

MONROE COMPREHENSIVE PLAN

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CITY OF MONROE
COMPRHENSIVE PLAN
1986

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I. INTRODUCTION

A. General Description of a Comprehensive Plan.

A comprehensive plan is an official policy guide for decisions about development within an area. It is intended as a set of carefully interrelated policies about land use, transportation, public facilities and related matters. The plan should provide the framework for consistent and coordinated public and private development decisions. While planning may be considered as the process of guiding development, the comprehensive plan can be thought of as the official policy guide. The basic purposes of a comprehensive plan follow:

1. A guide to be continually used in making specific development decisions;
2. A way to determine policy while the plan is being developed or updated; and
3. A source of information and as a means of communications with the public—a way of learning about an area and why development decisions are being made.

B. Purposes of the Plan.

1. As a guide to be continually used in making decisions regarding change in the community -- as a rational base for decision-making.
2. As a way to determine policy while the plan is being prepared or amended.
3. As a way to implement policy. Plan policies and proposals should be used as a guide in making specific decisions.
4. As a tool for project and regulations review. The plan should be a basic reference when preparing, evaluating, or amending budgets for major capital outlay expenditures (streets, utilities, etc.) or land use controls.
5. As a source of information and a means of communication and education for the public. The plan provides an opportunity to learn about the community and why particular recommendations and decisions are made.

C. Plan Elements.

1. Land Use Element - guide to indicate areas and basic policies for residential, commercial, industrial, and other land uses with special consideration given to resource conservation and development, and to energy and environmental concerns.

2. Public Facilities Element – guide to indicate general locations, policies and development standards for community facilities and services such as parks and recreation, schools, fire protection, shop, and storage areas, and utilities including water supply, sewage disposal, drainage and solid waste.
3. Transportation Element – guide to indicate general locations, policies and development standards for highway, road, rail, pedestrian and bicycle transportation.
4. Housing Element – guide for policy development related to improving housing conditions and meeting housing needs of the city’s residents.
5. Urbanization Element – guide for policy development related to the outward expansion of urban development and the timing, extent and direction of urban growth, with emphasis on the establishment of urban growth boundaries.

D. Basis for Plan Development.

1. In developing a plan, it should be understood that the plan should reflect development limitations and opportunities as listed below:
 - a. State laws and major court decisions.
 - b. Information related to the physical, economic and social characteristics of the city area. The Monroe Data Base of 1979 contains all planning background studies, which were completed prior to plan development.
 - c. The desires, problems and needs as expressed by the residents of the city.
 - d. The programs, projects and policies of other units of local government and of state and federal agencies.

E. Basic Plan Characteristics.

1. The plan must be adopted by the City Council in order to be the official policy guide for decisions related to land use.
2. The plan is primarily a policy document which also includes maps illustrating major planning proposals.
3. The plan should be comprehensive in that it should deal with all areas and all aspects of the city’s development—land use, housing, resources, community facilities and transportation.
4. The plan must be coordinated in that its various elements should be closely interrelated and that all citizens and affected agencies should have an opportunity to participate in its development.

5. The plan should be general in nature in that it represents a summary of policies and proposals and does not include detailed locations, development standards, budgets or similar items.
6. The plan should look as much as 15 – 20 yeas into the future. However, short-range (0-3 years) and mid-range (3-10 years) considerations should also be brought into the plan. Plans, to be meaningful policy guides for the planning commission and governing board, should deal with short-term as well as long-term issues.
7. The plan should be regularly reviewed and, if necessary, revised to keep it consistent with changing needs and desires (ORS 197.100). The plan must be able to reflect change: Change in attitudes, policies and priorities; economic, social or technological change; change required by emergencies; and change as reflected by completed projects. The plan should be reviewed every 5 years and substantially overhauled every 10 years or so, depending on the rate of community growth.

F. The Monroe Planning Area.

For purposes of the development of the comprehensive plan, the Monroe Planning Area may be considered to be all land inside the urban growth boundary as illustrated on the Comprehensive Plan Map. The official policies within the plan are limited to this area.

II. BACKGROUND INFORMATION

The City of Monroe is located in the western part of the Willamette Valley, with the Long Tom River forming part of the city's eastern boundary. West of the city is the beginning of the Coast Range foothills. Monroe is located 17 miles south of Corvallis, nine miles from Junction City and 23 miles from Eugene.

Two north-south transportation routes serve the city; they are the Southern Pacific Railroad and Highway 99W. The Territorial Highway, formerly part of the Applegate Trail, originates in south Monroe. In general, urban development has been in a north-south nature, along the major transportation lines. Development has been prevented on the east side of the river by the flood plain of the Long Tom River, and development west of the existing city has been sloped by the increased slope in this area.

Monroe developed as a commercial-residential center to meet the needs of the surrounding agricultural area. Currently, the commercial orientation of the community is intended to meet the basic needs of the local population.

The town of Monroe was established along the Applegate Trail in 1853, becoming an incorporated city in 1914.

III. POPULATION AND HOUSING

A. Population.

The first United States Census taken for the newly incorporated town of Monroe was in 1920, when Monroe's official population was listed as 191 people. The city grew steadily until it reached its peak of 443 people in 1970. The late 1970's recession caused a net loss of 39 people by the 1980 census.

The population estimate for 1984 is estimated by the Center for Population Research at Portland State University (PSU) at 460, or an increase of approximately 10.4% over the 1980 census data. The north Monroe area annexation occurring in 1980 contributed to the population increase in a substantial way.

The tables on the following pages display the historical population growth rates for the City. Table 1 shows the census population figures commencing with the first U.S. census after incorporation of the City and displays the projected figures to the year 2000.

Table 2 gives the estimated population figures as given by PSU from 1976 to 1984, and also show the projected population figures to the year 2000.

Population increase is estimated to occur at approximately 1% per year, slightly lower than the 1.3% rate projected by PSU for the State of Oregon during the same period. Using the PSU estimated 1984 population of 460 people, the growth for Monroe through the year 2000 was graphed. Those population figures are as follows:

<u>Year</u>	<u>Population</u>
1984	460
1985	465
1990	488
1995	513
2000	539

B. Housing.

In 1985, there were 174 dwelling units in the city, consisting of 159 single-family and 37 multi-family. In the period between January 1, 1980 and December 1984 there were 7 new single family dwellings constructed.

Based on an anticipated increase of 79 people by the year 2000, and using 2.37 people per dwelling unit, an additional 34 dwelling units must be provided, consisting of approximately 27 single-family and 7 multi-family dwelling units. Within the Monroe planning area, there is enough acreage available for approximately 100 single-family residences on 6000 square foot lots in the Low Density Residential (R-1) zone. There is ample land planned and zoned for multi-family housing to fulfill these needs to the year 2000.

C. Policies.

1. The City of Monroe shall work toward meeting housing needs as required by LCDC Goal 10, by encouraging the development of a diversity of housing types at various price and rent levels, in a variety of locations at varying densities.
2. Based upon population projections and an evaluation of the city's existing housing, it is estimated that by the year 2000, there will be a need for approximately 34 additional dwelling units within the planning area. Of this amount, 60% should be single-family, 10% should be multi-family and 30% should be mobile homes. This would be added to the planning area's 1977 mix, less the 39 homes that will need to be replaced, of 74% single-family, 23% multi-family and 35 mobile homes (162 units). The resulting housing mix for the year 2000 would be 67% single-family, 16% multi-family and 17% mobile homes.
3. An adequate amount of land for residential development has been included within the UGB to accommodate anticipated housing needs during the planning period.

The following table displays the number of housing units needed to the year 2000, the required acreage for the units, and the amount of buildable land to meet those needs:

<u>Use</u>	<u>Required # Units</u>	<u>Required Acres</u>	<u>Available Acres</u>
Single-Family Residences	30	3.90	>60
(1. Mobile Homes	(10)	(1.30)	
(2. Single-Family	(20)	(2.60)	
Multi-Family	4	0.24	1.26

4. The housing trends within the planning area should be monitored, in order to evaluate the community's housing needs and modify policy when necessary.
5. The enforcement of state and federal codes that provide safety and health standards for newly constructed housing units shall be continued in Monroe.
6. Mobile homes are permitted outright on individual lots on property zoned Low Density Residential (R-1) and in the High Density Residential (R-2) zone. Criteria in the Zoning Ordinance which establish standards of appearance and structural safety for mobile homes will maintain the quality of residential areas and provide for the well-being of mobile home occupants.

