that affect buildable land include:

- a) Topographic and soil conditions such as slope;
- b) Flood plain and hazard considerations such as erosion, flooding, ground movements, ground and surface water pollution and industrial pollution;
- c) Market suitability considerations such as land ownership (public or private), market availability, cost of providing services and facilities;
- d) Availability of public facilities and services;
- e) Conflicting land uses.*

It is also insufficient to inventory buildable land irrespective of zoning. In order to assure that there is enough buildable land to meet housing needs for each housing type, buildable land must be inventoried by zone. This has been stated in a policy adopted by

the Land Conservation and Development Commission termed the St. Helens Housing Policy.

"Where a need has been shown for housing within an urban growth boundary at particular price ranges and rent levels, housing types determined to meet that need shall be permitted in a zone or zones with sufficient buildable land to satisfy that need. This policy shall not be construed as an infringement on a community's prerogative to 1) set approval standards under which a particular housing type is permitted outright, 2) impose special conditions upon approval of a specific development proposal, or 3) establish approval procedures. However, approval standards, special conditions, and the procedures applicable to both 1) must be clear and objective and 2) must not have the effect, either of themselves or cumulatively, of discouraging such as through unreasonable cost or delay, the needed housing type."

Although buildable lands inventories are only required for incorporated areas the County is inventorying buildable lands for unincorporated areas to assure that housing needs are being met in these areas. (See also sections 2.5 and 3.1) These inventories are included in the Justification Element of the plan.

2.4 ENCOURAGE THE AVAILABILITY OF ADEQUATE NUMBERS OF HOUSING UNITS

The other requirement of the Housing Goal is to "encourage the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density." The County can encourage the availability of housing in a number of ways listed in sections 2.2 and 3.2.

A surplus of housing units and of building sites is necessary if housing needs are to be met. This surplus is necessary in order to assure that the housing market operates properly and housing costs don't get unnecessarily inflated. A discussion of necessary vacancy rates to insure proper operating conditions of the housing market is included in Section 1.5.

The phrase "commensurate with the financial capabilities of Oregon's households" indicates that the County should zone a sufficient amount of buildable land for housing types that County households can afford. The County can also make housing more affordable by reducing the impact of governmental regulations on the price of housing and by supporting housing assistance programs for people that are under a severe burden to meet their housing needs in the market place. This phrase also indicates that communities must consider the financial capabilities of households in the surrounding area not just their locality. Communities must provide their fair share of low and moderate income housing needs for the region in which they are located.

2.5 APPLICABILITY OF THE HOUSING GOAL TO URBAN AND RURAL AREAS

There are two interpretations regarding whether the Housing Goal applies to areas outside of urban growth boundaries. The State Land Use Board of Appeals and the Oregon Court of Appeals have interpreted Goal 10 to mean that all housing needs are to be met within urban growth boundaries.* This interpretation results from the definition of buildable lands which only includes lands within urban growth boundaries. The second interpretation recognizes the legitimacy of rural housing needs as well as urban needs. According to this interpretation, only the buildable lands inventory requirement is limited to land within urban growth boundaries. (See Section 2.1 of Land Use Plan Element.)

The following excerpt from the amicus brief of the Real Estate Loan Fund for the case of DLCD v. Tillamook County Board of Commissioners LUBA No. 81-004, demonstrates that the second interpretation of the applicability of the Housing Goal is both logical and consistent with past LCDC decision.

"Goal 10 requires two things. The first is an inventory of buildable lands. Since the goal defines 'buildable lands' as 'land in urban and urbanizable areas that are suitable, available, and necessary for residential use,' this inventory requirement applies only within urban growth boundaries. This is certainly reasonable, since a large proportion of the land within urban growth boundaries will eventually be put to residential use, whereas, in any conceivable instance, only a relatively small portion of the land outside of urban growth boundaries will be used for residential purposes.

Furthermore, the designation of land outside of urban growth boundaries for residential purposes will almost always (unless the land is non-resource land) require exceptions from Goals 3 and/or 4. The justification of such exceptions will itself require consideration of whether the areas are 'suitable, available and necessary for residential use.' Thus, it is unreasonable to conclude that, because Goal 10's buildable land inventory requirement applies only within urban growth boundaries, all housing needs MUST be satisfied within urban growth boundaries.