7. A five acre minimum site size shall be required for mobile home parks. Mobile home parks are permitted conditionally in both high and low density residential areas, at a density of 4,000 square feet per unit (in park areas designated for families with children under 14) and 3,000 square feet per unit (in park areas designated for adults).
8. Vacant land which is appropriate for mobile home park development includes the following areas:
 - a. High Density Residential. (Area available is located in northern part of the city, east of Highway 99W. Area in central part of city does contain a sufficient vacant area).
 - b. Low Density Residential. (Vacant areas include southwest Monroe, and areas in the northwest part of the city).
9. Mobile home parks must meet the requirements of Chapter 446, Oregon Revised Statutes and the Monroe City Zoning Ordinance.
10. Mobile homes should provide approximately 30% of the 34 additional housing units required by the year 2000 (10 units), and that a sufficient quantity, and diversity of land for this use is provided in the planning area.
11. Lower density multi-family structures (duplexes, triplexes and fourplexes) are appropriate in the following areas designated for high density residential development.
 - a. In the northern part of the city, north of Oak Street, west of Highway 99W and east of the industrial area (vacant at this time).
 - b. In the central city area, bordered by Orchard Street, 7th Street, the north city limits and 6th Street (a few vacant lots).
12. All multi-family structures shall meet standards established in the Monroe Zoning Ordinance.
13. Multi-family units should provide approximately 10% of the 34 additional housing units required by the year 2000 (4 units) and that sufficient quantity and diversity of land for this use is provided within the planning area.
14. Infilling will be encouraged on vacant residential lots within the city. This could be accomplished in part by considering the reduction of land development standards on small or odd shaped parcels that are difficult to develop.
15. The city supports the HUD Block grant program for the provision of housing rehabilitation funds for Monroe and South Benton County.

16. The importance of weatherizing to prevent the loss of heat is recognized, and the city supports the intent of the weatherization programs provided by the Farmers Home Administration, Community Services Agency and the electric companies serving Monroe.
17. The city's present and future needs for low-income housing should be evaluated and that the city should actively encourage the development of new low-income housing, by supporting state and federal agencies and private lending institutions which aid in the development of lower cost housing.
18. The Linn-Benton Housing Authority shall be supported in its programs to provide rental assistance.
19. The city shall continue to upgrade the sewage collection and treatment system and water delivery system so these services will be available to meet the needs of anticipated population growth and housing demands of the planning period, subject to the availability of funds to pay for necessary improvements; if funds are not available new development will be restricted as necessary.

IV. LAND USE ELEMENT

A. Discussion.

Although Monroe has existed as an incorporated City since 1914, greater than 50% of the city is undeveloped. Generally, this undeveloped land is in agricultural. Of the city land that is developed; 32 percent is residential; 5 percent is commercial; 16 percent is industrial; 21 percent is public and semi-public; and 26 percent is in street right-of-way.

The primary area of single-family residential development in the city is west of the highway and north of Orchard Street. There is also some residential development along the highway and in the northern part of the city.

Multi-family development is located primarily between 6th and 7th Streets, Orchard and Kelly Streets.

Commercial land use in Monroe has been and continues to be located along Highway 99W primarily to take advantage of the highway. These commercial establishments range in type from agricultural product sales to recreation uses, and tend to meet most of the basic needs of the local consumers.

There are two areas of industrial land use within the city. One area includes the brickyard property at the northeast city limits. The brickyard was not operating in 1985, and has remained closed for a number of years. The other industrial area includes the land between the railroad tracks and the Highway, from the northern city limits to approximately Kelly Street.

B. Land Use Classification and Purposes.

The Land Use Classification Map is shown on page 18.

Low Density Residential – To provide areas suitable and desirable for single-family homes, mobile home parks and associated public services uses (schools, parks, churches).

High Density Residential – To provide areas suitable and desirable for lower density, multi-family structures (duplexes, tri-plexes and four-plexes), mobile home parks and associated public services.

Commercial – To provide areas suitable and desirable for all types of commercial development intended to meet the business needs of area residents and highway travelers.

Industrial – To provide areas suitable and desirable for industrial activity, where sufficient controls are utilized to minimize possible hazards related to nuisance characteristics (noise, dust, smoke, glare, odor, fumes, explosion hazards).

Floodplain – To indicate areas lying within the Long Tom River floodplain (lowlands adjoining the channel of the river which have been or may be periodically covered by floodwater) which are subject to recurring flooding and where urban development either should be prohibited or where controls upon urban development are necessary in order to eliminate potential health and safety hazards.

Public – To indicate areas under public ownership, including schools, streets, and city property.

C. Policies.

1. Land allocations for the various urban uses (high and low density residential, commercial and industrial) should be based upon anticipated needs for development, upon land use characteristics and the relationship between land uses.
2. That the Benton County soils study for the Monroe area should be used as a guide in developing land development controls and evaluating individual projects where public water and sewer systems are not available and where poor drainage or steep slopes predominate.
3. As new development takes place within the community the proposals will be reviewed to maximize the conservation of all forms of energy to the greatest extent possible.
4. School grounds and playfields should be readily available to the public.

Residential Land Use Policies.

5. Within the city limits and Urban Growth Boundary, the residential land use designations are Low Density (single-family and mobile home parks), and High Density (multi-unit housing and mobile home parks) Residential.
6. Maximum net development densities (not including streets) in high density residential areas should not exceed 14.5 units per acre (one dwelling unit per 3,000 square feet). Maximum net densities in low density residential areas should be 7.2 units per acre (one dwelling unit per 6,000 square feet).
7. High density residential development should be limited to the following areas:
 - a. Between 7th Street on the west, the city limits and Kelly Street on the north, 6th Street on the east and Orchard Street on the south.

- b. In the northeast part of the city, east of Highway 99W, south of the city limits, north of Oak Street, extending to the end of Mill Street.
8. The basic criteria for the location of high density residential areas in Monroe include:
 - a. Availability of public water supply and sewage disposal facilities.
 - b. Land reserved for high density development should be based on need for multi-family units or mobile home park development.
9. Low density residential development is most appropriate in portions of the city where conventional single-family residential development already exists, particularly west of 7th Street, north of Orchard and along Highway 99W, south of the commercial area.
10. Low density residential development within the city is also appropriate in the undeveloped city area south of Orchard, and west of the grade school property.
11. Areas outside the city and inside the urban growth boundary are also appropriate for low density residential development, including much of the area northwest of the city and east of the Territorial Highway in the southern urban growth boundary area.
12. All new subdivisions shall be provided with public water supply and sewage disposal systems, storm drainage facilities, paved streets, curbs and sidewalks either in advance of, or in conjunction with, new housing. Installation of all the above facilities will be a condition of subdivision approval. For commercial, and industrial development the requirement may be postponed if an agreement to participate in a Future Improvement District is authorized by the City and signed and recorded by the developers/owners. If existing water or sewage systems cannot be developed as needed for new development, new subdivisions will not be approved until a commitment is made to upgrade facilities as necessary.
13. Electrical and communications utilities provided in conjunction with new developments should be installed underground.
14. Proposals for public and institutional facilities permitted in residential areas should be evaluated in order to determine the impact on the surrounding neighborhood. Among the major concerns related to these facilities are congestion of streets, placement, size and design of structures, placement of parking and loading areas, signing, lighting, noise control and landscaping. These facilities should be compatible with the surrounding area and enhance neighborhood appearance and stability.

Industrial Development Policies.