In addition, the second requirement of Goal 10, that 'plans shall encourage the availability of adequate numbers of housing units... and allow for flexibility of housing location, type and density,' is not limited by the goal to land within urban growth boundaries. LCDC, in reviewing county comprehensive plans for compliance with Goal 10, has frequently referred to whether or not the County has provided for its rural housing needs. See, e.g. LCDC, Deschutes County continuance Order, Staff Report of March 26, 1980, page 33; LCDC, Wasco County Continuance Order, Staff Report of July 21, 1980, page 41. Also LCDC has acted specifically to delete from a hearings officer's recommendation the statement that 'Goal 10 does not apply to rural agricultural and forest lands.' 1000 Friends of Oregon v. Multnomah County, LCDC No. 77-031, Final Order of February 25, 1980, page 3; supplemental Recommendation Merits, revised September 28, 1979, page 27.

Thus, although certain provisions of Goal 10 and other goals (such as the resource protection provisions of Goals 3, 4, 5, 16 and 17; energy conservation provisions of Goal 13) can be said to encourage the provision of needed housing within urban growth boundaries, there is nothing in the goals requiring that ALL housing needs be satisfied within urban growth boundaries.**

2.6 PUBLIC SERVICES AND FACILITIES AND HOUSING

The provision of public services and facilities especially sewer and water, is essential for meeting housing needs. The provision of sewer and water allows the development of high density low and moderate income housing. Without sewer and water, development is practically limited to low density single family residences. Goal 11, Public Services and Facilities, is therefore integrally related to the Housing Goal.

The purpose of Goal 11 is 'to plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural

development.** The County has no direct control of sewer or water. In unincorporated areas, these services are provided by independent service districts. The County can make recommendations to districts, assist them in finding financing and approve or disapprove annexations. The County has limited powers to implement the Service Goal as it relates to housing.

2.7 URBANIZATION AND HOUSING

It is clear that the intent of the statewide planning goals is to encourage the concentration of growth within urban growth boundaries. Although not all housing can be provided within urban growth boundaries, most will be. (See Section 3.1 and Table 42) And certainly, most low and moderate cost housing opportunities will be within urban growth boundaries because of the higher development densities that are made possible by sewer and water.

Goal 14, Urbanization, requires that urban growth boundaries must be based on, among other things, the need for housing. Sufficient land must be included in the urban growth boundary to meet long-range urban population growth requirements. Whether this requirement is met would be demonstrated through the buildable lands inventory. (The buildable lands inventory for the County is included in the Justification Element.) This inventory is required for land within urban growth boundaries include information on the amount of land available by zone. (See Section 2.3)

2.8 OTHER LEGISLATIVE DIRECTIVES

The legislature has twice affirmed the goal of the state to assist in providing reasonably priced housing to Oregonians. This was done through the passage of House Joint Resolution 8 (HJR 8) in 1977 and Senate Joint Resolution 8 (SJR 8) in 1979.

HJR 8 established the goal of affordable housing for Oregonians. In response to this resolution, the legislature formed the Joint Interim Legislative Task Force on Housing costs. The charge to this committee was as follows:

"House Joint Resolution 8, adopted by the 1977 legislature, established a broad statewide housing policy. The resolutions declared that the basic housing goal of the state should be 'to allow people living in Oregon to choose housing that meets their basic needs at a price they can afford.'

The task force shall examine the status of the housing industry in Oregon, keeping in mind that guidelines provided by HJR 8, and shall make recommendations to the legislature which will help prevent increased cost of housing.**

The report of the task force was published in October 1978. Their recommendations on land use are included in Appendix A of this element. Appendix B includes a recommended revision of the Housing Goal made by the task force. These recommendations if they are implemented locally or by the state will affect planning by local governments.

SJR 8 stated the legislature's intent to see that local governments adequately provide for mobile home development. It directs the Land Conservation and Development Commission to make special effort to insure that local governments provide for mobile homes, on individual lots, in subdivisions and in parks in their comprehensive plans. The

legislature has recognized that mobile homes provide a means of satisfying affordable housing needs in the face of rising housing costs.

3. HOUSING FINDINGS AND POLICIES

3.1 APPLICABILITY OF THE HOUSING GOAL TO URBAN AND RURAL AREAS (See Section 2.1 of Land Use Plan Element for expanded discussion.)

FINDINGS

There are conflicting interpretations on whether the Housing Goal applies to areas outside of urban growth boundaries as well as inside. The Oregon Court of Appeals and the Land Use Board of Appeals has stated that the Housing Goal only applies to lands within urban growth boundaries. The Land Conservation and Development Commission, however, has referred to rural housing needs in its plan reviews. The latter interpretation is the one that can reasonably meet housing needs in Tillamook County. Tillamook County cannot comply with the purpose of the Housing Goal "to provide for the housing needs of the citizens of the state" if those needs can only be provided for within urban growth boundaries.