15. Industrial land uses should be located in the following areas:
 - a. Inside the city, south of the city limits, west of the Long Tom River, north of a line extending east from Oak Street, and west of the end of Mill Street.
 - b. Between Highway 99W and the west city limits, north of Kelly Street, south of the north city limits.
 - c. As a need for additional industrial land is determined the land area within the northeast area of the community will be considered for future expansion in accordance with both state and local goals and ordinances. Average industrial lands allocated for Oregon communities is 11%, Monroe is showing 6% of these lands available for Industrial Development, of which most is reserved for existing development and preservation of the brick plant.
16. The existing brickyard in northeast Monroe made a significant contribution to the local economy in the past. Sufficient and appropriate area is established for its redevelopment. Continuation of the brick plant use will be encouraged to continue in recognition of the limited number of brick plants within Oregon.
17. Clear delineation between industrial and residential areas is necessary where there are common boundaries and no natural buffers between them. Well maintained landscaping as a buffer between residential and industrial areas should be established with new development, to help in minimizing negative impacts.
18. Industrial development in the Monroe area must meet established state and federal air and water quality standards as a prerequisite for development and continued operation.
19. Soils in areas of industrial land use designation possess very poor surface drainage capability characteristics, and provision of appropriate facilities for handling drainage should be an essential part of any development project.
20. The DEQ and EPA enforces most standards for air, water and noise as they may apply to the natural environment of Monroe. The city will give the DEQ and opportunity for input when development proposals occur which have a potential to pollute the Monroe environment.

Commercial Development Policies.

21. Commercial land uses located in the following areas:
 - a. West of Highway 99W, east of 6th Street, south of the railroad property along Highway 99W, and north of the Catholic Church property and Orchard Street.
 - b. East of Highway 99W, west of the Long Tom River, south of the high school and north of Highway 99W where it crosses the Long Tom River.
 - c. In the southern urban growth boundary area, south of the city limits, west of the Territorial Highway, east of the Southern Pacific Railroad right-of-way.
 - d. East of Highway 99W, south of Mill Street, west of 4th Street and north of Fir Street.
22. To encourage infill of present commercial areas, the commercial classification should not be expanded until there is a need determined for additional commercial land. That Monroe currently shows 6% of their total land area reserved for commercial use, of which 2% is within the Floodplain for the Long Tom River and has limited commercial use. The average Oregon community shows 4% of their total land area reserved for commercial development. Monroe meets this minimum in that only 4% of the designated commercial land is developable. Monroe also serves as the south eastern Benton County commercial center.
23. In approving new businesses in the commercial areas, consideration should be given to:
 - a. Utilization of access control standards so that driveways to individual establishments will be located in order to minimize potential conflicts with highway use.
 - b. Design of parking lots to prevent backing of vehicles directly onto the street right-of-way.
24. Commercial uses be considered those activities involving an on-site retailing or wholesaling of goods, provision of services, and other business establishments.
25. The city should not approve uses which will violate Department of Environmental Quality enforces noise standards. When the city reviews such development proposals, the DEQ should be given the opportunity for input.

D. Development Limitations.

Monroe's location between the foothills of the Coast Range and the Long Tom River mean that several areas within the City have some limitations for development. The eastern edge of the city is located in the floodplain of the Long Tom River; portions of the western part of the City have slope considerations. The map on page 19 displays those limitations; which are also discussed below.

Drainage and Floodplain

Within the Monroe planning area, there are two soil types (Dayton and Conser), which possess very poor surface drainage characteristics. These soils occur throughout most of the planning area, with the exception of a portion of the northwestern part of the city. Poor drainage can lead to building foundation problems such as uneven settling or cracking.

The floodplain and floodway of the Long Tom River are significant for planning purposes in that certain development limitations are appropriate for these areas. In the floodway (area of moving water within the floodplain) development is not recommended. In the floodplain, certain types of development may be allowed if suitable standards can be met, which includes floodproofing and placing building foundations one foot above the 100 Year Flood Elevation.

Slope and Landslide

In the northwestern part of the City slopes in excess of 15% may be found. These slopes may require special design considerations for development. This area is designated Low Density Residential, to allow large lots and to be able to incorporate any special site design requirements that may be necessary for residential development.

The above described areas may also be subject to landsliding or slumping if the slope is sufficiently disturbed. Although the potential is small for a landslide given the current level of development, large scale development could trigger a slide. Future development of these areas shall be carefully planned to avoid land slides.

E. Policies.

1. Standards are needed to assure that development and related streets and facilities in certain areas will not be a hazard to public health and safety. Development is appropriate in these areas providing sufficient development and density standards apply.
 - a. Lands within the floodway fringe of the Long Tom River or Shafer Creek.
 - b. Areas with soils having poor to very poor natural drainage capacity.
 - c. Areas with slope in excess of 15%.

2. The City should adjust the boundaries of the floodplain within the planning area, when additional information is available.
3. The City of Monroe belongs to the Federal Flood Insurance Program and shall remain actively involved in it. All building permits issued for the floodplain areas shall meet Benton County's requirements for floodproofing and for fill.

V. PUBLIC FACILITIES ELEMENT

Public facilities and services form the support structure for the development of the city. The maps on pages 25 and 26 display the Public Facilities and Services and Recreation Plan for the city, which are discussed below.

A. Public Facilities and Services Discussion.

City offices are currently housed in a combination Library/City Hall/Fire Hall building. The city shop is located south of City Hall. There is a need for space for all phases of local government within the existing building.

The United States Post Office located within the City is adequate to serve the needs of area residents.

The American Legion Hall serves as a large meeting hall for the City. This facility currently meets the needs of the community.

Emergency services are provided by the Police and Fire Department. Medical needs are being met through either the Emergency Medical Team or doctors and hospitals in Corvallis and Eugene. The Benton County Health Department provides limited services to the Community as well.

There are two schools in Monroe. The elementary school had an enrollment on June 3, 1985 of 196 children; on November 4, 1985, 170 children were enrolled. It is estimated that the enrollment at the elementary school will continue to decline for a few years, then begin to rise steadily as the population increases. This same general trend may occur at the high school. No new facilities are needed or planned for these schools.

Senior citizens activities are carried out in various facilities throughout the city.

The water supply for the city of Monroe is obtained from an infiltration gallery in the sough east of the main channel of the Long Tom River, Kyle, and Belknap Springs. These water sources currently produce 83 gallons per minute.

The city currently has three water storage reservoirs, with a total capacity of 160,000 gallons. A 200,000 gallon reservoir is needed, according to consultant Westech Engineering.

The water delivery system extends through much of the developed part of the city, and it is estimated that approximately one-half of the existing pipes may be in need of replacement.

The existing city sewage system consists of sewer pipes which facilitate a gravity flow of sewage to a pump station on the west side of the river. The sewage is then pumped under the river to two sewage lagoon treatment areas on the city property east of the river. There is a 2 acre

primary treatment lagoon and a 1 acre secondary treatment lagoon. The summer holding capacity is equivalent to 517 people. The lagoons were designed to provide summer wastewater storage (June 1 through October 31) and discharge chlorinated effluent to the Long Tom River during the high streamflow winter months. Westech Engineering, a consultant to the city, proposes that the city consider adding a third lagoon to improve capacity.

The sewage system was recently upgraded with a grant from the Environmental Protection Agency. That grant provided funds for extension of services to the northwest portion of town, and improved the separation of sanitary and storm systems. However, three areas of town are not served by the sewer – the extreme northeast part of town north of Oak Street and east of the Highway; the extreme western part of town north of Orchard and south of Commercial; and the extreme southern part of town on both sides of 5th Street south of Bonnie M Street. Westech Engineering stated that, although the inflow and infiltration problems have been substantially reduced, most of the remaining inflow and infiltration problems are associated with house service laterals.

Summer storage capacity is the major problem for the sewage treatment system. The lagoons provide for an average daily summer flow of 28, 900 gallons per day during the 153-day storage period. This compares to an average summer influent flow of 33,516 gallons per day in 1984 and 43,582 gallons per day in 1985 and suggests that the lagoons cannot provide the needed summer storage if operated in this manner. A long-term solution to the problem is increased lagoon capacity. The City is actively seeking funding in order to solve the problem.

Solid waste disposal is provided in two ways within the community. Curbside service is provided by a disposal company from Corvallis. A transfer station is located on Highway 99W at the City Park. These two methods of waste disposal adequately serve the needs of the community. Monroe is investigating the assumption of the Transfer Station operation, in an effort to provide more efficient less costly service to the community. The sanitary landfill at Coffin Butte is available to the City of Monroe and is located north and west of the City of Adair Village. According to the landfill operator, the landfill has sufficient area to meet the needs of Benton County for the next 50 years.

Telephone service is provided by Monroe Telephone Company, which is meeting the needs of the area residents.

Electrical services are provided sufficient to meet community needs.

B. Policies.

1. The City Hall building will probably need to be expanded to include increased office space (separate spaces for the police and fire department offices and some area for the City Recorder), increased library facilities (including worker, reader and meeting space), and

additional Fire Department space is needed. This could be accomplished by building on to the south side of the existing structure; or relocating the City Hall and Library to a new building.

2. The City Shop has an adequate location, condition and capacity to meet anticipated needs of the community.
3. The Post Office has adequate facilities and the capacity to meet the anticipated needs of the community.
4. The community's current needs for a meeting place are adequately met by the American Legion Hall facilities, but in the future, additional meeting facilities may be required.
5. The needs of the community's senior citizens currently appear to be met by the facilities available.
6. Projections for school needs are completed by the school district and no major building projects are foreseen for the Monroe Elementary School, as the existing school facilities are in good condition, and of sufficient capacity to meet expected needs. The Monroe High School facilities are also in good condition, but some future expansion may be required to meet the community's needs. Sufficient land for expansion of schools is available at the existing locations. The city will also keep the schools aware of new developments by requesting input from the schools as new development proposals are submitted for review.
7. The Monroe Police Department has adequate personnel and equipment to meet the city's immediate and probably future needs.
8. The fire protection provided by the Rural Fire District is adequate to meet the community's needs. The department has sufficient employees and volunteers.
9. The city fire protection would be more effective if larger water pipes (six inch diameter) were installed in problem areas, and consideration should be given to the extension of a loop water pipe from the high school north and northwest back to the water tanks on the hill west of the city.
10. The city should evaluate the effectiveness of the existing water delivery system and continue to replace the existing pipes where necessary, with pipes of a more suitable material and size.
11. The City should pursue a Technical Assistance Grant for a study of the water supply system, and follow the recommendations of that study.
12. Primary consideration should be given to the extension of the existing sewerage lines to include developed areas inside the city limits.

13. The City is committed to seek outside funding in order to increase the sewage lagoon systems summer storage capacity.
14. Attempts should be made to improve the existing drainage system and replace where needed.
15. The garbage pick-up service is adequate to meet the city's present needs, and has the capacity to meet the city's anticipated future needs.
16. The community's telephone and electrical services have the ability to meet future needs.
17. In recognition of the ongoing needs to develop new electrical generating plants within Oregon, the feasibility of a low head electrical generating plan should be further studied for location on the Long Tom River east of Main Street.

C. Recreation.

There are three areas within the City that provide for the recreation needs of the area residents. The school playgrounds and playing fields provide for the majority of the recreation needs of the children. The city park provides picnicking and sightseeing/nature observation opportunities. The Long Tom River provides fishing and limited boating opportunities.

Future needs for recreation include a playground type park in the northwest part of the city and additional river access both above and below the dam.

D. Policies.

1. The City should continue to develop the existing city park site, on the city property east of the Long Tom River.
2. A playground type park should be developed in the residential part of the City west of Highway 99W and north of Orchard Street.
3. River access should be developed on the city property adjacent to the west bank of the river, near the pump, behind the First Interstate Bank. A boat ramp needs to be developed here and on Territorial Road, south of Highway 99W.
4. As the city develops additional recreational facilities and programs, the needs of citizens with limited mobility and finances should be considered.
5. At the present time there is no need for additional recreation lands, but that as the city develops recreational facilities and programs, these developments will be coordinated with other recreational agencies (state, county, school districts) to avoid duplication of effort.

6. School grounds and playfields should be readily available to the public.

VI. TRANSPORTATION

A. Transportation Planning Discussion.

The City of Monroe recognizes the importance of the street system in the delivery of goods and services, and for the flow of traffic within and through the city. The establishment and maintenance of a street system is of primary importance to the City.

The rail line existing within the City is an integral part of the Transportation Plan, providing rail services to an industrial site within the City.

A street inventory study compiled in 1977 indicated that 91 percent of the streets in the city had improved surfaces (asphaltic concrete or oil mat), while for the roads in the planning area outside the city, this figure was only 13 percent.

According to traffic count information, Highway 99W carries by far the largest portion of vehicles in the planning area. In 1984, an average of approximately 5600 vehicles per day traveled through Central Monroe on Highway 99W.

Southern Pacific has removed the railroad tracks from their property between Orchard Street and the Elementary school. This right-of-way, if converted to a bike path, would provide a more safe alternative than 5th Street for school children bicycling to the school. Both Highway 99W and 5th Street are designed by Oregon Department of Transportation as bike ways.

Air service is provided by airports in Portland, Eugene, and Corvallis. No need is anticipated for establishment of an airport in Monroe.

Bus service is provided through Monroe by Greyhound and the senior citizen Dial-A-Bus. These serve the needs of the residents.

The City of Monroe Transportation Plan is shown on the Map on page 32. It should be noted that although a street may not be presently developed, when money becomes available all streets shown on the Plan shall be developed to City standards.

B. Street Functions and Standards.

1. Highways

- a. Function: To carry traffic from one community to another; to carry through traffic; to provide for maximum mobility through higher speeds and continuity of movement; to provide for long trip length and high traffic volume.
- b. Access Conditions: Intersections at grade with controlled access to abutting property where feasible.
- c. Traffic Features: Channelization to control turning movements at intersections (when warranted by increased traffic counts); "stop" signs at all other intersecting streets; pedestrian crosswalks at grade; parking restricted where it conflicts with smooth traffic flow, particularly near intersections; sidewalks needed in all urban areas.

2. Arterials – Local

- a. Function: To carry traffic to and from major traffic generators such as the business district, major industrial areas, and the schools; to carry traffic to and from major residential sections of the community; to carry traffic to and from major outlying rural areas; to supplement highways by providing secondary connectors to other cities; basically intended to carry traffic; provides for longer trips at higher speeds than other elements of the local street system.
- b. Access Conditions: Intersections at grade; generally, direct access to abutting property.
- c. Traffic Features: Where warranted by high traffic counts, traffic signals at major intersections; "stop" signs for other streets intersecting a local arterial; pedestrian crosswalks at grade; sidewalks needed in all urban areas; parking restricted where it conflicts with smooth traffic flow, particularly near intersections.

3. Collectors

- a. Function: To carry traffic between minor streets and the arterial system; to function as primary traffic carriers within a neighborhood; provides for intermediate trip lengths with moderate to low traffic volume.
- b. Access Conditions: Intersections at grade with direct access to abutting property.
- c. Traffic Features: Traffic controls such as "stop" and "yield right-of-way" signs for intersecting minor streets in order to

discourage through traffic on the minor streets; pedestrian crosswalks at intersections; sidewalks needed in urban areas.

4. Minor Streets

- a. Function: To provide access to abutting property; provides for short trip length with very low traffic volume.
- b. Access Conditions: Intersections as grade with direct access to abutting property; occasional use of barriers to channel traffic away from streets which may be carrying too much traffic.
- c. Traffic Features: Traffic Control measures such as "stop" signs as needed to discourage through traffic; street design in new areas to discourage continuous traffic flow.

5. Street Standards

The standards listed below are designed to meet minimum Federal guidelines to allow Monroe to obtain Federal funding as may become available.

These standards are the minimum necessary to provide for the necessary traffic lanes, parking lanes, sidewalks, utilities and drainage areas.