The issue of whether all housing needs are to be met with urban growth boundaries is complicated by the literal interpretation of Goal 14 that urban growth boundaries are to be applied only to incorporated cities. This leaves 3 market areas, the South, South Central, and Central Coast without any incorporated cities to meet housing needs. About a quarter of the County's permanent population and about 48 percent of the peak population lives in these market areas. (See Table 9) Also, the South and South Central areas grew at the fastest rate in the County over the past decade. (See Section 1.2c)

The most southerly community in the County, Neskowin, is a 40-minute drive from the City of Tillamook, the nearest incorporated community. Clearly, it is unreasonable to expect that needs for housing in this community and others in the south end of the County can or should be met in the City of Tillamook.

To accommodate urban housing needs in the south end of the County, urban growth boundaries are being placed around functionally urban unincorporated communities. (See Sections 3.2 and 3.3 in the Urbanization Element.) However, even these communities along with the incorporated communities cannot meet all the County's housing needs. About 16 percent of the county's wage earners work outside of these communities and their urban growth boundaries.* For example, the Port of Tillamook Bay industrial park situated approximately two miles south of the City of Tillamook is a major employment location in the County. Louisiana Pacific, the largest industrial employer in the County, and Exact Electronics, the fifth largest employer, are both located in the industrial park. Therefore, 16 percent of the present population, and probably more in the future, may need to live outside of urban growth boundaries if they are to live near where they work.

There is also a preferential need for rural development. (See Section 2.1 in the Land Use Planning Element for an expanded discussion.) Larger acreage ownership is a tradition in Tillamook County and larger acreages cannot be accommodated in urban areas (See Section 3.3 in the Urbanization Element). Certainly the Statewide Goals don't state that larger acreage residential land needs are not appropriate. If that were the case, then housing need would simply be a need for shelter and this could be accommodated solely with high rises using a minimal amount of land.

POLICY

Tillamook County interprets the Housing Goal (Goal 10) as applying to all areas of the County, not just to incorporated areas and their urban growth boundaries. Given the County's circumstances, this is the only reasonable non-contradictory interpretation of the goal.

3.2 The County can encourage the availability of housing to meet needs by:

- 1) Zoning a sufficient amount of land for ~~needed~~ a variety of housing types,
- 2) Encouraging cities and service districts to service a sufficient amount of land to meet housing needs, and
- 3) Minimizing the effect of regulations on housing cost.

Although the marketplace will meet most of the County's housing needs, there are some needs for lower cost housing that it cannot fulfill. Publicly assisted housing can help meet this need although it comprises only a small proportion of the total housing supply. (See Section 1.2f) The County can help meet this need by supporting the efforts of agencies responsible for providing housing assistance. (See Section 3.9)

POLICY

Tillamook County will plan to meet housing needs by encouraging the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Tillamook County's households and allow for flexibility of housing location, type and density while preserving the County's resource base.

STRATEGIES

- a. Work with surrounding cities to regularly update the community's inventory of buildable land (approximately every five years) and use it to both identify housing development opportunities and assess the ability to meet future housing needs. If growth is occurring at a faster rate than previously predicted, participate in efforts with the cities to update the County's coordinated population forecast and local and regional housing needs analyses.
- b. Work with the development community to identify and create opportunities to build new housing that meets identified future needs.
- c. Work with cities and other service providers to monitor public facility capacity to ensure that proposed new residential developments can be adequately served by water, sewer, transportation, drainage and other public facilities.
- d. Consider updating the community's zoning map to establish a zone that allows for a broader array of housing types and smaller lot sizes than currently allowed (e.g., duplexes, triplexes and multi-family units) where services are available and development at such densities is appropriate and consistent with other Comprehensive Plan policies.

- e. Support mechanisms and organizations that help reduce the cost of, or leverage other monies, to develop affordable housing such as community land trusts, housing trust funds or similar entities.
- f. Work with state and federal agencies and other organizations to identify opportunities for acquiring and banking vacant or underutilized properties for the future development of housing affordable to household with low and very low incomes.

3.3 ENCOURAGING THE USE OF UNDERSIZED LOTS IN URBAN AREAS

FINDINGS

The minimum lot size in the existing zoning ordinance is 6000 square feet. Many lots have been platted at less than this minimum previous to the adoption of the ordinance. An inventory of the County in the winter of 1979 and 1980 determined that there are 3,412 of these lots of which 1,977, 58 percent, are vacant. In areas where sewer is available, many of these lots are buildable with the major restrictions being lot size, width and yard requirements. These requirements have the purpose of assuring adequate light and air to dwellings, vision on public roads, off street parking, open space for recreation, and of keeping congestion on streets within levels acceptable to the community.

Substandard parcels represent an important asset to the County that justifies making exceptions to zoning requirements. Public benefits in the form of lower housing costs, increased service utilization, reduced services costs, and reduced need to utilize resource land for housing will result from allowing the use of these lots.