Type of Street	Minimum Right-of-Way Width	Minimum Right-of-Way Width	Traffic Volume (Vehicles per Day)	Driving Speed (Miles per Hour)
Highways	As determined by the State Highway Department in consultation with Monroe		6,000 and up	25-45 in urban area
Arterials – Local	70-80 Feet	42'/ 2-12' moving lanes; 2-9' parking lanes	1,000 to 6,000	25-45
(Territorial Highway – determined by the State Highway Department in consultation with Monroe.)				
Collectors	60 feet	36'; 2-10' moving lanes; & 2-8' parking lanes	500-2,000	20-35
Minor Streets	60 feet	36'; 2 moving lanes and 2 parking lanes	Below 1,000	25 unless otherwise indicated

C. Policies.

1. Highways – Highway 99W through Monroe is designated as the primary highway serving the community.
2. Arterial streets include:
 - a. Orchard Street from Highway 99W to the west – to provide access to the city and Highway 99W from the west.
 - b. Territorial Highway (5th Street) from the junction of Highway 99W in the city, south from the city and urban growth boundary – to provide access to the city from the south.
3. Collector streets include:
 - a. Ash Street from Highway 99W to 10th Street to provide a connection between the minor streets in this area and Highway 99W.
 - b. Mill Street east of Highway 99W – to provide a connection between the minor streets in this area and Highway 99W, and to serve the city's industrial area.
 - c. Although unspecified at present, the City shall investigate the extension of additional north-south collector streets from Ash Street to Orchard Street. 7th Street has been tentatively identified as one of these collectors.
4. Streets which are not designated as highways; local arterials or collectors constitute the minor streets of the City, and will be constructed to required standards as funding becomes available.
5. Needed Improvements:
 - a. Sidewalk construction should be encouraged wherever it is necessary to facilitate safe pedestrian travel, particularly from the residential areas to the commercial areas and the schools.
 - b. The following areas need improved access controls to assure pedestrian and vehicular safety:
 - (1) On the west side of Highway 99W, with particular attention given to the intersections of Kelly, Commercial, Main, and Orchard Streets.
 - (2) On the east side of Highway 99W, curbs and sidewalks should be used to limit access to the highway.
 - c. The highest priority street improvement projects are those which should be completed or well underway within the next five years. Projects considered to be in this category include the following:

- (1) Surfacing (asphalt or oil mat) of all city streets.
 - (2) The installation of curbs and gutters where appropriate.
 - (3) Extension of 7th Street as a collector street between Orchard and Ash Streets.
6. As a means of controlling access to Highway 99W, applicants for approach permits should be required to construct curbs and sidewalks as part of the approach.
 7. That paved streets sidewalks, curbs and gutters should be required as part of new subdivision developments including installation of handicapped ramps at all road and alley intersections.

Other Transportation Facilities

8. Bicycles – A portion of the railroad right-of-way from Orchard Street south to the grad school should be converted to a bike path, for bike and pedestrian travel. In addition, the city may need to consider some future separation of automobile and bike traffic along Highway 99W.
9. Both Highway 99W and 5th Street (Territorial Highway) are designated as bicycle ways in the Oregon Department of Transportation Bicycle Master Plan. The City supports improvements by the State of these bike ways.
10. Railroad Transit and Crossings
 - a. There is no anticipated need for the extension of railroad trackage in the city or urban growth boundary areas.
 - b. That no significant hazards exist at the city railroad crossing (Ash Street) and no need for modification of the crossing is anticipated in the near future.
11. Air Transit – The city's airport needs are adequately met by the air services in nearby cities and no local airport facilities will be needed in the foreseeable future.
12. Bus Transit – The community's bus service needs are currently being met by the Dial-A-Bus Program which serves primarily senior citizens. The Dial-A-Bus service appears to be adequate to meet the future needs of the community. The City encourages Greyhound Bus Service to establish a regular stop in Monroe.
13. The city will assure that handicap parking provisions are met.

VII. OPEN SPACE, SCENIC, HISTORIC AND NATURAL RESOURCES PLANNING
(GOAL 5)

A. Introduction.

The Land Conservation and Development Commission Statewide Goal 5 requires local governments to protect open space, scenic and historic areas and natural resources as part of the statewide planning process. OAR 660-016-000 further specifies the procedure that local governments must follow in order to fulfill the goal. The requirements of Goal 5 and OAR 660-016-000 are summarized in steps one through three below and the numbers of the steps (1A, 2B, etc.) are referred to in parentheses in the succeeding inventory findings.

Step 1. Based on a survey and evaluation of the location, quantity, and quality of Goal 5 resources, Monroe must determine which historic resources are significant. Depending on the amount of information available and the determined level of significance, three options are available.

- 1A. If the resource is determined not to be significant, no further action is required.
- 1B. If sufficient information is not available to determine the level of significance of the resource, Monroe must adopt a statements to address the resource within a stated time from in the future.
- 1C. If a resource is determined to be significant, steps 2 and 3 of the Goal 5 procedure must be applied.

Step 2. Uses or actions that may conflict with significant resources must be identified.

- 2A. If no conflicting uses are identified, the resource must be managed so as to preserve its original character.
- 2B. If conflicting uses are identified, the economic, social, environmental, and energy (ESEE) consequences of conflicting uses must be determined.

Step 3. Based on an analysis of the ESEE consequences, the conflicts must be resolved in any of the following ways:

- 3A. If preservation of the resource is determined to be more important than permitting the conflicting uses, the resource must be protected and the conflicting uses must be prohibited.
- 3B. If the conflicting uses are more important than the resource, the conflicting uses should be allowed.

- 3C. If the resource and the conflicting uses are important relative to each other, the conflicting uses should be limited in a manner that will protect the resource to the desired extent.

B. Inventory Discussion.

The following material is an inventory of all sites in the City which are required to be reviewed through the Goal 5 process. This inventory is organized first by type of site (whether aggregate, open space, or other) and then by location, including a brief description of the resource and whether it is not significant (1A), or significant (1C). All 1C sites are then reviewed to determine whether there are conflicts with uses. If there are no conflicts, the site is 2A. If there are conflicts and ESEE is developed and the site is then classed as either 3A (preservation is more important the conflicting uses); 3B (conflicting uses are more important); or 3C (each use is equally important).

Comprehensive Plan Policies relevant to each site are listed in that category.

1. Mineral and Aggregate Resources – 2 Sites

- a. Commercial Street Stone Quarry (1A)
T14S-R5W-Section 33BA, Tax Lot 6200 (portion)
0.1 acres excavated. Has produced 2,000 cubic yards of stone. Material quarried here was used in construction of County Courthouse in lake 1800's.

Policy:

The aggregate production site located on Commercial Street is no longer in active production and it is appropriate that this site be rehabilitated or restored to its natural state.

- b. Monroe Clay Products (1C)
T14S-R5W-Section 28, Tax Lot 1300
T14S-R5W-Section 28DB, Tax Lot 200
8.8 excavated acres; has produced 120,000 cubic yards; 2.0 acres of plant and storage areas; site has potential for approximately 100,000 additional cubic yards.

Policy:

The primary clay producing site in the planning area is located in the northeast part of the City near Monroe Clay Products. It is appropriate that this clay producing site be retained for the use of this industry.

Zoning:

This site is zoned Industrial.

2. Fish and Wildlife Areas and Habitats

a. Fish Habitat

The Long Tom River (both above and below the dam) contains the only significant fish habitat within the City of Monroe. The River contains large mouth bass, brown bullhead, whit crappie, and blue gill and also contains rough fish including carp, suckers, squawfish and catfish (1C).

Conflicts:

Development in riparian areas (2B).

ESEE Analysis:

Riparian areas re located in all zones in Monroe and all riparian vegetation is located within the floodplain area. Development in some riparian areas is limited by setbacks (30 feet rear and 5 feet side) in the residential zones and is not wholly desirable in any areas because of flood hazard. Due to these factors, there would be minor economic and social consequences resulting from development restrictions in riparian areas. Consequences that could result are loss of buildable and aesthetically desirable land for development. If development is permitted, possible environmental consequences would include loss of wildlife habitat and decreased bank stabilization resulting in increased bank erosion which would negatively impact water quality and fish habitat. Restrictions on development in the riparian areas could avert these impacts. There are no energy consequences related to development in the riparian areas.

Conclusion: Restricting development in riparian areas would help protect fish habitat and would result in an overall benefit to the community (3C).

The City of Monroe encourages the Corps of Engineers to maintain minimum flow of 30 cubic feet per second, which they have established for the Long Tom River at Monroe. This would be beneficial to stream health and the fish population.

Zoning:

The Long Tom River is not zoned. A 20 foot setback has been established along the Long Tom River and a 10 foot setback has been established along Shafer Creek (Section 6.600).

The Monroe Zoning Ordinance also contains the following:

Section 6.400. Other Site Considerations

Any development in areas indicated in the Monroe Comprehensive Plan or this Ordinance as having development limitations shall be subject to the following requirements. Development in areas with severe surface drainage characteristics shall be provided with adequate drainage facilities, development in areas with slope in excess of 15% shall be such that the slope may be adequately maintained, and areas of riparian vegetation shall be maintained, and areas of riparian vegetation shall be retained where feasible. The Benton County Building Official shall determine that the requirements of the is Ordinance have been met.

b. Wildlife Habitat

Wildlife habitat areas in Monroe are associate with riparian areas which are concentrated in a twenty (20) foot wide bank area on both sides of the Long Tom River and a 10 foot wide bank area on both sides of Shafer Creek (1C).

Conflicts:

Development in riparian areas (2B).

ESEE Analysis:

See ESEE analysis for fish habitat (3C).

Policy:

Riparian areas along the Long Tom River and Shafer Creek contain significant bird and wildlife habitat and efforts should be made to preserve these habitat areas.

Zoning:

A 20 foot setback has been established along the Long Tom River and a 10 foot setback has been established along the Shafer Creek (Section 6.600).

Section 6.400 of the Monroe Zoning Ordinance contains the following:

Any development in areas indicated in the Monroe Comprehensive Plan or this Ordinance as having development limitations shall be subject to the following requirements. Development in areas with severe surface drainage characteristics shall be provided with adequate drainage facilities, development in areas with slope in excess of 15% shall be such that the slope may be adequately maintained, and areas of riparian vegetation shall be maintained, and areas of riparian vegetation shall be retained where feasible. The Benton County

Building Official shall determine that the requirements of the is Ordinance have been met.

3. Water Areas, Wetlands, Watersheds and Ground Water Resources

a. Water Areas, Wetlands, and Watersheds (1C)

The Long Tom River flows from south to north through the planning area, with the River's floodplain having limited most urban development east of the City. Portions of the City area west of the River also lie within the floodplain. See Fish and Wildlife conflict identification and analysis (3C).

b. Ground Water Resources (1C)

The sub-surface geological stratum east of the river (younger alluvium) can potentially yield a sufficient quantity of water for all uses, including municipal needs. The stratum which underlies most of the city west of the river typically produces yields which may be sufficient for some industrial and irrigation uses, as well as domestic uses. The stratum which underlies the slope area west of the city has wells which typically produce yields that are sufficient for domestic use only.

The overall quality of the groundwater is good although sewage contamination occurs in some areas.

Conflicts:

Failing septic systems (2B).

ESEE Analysis:

There area about three residences with failing septic systems in the northeast part of town. Sewer service is not currently provided to the area and the economic consequence of providing sewers would be the cost of installing the lines. The social consequences of providing sewer services would be to eliminate a potential health hazard and increase the aesthetics of the area and the environmental consequence would be to stop any resulting contamination of ground water. Energy costs would be incurred during installation of lines.

Conclusion: As the area of septic failure is small, the conflict is relatively minor. Funding is not presently available for installation of sewer lines to the area and so the conflict cannot be resolved at this time (3B). However, the City should try to secure funding in the future to remedy the situation.

Policy:

Primary consideration be given to completion of the extension of the existing sewerage lines to include all developed areas inside the city limits.

4. Land Needed or Desirable for Open Space

a. The school properties area located as follows:

High School:

T14S-R5W-Section 28DC, Tax Lots 100-800;

T14S-R5W-Section 28, Tax Lot 1200

Elementary:

T14S-R5W-Section 33AC, Tax Lots 2700 & 2800

City Park Property:

T14S-R5W-Section 33AC, Tax Lot 200

City Water Tanks Property:

T14S-R5W-Section 33BA, Tax Lot 6200

Land in the planning area which should be preserved as open space includes vacant school property which is not needed for future school uses; land east of the river which contains the city park and sewage lagoons; and city-owned land on the west side of town near the water tanks (1C).

Conflicts:

None. These areas are publicly owned for open space and public facility use (2A).

b. Open Space land which should be preserved inside the city limits includes the following areas:

(1) School grounds which are not needed for future school building sites around the high school and grade school.

(2) The land east of the river which contains the city park and sewage lagoons.

(3) City water tanks property.

Zoning:

These parcels are all zoned Public.

5. Outstanding Scenic Views and Sites

Scenic view points in the planning area include the view from the hill on the west side of the city (looking east across the town) and the dam across the Long Tom River (1C).

Conflicts:

None. These view points are both owned by the City, zoned Public, and accessible to the public. The view from the hill can be seen from Commercial Street. The view of the dam can be seen from City park property on the east side of the Long Tom River (2A).

Policy:

Public access to the view from the hill on the west side of the City and to the view of the Long Tom River Dam from the park shall be maintained.

Zoning:

Commercial Street is a public right of way and the water tank property is zoned Public. The City park is zoned Public.

6. Historic Areas, Sites, Structures and Objects

The Benton County Historical Museum conducted an inventory of historic resources in Monroe and found the following historic resources to be significant (1C). The following criteria were used to determine which sites in Monroe were determined to be significant:

- 1) The proposed property includes identifiable integrity of location, design, setting, materials, workmanship, feeling, or association.
- 2) The proposed property is associated with events that have made a significant contribution to the broad patterns of history of Benton County, the region, the state or the nation.
- 3) The proposed property is associated with the lives of persons significant to our past.
- 4) The proposed property embodies distinctive characteristics of type, period, of method or construction, or possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction.
- 5) The proposed property has yielded or may be likely to yield, information important in prehistory or history.
- 6) The proposed property represents types or styles of construction that were once common and now are among

the last examples surviving in the County, the region or the state.

<u>Site Name</u>	<u>Location (Assessor Map Number)</u>
Monroe Hotel	T14S-R5W-Section 33AB, Tax Lot 3200
Landerking House	T14S-R5W-Section 33AC, Tax Lot 2500
Monroe State Bank	T14S-R5W-Section 33AB, Tax Lot 3600
Adam Wilhelm House	T14S-R5W-Section 33AB, Tax Lot 2600
Applegate Trail Marker	T14S-R5W-Section 28DC, in front of Monroe High School
Monroe Methodist Church	T14S-R5W-Section 33AC, Tax Lot 2300
St. Rose of Lima Catholic Church	T14S-R5W-Section 33AC, Tax Lot 900
Bernard Wilhelm House	T14S-R5W-Section 33AC, Tax Lot 600

Conflicts:

Alteration and demolition (2B).

ESEE Analysis:

Alteration or demolition of a significant historic structure can result in several negative impacts, which in the case of Monroe are generally social and environmental in nature rather than economic. These impacts include erosion of the physical character of the community, which provides a sense of identity to residents and loss of a source of information about the past. Demolition also results in loss of the energy invested to build the structure.

On the other hand, alteration or demolition of a historic structure is sometimes necessary due to any one of a number of factors. Alteration may be necessary in order to adapt a structure to an efficient and safe contemporary use. Factors which may necessitate demolition include economically infeasible rehabilitation, a need for a different use at the location of the historic structure, lack of a viable use for an historic structure, and safety hazard.

Conclusion: Historic resources and the option to alter or demolish an historic resource are important relative to each other. Although alteration and demolition conflict with preservation of historic resources, there are times when such actions are appropriate. Therefore, alteration and demolition of historic resources should be limited and proposals for alteration and demolition of historic resources should be considered on a case by case basis (3C).

Policy:

Historic structures listed as significant in the Comprehensive Plan are important to the character and identity of Monroe and applications to alter or demolish these resources should be reviewed.

Zoning:

Section 6.300 of the Monroe Zoning Ordinance requires review of applications to alter or demolish significant historic structures.

7. Goal 5 Elements not found within the City of Monroe

Wilderness Areas

Cultural Areas

Potential and Approved Oregon Recreation Trails

Potential and Approved Federal Wild and Scenic Waterways and State Scenic Waterways

Energy Sources

VIII. URBANIZATION ELEMENT

A. The Urban Growth Boundary.

The urban growth boundary for the city of Monroe is shown on page 44. The boundary follows the city limits in all but three areas. Northwest of the city, the boundary follows property lines and street right-of-ways to include an area north of the city's water reservoirs, and also includes an area north of Fir Street. South of the city, the boundary follows the Southern Pacific Railroad right-of-way to a point east of the Territorial Highway, and then proceeds northward to intersect with the city limits. This point of intersection with the city limits is 172 feet east of the territorial Highway, at a slough west of the Long Tom River. The boundary has been completed to encourage a compact urban unit meeting residential, commercial and industrial needs of the community. It should be noted that the current Urban Growth Boundary is the remaining portion of the Urban Growth Boundary as it was originally adopted in 1980, which was based on 1978 population projections. The boundary locations are as follows:

1. The fringe area (outside the city limits) within the urban growth boundary contains 28.51 acres.
2. Of the lands within the Fringe Area, 17.35 acres in the northwestern portion of the boundary have been included for residential development, of which 11.19 acres are sloped, wooded areas surrounding the city water storage tanks and have been included to provide for large-lot, development. There are 5.16 acres located between the railroad tracks and 10th Street, and between Fir Street and Oak Street, designated for Low Density residential uses.
3. The remaining 6 acres in the fringe are south of Monroe and include an area of existing commercial and residential development which are a potential health hazard.