The current zoning ordinance allows exceptions to lot size requirements for parcels greater than 3,000 square feet. The use of undersized lots can be further increased by expanding the scope of this exception while maintaining setback standards which are essential to the public interest such as assuring sufficient off street parking, maintaining fire safety, and maintaining vision clearance near roads and driveways.

POLICY

Tillamook County will revise its zoning ordinance to make pre-existing substandard lots more available while protecting essential public interest such as emergency access, adequate off street parking, and adequate vision on public streets.

3.4 REDUCING LOT SIZE REQUIREMENTS

FINDINGS

Tillamook County's minimum lot sizes are 7,500 square feet and 6,000 square feet in its urban areas. The 6,000 square feet requirement is not comparable to the lotting pattern of many subdivisions in the County which still have undeveloped lots. These subdivisions are platted with lot sizes of 2,500 square feet or multiples thereof. Minimum lot size of 6,000 square feet does not utilize this lotting pattern to its best advantage. A 10,000 square foot parcel comprised of two 5,000 square foot lots could only be used for one dwelling with a 6,000 square foot minimum but could be used for two dwellings if the minimum were 5,000 square feet.

Besides allowing more efficient use of existing lots, the smaller minimum will allow greater use of unplatted land without appreciable loss of light, air vision or the ability to accommodate off-street parking. A 6,000 square foot lot size results in a net density of

5.4 dwelling units per acre if it is assumed that 25 percent of the area is used by roads. Under the same circumstances, the 5,000 square foot lots will result in a net density of 6.5 units per acre. The 60 foot by 100 foot, 6,000 square foot lot will allow 3,000 square foot of lot coverage within the required 20 foot front and rear setbacks and the 5 foot setbacks on each side. The 5,000 square foot lot with 50 by 100 foot dimensions would under the same circumstances allow a lot coverage of 2,400 square feet. With these conditions and assuming that the maximum lot coverage is used, the 5,000 square foot pattern only has 3.7 percent less open space per acre, not including roads.

Decreasing the minimum lot size will have several public benefits including increasing service utilization and reducing household service costs. It will also reduce the pressure for urban expansion and the need for converting resource land for housing. Perhaps the main benefit however is in increasing the affordability of housing in the face of housing costs that are rising faster than incomes.

Currently about a third of the County's households are spending more than a quarter of their incomes on housing.* This percentage is bound to rise in the future as prices increase relative to incomes. The price of a single family home has risen by 13 percent annually over the past decade. Rents have increased by 10 percent annually. The median income for the County for the decade has only increased by 4.7 percent annually. This has made the possibility of owning a home even more difficult for County residents.

The state housing goal, Goal 10, requires that local plans and ordinances "encourage the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households." The County can help meet this requirement by reducing the minimum lot size to 5,000 square feet. In doing this, the County would be also making its lot size requirements comparable with those of the cities of Manzanita, Nehalem, Wheeler, Garibaldi, Bay City and Tillamook.

POLICY

Tillamook County will reduce its lot sizes in its medium and high density urban residential to 5,000 square feet if sewer is available in order to increase the utilization of land within urban growth boundaries.

3.5 FLEXIBILITY OF SUBDIVISION STANDARDS FOR RESIDENTIAL DEVELOPMENTS IN MODERATELY AND STEEPLY SLOPING AREAS AND ENCOURAGING CLUSTER DEVELOPMENT

FINDINGS

If Tillamook County is to preserve its agricultural land for agriculture then most future development will have to occur in the foothills of the County. Hillside development however is relatively expensive. The following table prepared by the Salem Home Builders Association for a presentation to the Mid-Willamette Valley Council of Governments in September of 1976 shows how the cost of housing typically increases with slope.

<u>% of Slope</u>	<u>Added Cost of Home</u>
0-5%	No added cost
6-8%	10 to 12%
8-12%	50%
12-15%	50 to 75%
18% plus	100% and more

Costs increase because the amount of grading for cuts and fills for roads and foundations increase with increasing slopes. It is also more difficult to site utilities and dwellings on steeper slopes.

On hillsides, costs can be minimized by building with the topography of the land so that grading and siting difficulties are minimized. In addition, if road widths and lengths are minimized, the amount of grading needed is reduced. Clustering dwellings and minimizing setbacks can also make it easier to design with the land and minimize grading and construction costs. By incorporating provisions in the subdivision ordinance to allow flexibility for development in hillside areas, the County can help reduce housing costs and minimize the amount of disturbance of hillside landscapes.