B. Urbanization Policies.

1. Before initiating the annexation procedure, the City Planning Commission and City Council should evaluate annexation requests in terms of the city's need to extend the urban area and the city's ability to provide sewer and water service to the area proposed for annexation.
2. When proceeding with an annexation of land inside the urban growth boundary, the city should give Benton County, Monroe School District, Monroe Police and Rural Fire Department and other affected agencies sufficient notification to allow staff to communicate any general information or concerns regarding the annexation.

3. Any annexation of land outside the Urban Growth Boundary for urban uses requires an expansion of the Urban Growth Boundary and shall be processed in accordance with state law.
4. As land in the urban fringe (land outside the city but inside the urban growth boundary) is intended for future urban use, efforts should be made to assure that the city and county continually coordinate their development expectations to affect a smooth transition from rural to urban use. In keeping with this, the city shall make recommendations to the county on development proposals, and implementing regulations and programs, including the following:
 - a. Conditional use permits.
 - b. Planned unit developments.
 - c. Land Divisions.
 - d. Public improvement projects.
 - e. Recommendations for the designation of health hazard areas.
 - f. Recommendations for amendment or establishment of special districts.
5. Conversely, it is appropriate for the county to make recommendations on development proposals and implementing programs which pertain to the fringe but are the responsibility of the city including the following:
 - a. Transportation facility improvements or extensions.
 - b. Public water supply, sanitary sewer or drainage system improvements or extensions.
 - c. Other public facility or utility improvements or extensions.
 - d. Requests for annexations.
6. Whichever jurisdiction, City or County, has authority for making a decision with regard to a specific development proposal, or implementing ordinance or program shall formally request the other jurisdiction to review and recommend action. If the positions of the two jurisdictions differ, every effort will be made to arrive at an agreement.

IX. NOISE, AIR QUALITY, AND WATER QUALITY

A. Noise.

There are two noise sources within the City. The major source of noise is from vehicular traffic traveling within the city. The majority of traffic travels on Oregon Highway 99W.

The second source of noise comes from trains utilizing the rail line. However, the Southern Pacific Transportation Company has filed for abandonment of that line, and if approved abandonment would occur in 1986.

Policies:

1. All development within the city shall comply with DEQ noise standards.
2. Excessive noise from vehicular traffic within the city shall be controlled by the appropriate law enforcement agencies.

B. Air Quality.

The City of Monroe currently meets air quality standards, and it is apparent that the roads within the Monroe Planning area do not currently violate the 8 hour carbon monoxide standard and are not likely to violate this standard within the planning period.

Policy:

The City of Monroe shall require that DEQ air quality standards are met.

C. Water Quality.

The water quality of the two streams within the Monroe area could be affected by several factors. Shaffer Creek flows through the southwest portion of town, draining an area predominately outside the city. It is shown on the U.S. Geological Survey Maps as an intermittent stream.

The Long Tom River flows northward through Monroe. Water quality in the Long Tom is determined mostly by the Army Corps of Engineers, as they control stream flow.

Both streams are affected within the city by several factors. Removal of riparian vegetation is discussed in Chapter 7 of the Comprehensive Plan. Run-off from pavement can affect water quality, as can failing septic systems within city limits; however, the Bento County Environmental Health Division will be surveying the area north of the city limits in 1986 to determine if there are failing systems in that area.

Policies:

1. The City of Monroe shall limit removal of riparian vegetation within the stream setback areas noted in Chapter VII.
2. The City of Monroe shall require all residents to hook up their residences, commercial and industrial uses to the sewer system as sewer lines are extended to serve the city.
3. The city shall assure that DEQ Water Quality standards are met.

X. PLAN IMPLEMENTATION AND UPDATE

A. Introduction.

1. The basic purpose of the Comprehensive Plan is to be a guide for city elected and appointed officials in making decisions about change in the community. Continuing use of the plan as a development guide is essential if it is to be of any value.
2. The Comprehensive Plan does have the force of law. In addition, state law and Oregon court decisions specify that regulations such as zoning and subdivision ordinances are clearly intended to carry out the plan.
3. Another basic plan implementation tool, the capital improvements program, is not a legal document but a financial plan for major public improvements. The Comprehensive Plan and the capital improvements program both are two links in a chain of events beginning with the recognition of certain community needs and ending with implementation of projects to meet these needs. Therefore, it is important to recognized both as essential parts of a process in the translation of an idea to a reality.

B. Basic Plan Implementation Tools.

1. The Zoning Ordinance
 - a. Zoning is an ordinance enacted by a unit of government which is intended to regulate the use of land on a comprehensive basis. It can be more specifically defined as the division of the city into residential, commercial, industrial, and other use zones, and the regulation within each zone of the use of buildings and land, building height, setbacks from the street and other property lines, lot size, density of development, and similar matters. The ordinance consists of a text and a zoning map.
 - b. In a legal sense, zoning is intended to promote the public health, safety and welfare. Also, it is intended to assist in carrying out the plan. This is made clear in ORS 197.175, which reads as follows:
 - (1) Prepare and adopt comprehensive plans consistent with statewide planning goals and guidelines approved by the commission.
 - (2) Enact zoning, subdivision, and other ordinances or regulations to implement its comprehensive plan.
 - c. In a planning sense, zoning is intended to encourage the orderly development of the community and to implement the land use element of the plan. This might be more specifically stated:

- (1) To prevent mixtures of land use which may create congestion, lower property values, and generally reduce the quality of the environment.
 - (2) To reserve land which is adequate in size and suitable in characteristics and location for residential, commercial and industrial purposes.
 - (3) To encourage the planned orderly outward growth of the city.
 - (4) To help keep costs at the lowest possible level for the provision of quality public services and facilities.
 - (5) To create and maintain stable residential neighborhoods and an attractive residential environment.
 - (6) To avoid over-zoning for business which can result in scattered commercial development, undermine existing business areas, and cause blight in nearby residential areas.
 - (7) To reserve land for industrial use which possesses characteristics suitable for that purpose – good road and rail access, available utilities, level and well drained sites, and sufficient buffering from residential areas.
 - (8) To assure that industrial development will not create potential negative neighborhood or community effects such as air and water pollution, fire or explosion hazard, or excessive noise, dust, smoke or odor.
 - (9) To assure that needed public facilities will not create adverse effects such as congestion or unsightly development in residential areas.
- d. Zoning does not represent a perfect land use control or means of carrying out the plan. Yet, it remains the most comprehensive and effective tool available for this purpose. It can be rationally and comprehensively applied to the city, it is related to an overall plan, and it give all citizens advance notice of the opportunities and restraints available for property development.
- e. The land use designations in the Land Use Element relate to city zoning in the following manner.

<u>Land Use Designations</u>	<u>Zone</u>
Low Density Residential	R-1 (RR-5 in urban fringe*)
High Density Residential	R-2
Commercial	C (RR-5 in urban fringe*)
Industrial	I
Floodplain	FP

*Indicates areas with Benton County Zoning.

2. Subdivision Regulations

- a. Subdivision regulations are intended to provide the city with guidelines for the approval of plats. The major provisions of a subdivision ordinance include design standards for streets, lots, and blocks; a list of improvements which are to be provided by the developer such as paved streets and water supply and sewage disposal systems; and procedures for approval of preliminary and final plats.
- b. Subdivision regulations relate to the transportation plan in the design and location of streets; the community facilities plan in the design and location of needed public facilities; and the land use plan in assuring proper design of residential areas.