It is important that this flexibility does not harm the public health, safety and welfare in other ways however. Roads still need to provide adequate access for emergency vehicles. This means that if roads are narrower, mandatory off street parking will be necessary. Such flexibility would not increase the potential of geologic hazard either.

POLICY

Tillamook County will encourage the utilization of moderately and steeply sloping land by providing for flexibility in subdivision standards for setbacks and the location of sidewalks and utilities. Cluster development is encouraged in these areas. Standards shall assure emergency access, off street parking. Adequate vision on public streets, adequate storm drainage and no increase in geologic hazards.

3.6 URBAN AND RURAL PLANNED DEVELOPMENTS

FINDINGS

Planned developments increase densities locally and leave large areas of land undeveloped as open space. In urban areas this type of development is advantageous because site limitations can be worked around and development densities can be achieved that would not be possible with standard subdivision design. Planned development also allows more efficient planning of roads and utilities. As a result, housing prices and the impacts of development on the public are reduced. In rural areas, planned developments also have advantages such as reduced service and road requirements, larger buffers adjacent to resource lands, greater flexibility to fit development in with the surrounding environment, and better management of groundwater supplies and sewage disposal.

POLICY

Tillamook County encourages the use of planned developments in urban and rural areas in order to efficiently use land, provide public services efficiently, and reduce the impact of residential development on natural resources.

STRATEGY

Promote inclusion of non-single family units affordable to households with low and moderate incomes in planned developments.

3.7 PRESERVING OPTIONS FOR FUTURE INCREASED DENSITIES IN RURAL DEVELOPMENT AREAS

Areas of low density residential development can be difficult to convert to higher densities if future circumstances make sewerage and the expansion of urban development reasonable. Places where low density development may be transitory to urban development include some unincorporated communities such as Cape Meares, Beaver and Tierra Del Mar, rural residential zoned areas near urban growth boundaries, and areas within urban growth boundaries that are not yet serviced with sewer and water.

There are advantages to low density development patterns that maintain options for future conversion to higher densities. These include more efficient utilization of land and services and more reasonably priced housing.

The effect of planning on density conversion is illustrated in the following diagrams. Where house siting is planned, through deed restrictions; or other means, options are preserved for efficiently dividing properties into smaller lots. Where house siting is not planned it is more difficult to divide lots and achieve high densities.

PLANNED HOUSE SITING

BEFORE SEWER

AFTER SEWER

BEFORE SEWER

AFTER SEWER

Another possibility for preserving density conversion opportunities is illustrated below. Land is parceled at high densities and some lots are reserved for replacement drainfields with easements. When sewer becomes available, replacement drainfields are no longer necessary and the undeveloped lots become available for development.

REPLACEMENT DRAINFIELD EASEMENTS

BEFORE SEWER

AFTER SEWER

POLICY

In urban and rural areas where there is a possibility of conversion to urban development, the County will encourage development that can be efficiently converted to higher densities.

3.8 INCREASING OPPORTUNITIES FOR MULTI-FAMILY RESIDENTIAL DEVELOPMENT

FINDINGS

Encouraging multi-family residential development such as duplexes, triplexes and townhouses instead of conventional single family dwellings can have important benefits for the County. With densities no greater than would be present in a single family residential development, multi-family development could offer less expensive housing, less disturbance of the landscape, and less impact on surrounding properties.

In many areas such as steep hillsides multi-family zoning is inappropriate because the high densities allowed by the zoning are detrimental to the surrounding areas. Problems include storm water runoff, potential for sliding, and traffic generation. Multi-family development at single family residential densities, however, could occur without these problems while contributing important community benefits.

Multi-family development offers cost savings in land preparation and construction. Clustering allows placing housing units on the portion of a site that is most easily built on. Land grading and the amount of pavement can be reduced. Common wall construction reduces the amount of materials and labor in construction. It also results in more energy efficient dwellings.

This type of housing can help in meeting needs for affordable housing in Tillamook County. In addition, opportunities for home ownership in the County can be increased through condominium or cooperative ownership of multi-family structures.

POLICY

1) Tillamook County will modify its zoning ordinance to increase ~~possibilities~~ opportunities for construction of multi-family housing in medium density urban, and unincorporated communities' residential zones.

2) Tillamook County will participate with cities and unincorporated communities to periodically address buildable land supplies and future housing needs on a local and regional basis.

3.9 MOBILE HOME SITING OPPORTUNITIES

FINDINGS

Dramatic increases in housing prices relative to incomes has increased the importance of mobile homes as a housing option. The dramatic increase in Tillamook County's supply of mobile homes relative to conventional homes shows that County residents have responded to the price advantage of mobile homes. (See Table 3)

Mobile homes cost substantially less than conventional homes and afford more people the possibility of home ownership. In 1976 the U.S. Census Bureau found that for the Western United States the average monthly housing cost for mobile homes is 17 percent

less than the average for conventional homes.* In addition, the lower purchase price of mobile homes allows more people to buy because required down payments are smaller.

Traditionally there has been resistance to the siting of mobile homes in many communities. This resistance is based on notions that mobile homes are unsafe, unsightly and that they depreciate with age. These notions are no longer true.

Construction standards for mobile homes have improved since 1972 when Oregon started requiring that mobile homes meet the standards of the American National Standards Institute (ANSI). Similar nationwide standards were adopted by the Department of Housing and Urban Development in 1976. These standards are just as strict with regard to safety as the Oregon Building Code.* The federal mobile home code is more strict than the building code with regard to fire safety.*

Mobile homes are becoming more attractive as the manufactured housing industry gains experience and the market for mobile homes expands. Double-wide and triple-wide mobile homes are becoming increasingly common and increasingly indistinguishable from site built homes. The minimum cost site built home is no better in appearance than the average double-wide mobile home.

Better construction standards, greater attractiveness and increased marketability have reversed the pattern of mobile home depreciation with age that was typical with older model mobile homes. It is now typical for mobile homes to appreciate in value with age especially if they are located on an individual lot. A study by the Foremost Financial Service Corporation found that single-wide mobile homes depreciate over the first three years and then appreciate every year after they are sited.*

Mortgage lenders have responded to this trend by treating mobile homes more like conventional homes for loan purposes.

The price advantage of mobile homes has decreased over the past decade primarily because of increases in site rents. These rent increases are partly due to higher standards in mobile home parks but are primarily due to restrictive zoning which shows or stops the creation of more sites.* A survey of mobile home dealers in Oregon conducted during the summer of 1978 revealed that 1,000 mobile home sales a month in the state were broken off because the buyer could not locate a space for the home.*

There is no evidence currently available that restrictive zoning has limited mobile home placement in Tillamook County but mobile home placement records show that most mobile home placements occurred in the South Central, Central, and North Central market areas. (See Table 4) Considerable areas of land in unincorporated areas have been zoned for mobile homes as an outright use. About 77 percent of mobile homes have been placed in unincorporated areas over the past decade. It appears as though mobile home placement has been more limited by incorporated city governments in the County. Only 23 percent of mobile home placements occurred there. The cities of Tillamook, Rockaway, Wheeler, and Manzanita had particularly low number of mobile home sitings. These cities had about 24 percent of building placements but only 4 percent of mobile home placements.*

Regardless of past limitations of mobile home siting that might have been caused by zoning, it is important that the revised comprehensive plan and zoning designate a sufficient amount of land for mobile homes as an outright use. Mobile home owners need sufficient opportunities to choose where they wish to live and no community should be

forced to accommodate an unbalanced housing mix because other communities fail to meet their responsibilities.

POLICY

Tillamook County will designate a sufficient amount of land to meet needs for siting mobile homes in urban and rural areas in mobile home parks and on individual lots. The County will work with incorporated cities to provide an equitable distribution of mobile home sites.

3.10 SUPPORT EFFORTS OF NORTHWEST OREGON HOUSING AUTHORITY AND OTHER NON-PROFIT ORGANIZATIONS TO PROVIDE ASSISTED HOUSING EQUITABLY DISTRICTED THROUGHOUT THE COUNTY

FINDINGS

Although federal and state housing assistance programs only help a small proportion of Tillamook County's households, this help is never-the-less needed. There are housing needs that can not be met solely through the market place without any governmental assistance. Approximately 34 percent of the County's households in 1978 earned 865 dollars a month or less, the standard for determining eligibility for assistance by the Department of Housing and Urban Development. Of those households, approximately 48 percent pay more than 25 percent of their monthly income on housing. About 13 percent pay more than 50 percent of their monthly income on housing (4.4 percent of all County households).

Special households such as the elderly and handicapped can have extra difficulties meeting their housing needs. These households typically have lower incomes than the population as a whole. They may have special needs in house design or location. These needs are difficult to meet with low incomes.

There can be a tendency on the part of government to segregate assisted housing to one area of the community. This is unfair to residents of those areas because it can change the character of their community. It is also unfair for the residents of assisted housing because they may be forced to live away from jobs or commercial services. It is important for assisted housing to be distributed fairly throughout the County according to need.

POLICY

Tillamook County supports the efforts of the Northwest Oregon Housing Authority and other housing agencies or non-profit groups to meet the needs of the County's low income population. The County encourages an equitable distribution of assisted housing units in accordance with the needs of low income households.