3. The Capital Improvements Program

- a. The general plan contains both long-term and short-term recommendations for needed public improvements. However, it is necessary to plan more precisely for these improvements. The capital improvements program represents a major initial step in more precise planning and can be considered a link between the general plan concepts and the reality of a completed project.
- b. A capital improvements program is intended to be a financial plan for the acquisition and development of public capital improvements such as streets, parks, and utilities. It should help to determine the priority, sequence, timing, costs, and means of financing major capital expenditures.
- c. The program should include a six-year priority schedule for expenditures and should be based on realistic project costs, and the ability of the city to finance improvements. The program should be updated each year to reflect completed projects, changing finance methods, and new priorities.

C. Plan Update.

1. It is necessary that the policies and proposals in the Monroe Comprehensive Plan should be subject to periodic review and update, with citizen input as specified in the Monroe Citizen Involvement Program, adopted in August 1976. This is advisable for the following reasons:
 - a. To make the plan a basic part of the community's planning process and to make this planning process an active ongoing function of city government.
 - b. To more accurately reflect changes in community policies, priorities, and conditions.
 - c. To more closely integrate the plan with its implementing regulations, program and more precise policies.
 - d. To provide a rational basis for making decisions related to zoning, subdivisions, capital improvements, and similar activities.
2. Process of Plan Update and Review
 - a. The plan shall be reviewed at least every 5 years by the Planning Commission and City Council.
 - b. The Planning Commission should review the plan first, using the adopted Citizen Involvement Program in the process, and transmit its recommendations to the City Council. Council review and final action on the amendments should represent the last step. The Council could approve the plan as transmitted by the Planning Commission or it could make any additions, deletions, or alterations it feels appropriate.
 - c. The plan could be amended at any time by the City Council but it should first be referred to the Planning Commission for a recommendation.
 - d. Actions on plan amendments shall be through ordinance by the City Council after a public hearing.
 - e. Changes in the plan should be incorporated directly into the document at the appropriate place. The amendment should also indicate the date of passage of the ordinance and the ordinance number. A list of all amendments should be inserted into the plan.
 - f. After a period of about ten years, depending on the rate of community growth, the plan and all supporting documentation shall be thoroughly revised as necessary. This would include an updating of the Data Base which contains all background studies completed prior to plan development.

APPENDIX *

A. Legal Framework for Planning.

Senate Bill 100 (ORS 197), which was adopted in 1973 and is being implemented by the Land Conservation and Development commission (LCDC), has substantially altered the legal framework for planning in Oregon. This state law requires that cities and counties adopt comprehensive plans and zoning ordinances which meet statewide goals and guidelines. ORS 197 provides the basic policy by stating that comprehensive plans:

1. Must be adopted by the appropriate governing body at the local and state levels.
2. Are expressions of public policy in the form of policy statements, generalized maps, standards and guidelines.
3. Shall be the basis for more specific rules, regulations and ordinances which implement the policies expressed through the comprehensive plans.
4. Shall be prepared to assure that all actions are consistent and coordinated with the policies expressed through the comprehensive plans.
5. Shall be regularly reviewed and, if necessary, revised to keep them consistent with the changing needs and desires of the public they are designed to serve.
6. ORS 197.175 more specifically outlines local government responsibility when it states, "...each city and county in this state shall:
 - a. Prepare and adopt comprehensive plans consistent with statewide planning goals and guidelines approved by the commission (LCDC); and
 - b. Enact zoning, subdivision and other ordinances or regulations to implement their comprehensive plans."
7. The law also requires under ORS 197.175 that, "...each county, through its governing body, shall be responsible for coordinating all planning activities affecting land uses within the county, including those of the county, cities, special districts and state agencies, to assure an integrated comprehensive plan for the entire area of the county."

* The material found in this section was part of the 1979 Comprehensive Plan but was moved to the Appendix for ease of reading.

8. The LCDC has adopted statewide goals and guidelines which provide a legal framework for local land use planning. These goals, which are statewide in scope, are briefly summarized as follows:
- a. Goal 1 – Citizen Involvement: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.
 - b. Goal 2 – Land Use Planning: To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assume an adequate factual base for such decisions and actions.
 - c. Goal 3 – Agricultural Lands: To preserve and maintain agricultural lands.
 - d. Goal 4 – Forest Lands: To conserve forest land for forest use.
 - e. Goal 5 – Open Spaces, Scenic and Historic Areas, and Natural Resources: To conserve open space and protect natural and scenic resources.
 - f. Goal 6 – Air, Water and Land Resources Quality: To maintain and improve the quality of the air, water and land resources of the state.
 - g. Goal 7 – Areas Subject to Natural Disasters and Hazards: To protect life and property from natural disasters and hazards.
 - h. Goal 8 – Recreational Needs: To satisfy the recreational needs of the citizens of the state and visitors.
 - i. Goal 9 – Economy of the State: To diversify and improve the economy of the state.
 - j. Goal 10 – Housing: To provide for the housing needs of the citizens of the state.
 - k. Goal 11 – Public Facilities and Services: 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.
 - l. Goal 12 – Transportation: To provide and encourage a safe, convenient and economical transportation system.
 - m. Goal 13 – Energy Conservation: To conserve energy.
 - n. Goal 14 – Urbanization: To provide for an orderly and efficient transition from rural to urban land use.

B. The Monroe Plan Development Process.

1. The City Planning Commission was designated in August of 1976, as the Committee for Citizen Involvement.
 - a. This was done because the Planning Commission was already familiar with the planning process.
 - b. Due to the city's small population, there were too few people available to establish a special committee to serve in the citizen involvement capacity.
2. During the fall and winter of 1976-77, a land use map, related land use data and soil characteristics information was compiled for the city by the Benton County Planning Coordination office.
 - a. From this information, and after input from a well-advertised public hearing, the Planning Commission developed the city's preliminary Urban Growth Boundary.
 - (1) The preliminary Urban Growth Boundary was formally adopted by the City Planning Commission, City Council, and County Planning Commission, during the summer of 1977.
 - (2) The Benton County Commissioners approved the preliminary Urban Growth Boundary in September of 1977.
 - (3) The Monroe City Planning Commission, Monroe City Council and the Benton County Commissioners approved the preliminary Urban Growth Boundary agreement in the spring of 1978.
 - b. This information also became part of the basis for continued studies related to comprehensive plan development.
3. To more readily facilitate the completion of background studies and the development of the Comprehensive Plan, the city applied to LCDC for Planning Assistance grant funds. These funds became available to the city in July of 1977, and funded an increased level of part-time planning assistance through the Benton County Planning Coordinator.
 - a. During the first year of the development of the comprehensive plan, the City Planning Commission reviewed and evaluated mapped information and written reports dealing with the community's land use, open space areas and areas with development limitations, soil characteristics, natural resources, environmental geology and natural hazards, economic base, housing characteristics and other related studies.

- b. During the spring of 1978, the Planning Commission used this information to develop the preliminary planning policies for the Land Use, Public Facilities, Transportation and Housing Elements of the Comprehensive Plan.
4. In July of 1978, the city received notice that grant funds would be continued for the next fiscal year.
- a. During the fall of 1978, the Planning Commission completed the policy development for the Urbanization Element of the Comprehensive Plan.
 - b. The five plan elements were then compiled into a preliminary plan document.
 - c. In January of 1979, a city planning workshop was held to review the plan, and in April of 1979, the planning commission held a public hearing.
 - d. Draft copies of the comprehensive plan were submitted to the state, federal and regional-local agencies included in the Monroe Agency Involvement Program.
 - e. The Planning Commission considered the input from the public meetings and the recommendations from the various agencies, and made certain plan revisions.
 - f. The Plan received formal Planning Commission approval in June 1979.
 - g. The preliminary draft of the Comprehensive Plan was submitted to the City Council in July 1979. The City Council is the city's policy making organization and final decisions on implementing plan policies and proposals rest with the council.
 - h. The City Council completed its review and recommendations and formally approved the revised plan in the summer of 1979.
 - i. At this point the plan was submitted to the Benton County Planning Commission for review, and then to the Benton County Board of Commissioners for approval.
5. In November, 1984, the Monroe Planning Commission began its first review and update of the Comprehensive Plan.
- a. Meetings were held by the Commission in January, March, and April, to review and revise the Plan.
 - b. The updated Plan was adopted by the Planning Commission on January 27, 1986, and forwarded to City Council.

- c. City Council held a Public Hearing on March 24, 1986, and adopted the Plan on June 2, 1986.
6. The Land Conservation and Development Commission scheduled Monroe as part of its first cycle of periodic reviews.