3.11 SUPPORT PROGRAMS TO REHABILITATE HOUSING

FINDINGS

A substantial number of housing units in the County require rehabilitation. Approximately 28 percent of housing units in the County are over 40 years old and many are in substandard condition. About 21 percent of owner occupied housing and 18 percent of renter occupied housing is in substandard condition. Many of these units are suitable for rehabilitation.

There will be substantial needs for housing rehabilitation in the future. By the year 2000, 4,846 housing units, or about 24 percent of the housing supply at that time, will be more than 50 years old.

A number of public programs are currently being used to rehabilitate housing in the County. These include HUD Section 8, FHA Section 504 and a Community Development Block Grant (See Section 1.2f). Only a small proportion of total needs, 33 housing units, are being met through these programs.

Housing rehabilitation before deterioration becomes too advanced is cheaper than housing replacement. It is a cost effective way that the County's housing supply can be maintained.

POLICY

Tillamook County will cooperate with the Northwest Oregon housing Authority and other housing agencies or non-profit groups to develop programs for rehabilitating all types of housing including mobile homes. The County will make information available about these programs.

3.12 MAINTAINING A HOUSING DATA BASE

FINDINGS

Comprehensive plans are dynamic, not static and must be continually updated if they are to continue to meet local needs. Population and housing projections are, at best, educated guesses assuming that past trends will continue into the future. The accuracy of these projections depends on the validity of the assumptions that underlie the projection and the amount of change that is occurring in a community. Where change is rapid, it is more difficult to project population. Also, projections are increasingly inaccurate as they progress further into the projection period.

If plans are to continue to provide for housing needs then they must continue to reflect those needs. This requires the maintenance of a data base to indicate when the plan is not filling its purpose and what changes to the plan are necessary in order to continue to meet housing needs. A good data base would include information on buildable land supply, housing supply and condition, vacancy rates, housing costs, population and household growth, and household income.

POLICY

Tillamook County will work with city governments, unincorporated communities, the Clatsop-Tillamook Intergovernmental Council, and the Northwest Oregon Housing Authority to maintain and update a housing inventory for the County.

APPENDIX A
LAND USE RECOMMENDATIONS FOR THE JOINT INTERIM LEGISLATIVE TASK FORCE ON
HOUSING COSTS

PROBLEM PRESENTED:

Higher land costs are the major factor in increased housing costs. Contributing to that are inflation and government regulation and delay. 'Time is money' was often repeated. Bureaucratic delays which can be involved with subdivision, development and approval, extend the time the land is held under expensive interim financing, and there the inflation factor takes its toll.

Land use planning is a new concept in Oregon, and the complete process is still developing. The task force took testimony from the Department of Land Conservation and Development, 1000 Friends of Oregon, and the League of Oregon Cities. Academic reports on urban growth boundaries, and their impact on the housing market, were discussed. Home builders, city officials and government research specialists presented material on systems development. Charges for services to new developments represent another large cost factor in housing, as local governments are suing those charges in lieu of increasing property taxes to finance those services. (See staff report included in Appendix.)

Innovative subdivision design, substandard lots, planned unit developments, mini-subdivisions, retirement community developments, and lease-hold property arrangements all were discussed before the task force by developers, builders and home building associations.

Policies were adopted which address regulation of land use and the processes which delay development in the following areas:

- Land Conservation and Development Commission
- LCDC Goal #10
- Site Availability
- Subdivision Approval
- System Development Charges

TASK FORCE RECOMMENDATIONS

(Land Conservation and Development Commission)

The task force recommends:

1. The Land Conservation and Development Commission should more aggressively seek adequate compliance with the statewide goals and guidelines regarding housing.
2. In rejecting local plans, the Land Conservation and Development Commission must be specific about the reasons for rejection.
3. That the Land Conservation and Development Commission should develop and promulgate brief, clear, minimal standards for the residential elements of local land use regulations.
4. Future legislation relating to land regulation, and the rules promulgated for implementation, should undergo a fiscal impact analysis relative to potential increases which would be created in the end-cost of the land, with an ultimate impact on the cost of housing.

5. Technical assistance should continue to be provided by the Department of Land Conservation and Development to local jurisdictions to monitor the impacts of their comprehensive plans. Technical assistance should be provided for:
 - a. Monitoring the supply of buildable lands within the urban growth boundary;
 - b. Capital improvement programs for the provision of public facilities within the urban growth boundary;
 - c. Fiscal impact analysis for new development;
 - d. Coordination of state agencies affecting the provision of housing, including the Housing Division and the Department of Commerce;
 - e. Verification and monitoring of the adequacy of urban growth boundaries, housing plans, and economic plans based on 1980 census data;
 - f. Maintaining a clearing house of information for planners, citizens and researchers to document how local planners are solving their planning problems; and
 - g. Counties, councils of governments, and regional planning bodies, through the housing Division, to determine regional housing needs and 'fair share' responsibilities of member jurisdictions.

(Goal #10)

The task force recommends:

1. That the amendments to the Land Conservation and Development Commission's Goal #10, as presented to the Joint Legislative Committee on Land Use, be supported. (Copy included in Appendix)
2. The allocation of currently serviced land should be reasonably apportioned among different residential uses and densities.
3. That in order to provide more accurate buildable lands inventories by local jurisdictions in their land use planning process, the Land Conservation and Development Commission should provide a standard definition of vacant, buildable and available land.
4. That the Housing Division of the Department of Commerce should develop a statewide market analysis system, develop uniform criteria for identification of buildable lands, and prepare and submit to the Land Conservation and Development Commission an annual report summarizing by jurisdiction, projected number of housing units needed and actual number of units supply. The information should be uniform and supplied to local governments to assist in complying with the statewide housing goal.

(Site Availability)

The task force recommends:

1. That creative land use patterns in flood plain areas be considered to increase the amount of buildable land available. More flexibility in flood plain zonings should be provided, in

order to allow the use of marginally affected land, and new dam construction that might have mitigated possible water damage, should also be taken into consideration.

2. That within the urban service boundary there should be available two to three times the sites needed for any building year, either serviced or serviceable to avoid (1) short-run bottlenecks in the market, and (2) reduce the inflationary pressures on land.

(Subdivision Approval)

The task force recommends:

1. That if a specific subdivision proposal is consistent with the local comprehensive plan, goals and zoning ordinances, and an opposing party appeals approval of the subdivision, the appellant should have the burden of proof, not the applicant.
2. That counties be prohibited from requesting waivers of the time limit specified by statute for subdivision approval, and other land use actions.
3. That state statutes be amended so that subdividers would not be prohibited by local jurisdictions from using private engineers for design and supervision of the installation of public services in subdivisions.
4. That the state should consider exempting from the requirements of the Oregon subdivision control law, subdivisions in jurisdictions having acknowledged comprehensive plans or jurisdictions that certify that the 'full service' requirements (ORS 92.337) have been or will be met.
5. A reexamination of the existing development statutes and enabling legislation. Statutes should facilitate and give incentive to development (including higher densities) within the urban growth boundary. Statutes should also encourage performance standards which use non-discretionary criteria.
6. Support of the development of model ordinances which would replace the piecemeal collection of existing ordinances, with a regulatory system which reflects recent court cases and legislation. A model ordinance would help implement the above suggestions. It would also aid local jurisdictions in their administrative procedures. The cost and necessity of existing subdivision improvement standards could be reexamined during the development of a model ordinance.

(System Development Charges)

The task force recommends:

1. That the state should conduct a study of alternatives to the system development charge for communities to finance public services.
2. The study of the feasibility of a statewide capital improvements program. The study would reexamine how priorities are set for providing state and federal funds for public facilities. The provision of major facilities, such as sewer and transportation systems, should be coordinated, not only among services, but according to where growth is projected to occur.

APPENDIX B
RECOMMENDED CHANGES TO THE HOUSING GOAL BY THE JOINT INTERIM LEGISLATIVE TASK
FORCE ON HOUSING COSTS

Goal 10: Housing

To provide for the housing needs of citizens of the state.

Buildable lands for residential use shall be inventoried prior to the establishment of an urban growth boundary pursuant to Goal 14, Urbanization. Plans shall provide for adequate numbers of housing units and sites at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density. At a minimum, plans shall designate buildable lands on which the following residential types will be permitted outright in sufficient amounts to meet needs for these housing types to the year 2000:

1. Apartments, both low and high density;
2. mobile homes, mobile home parks, and other manufactured housing; and
3. single family houses, both conventional and attached, at densities consistent with the goal.

Absent natural hazards, plans shall establish no density limitations on residential buildable lands which impair the ability of Oregon households to obtain affordable housing within the planning area.

Development standards, review processes and fees shall be reviewed, and alternatives shall be examined, in order to eliminate unnecessary costs imposed on residential development.

Plans shall contain a housing element including at a minimum: (1) A comparison of the distribution of the existing population by income with the distribution of available housing units by cost; (2) a determination of vacancy rates, both overall and at varying rent ranges and cost levels; (3) a determination of expected housing demand at varying rent ranges and cost levels; (4) allowance for a variety of densities and types of residences in each community; and (5) an inventory of sound housing in urban areas including units capable of being rehabilitated.

Buildable lands - refers to lands in urban and urbanizable areas that are suitable, available and necessary for residential use.

Household - refers to one or more persons occupying a single housing unit.

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